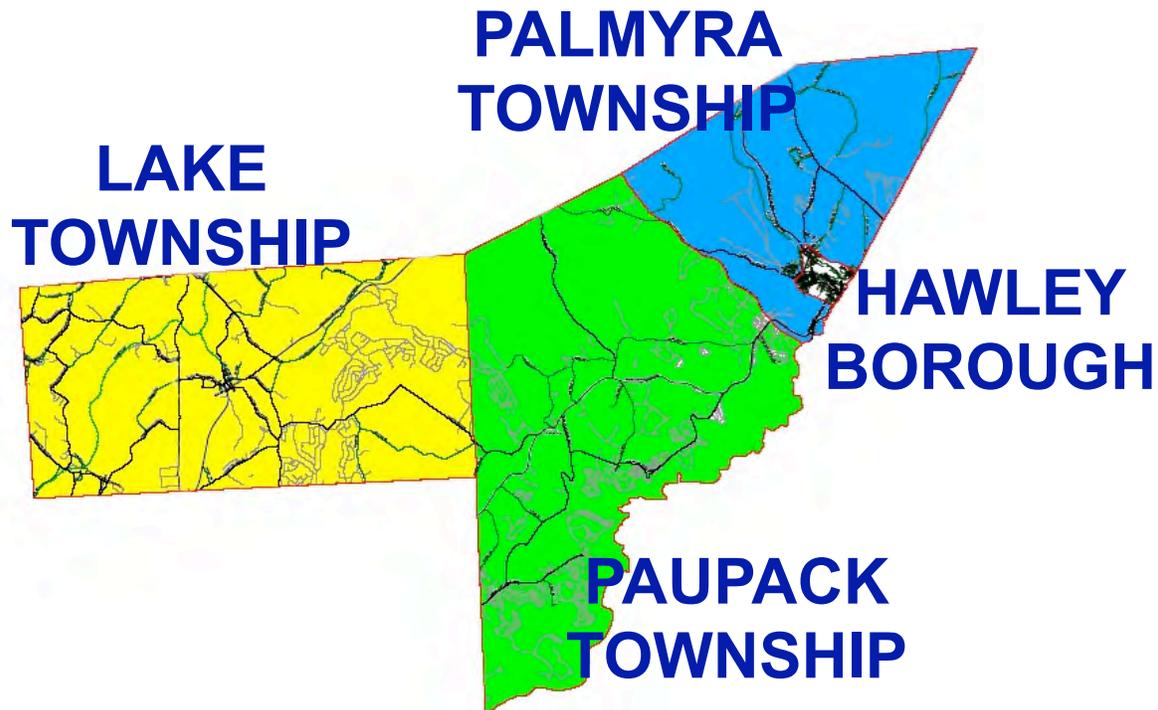


# Lake Region

## *Comprehensive Plan*



September, 2007

**Prepared for:**

*Hawley Borough, Lake Township, Palmyra Township  
and Paupack Township, Wayne County, Pennsylvania*

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# THE LAKE REGION COMPREHENSIVE PLAN

## ACKNOWLEDGMENTS

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Palmyra Township

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Hawley Borough

# ***Lake Region Comprehensive Plan***

## **1.0 Introduction**

A Comprehensive Plan is one of the tools created under the Pennsylvania Municipalities Planning Code for communities to use in guiding land use and planning community facilities and transportation. It serves several purposes, among them being to serve as a policy guide, a source of information on the community and a legal foundation for subdivision and zoning regulations. Hawley Borough, Lake Township, Palmyra Township and Paupack Township, Wayne County have joined together to prepare a regional comprehensive plan. This Lake Region Comprehensive Plan represents an update of several individual plans prepared by the communities over the years. It is also intended to address shared concerns of the four municipalities on a joint basis.

The Lake Region of Wayne County extends from Lake Constance on the east to Lake Henry on the west with Lake Wallenpaupack being a defining aspect of the entire region. It also includes several other major bodies of water including Lake Ariel, Paupack Lake, Lake Florence, Long Ridge Pond, Unger's Lake, Wangum Lake, Wildwood Lake, Beyea Pond, Whitney Lake, Lockin Pond, Lake Moc-a-Tek, Roamingwood Lake, Valley View Lake and Cobb Pond. Numerous second-home developments have arisen around these lakes and ponds during the last several decades. Many of these are now converting to bedroom communities, with major impacts on the growth of the region and the resulting demands for public services and facilities. This growth has brought with it many cultural and economic benefits but also challenged municipalities to address planning issues.

This plan includes a thorough inventory of the four communities, looking at natural resources, demographic characteristics and related factors. It also encompasses a detailed set of community development goals and objectives based upon a combination of public comment at meetings, the input of steering committee members and a community survey. Finally, it includes specific plans relating to land use, community facilities, transportation, recreation, housing and economic development.

This plan is intended to be a guide for the four communities, but should not be considered the definitive answer to all policy or planning questions. Comprehensive plans offer a foundation upon which the other details can be built using municipal ordinances, specific policies and other tools available to local government. Such plans do not, however, limit the ability of any participating community to do its own planning or employ whatever tools it may find appropriate. Likewise, the plan, by itself, does not limit the use of any private property. It does not have the force of law or regulation and should not be interpreted as either limiting or directing the decisions of local officials in administering such laws or regulations.

This plan also recognizes the critical importance of private property rights to a free society. Planning should help in laying out common rules that protect everyone's property rights and ensure high standards. That is the purpose of this plan. It is not intended to supersede property rights so as to impose one particular vision over another. Rather, it proposes allowing the market to do that under common standards.

# Lake Region Comprehensive Plan

## 2.0 Background Studies

### 2.1 Regional Relationships

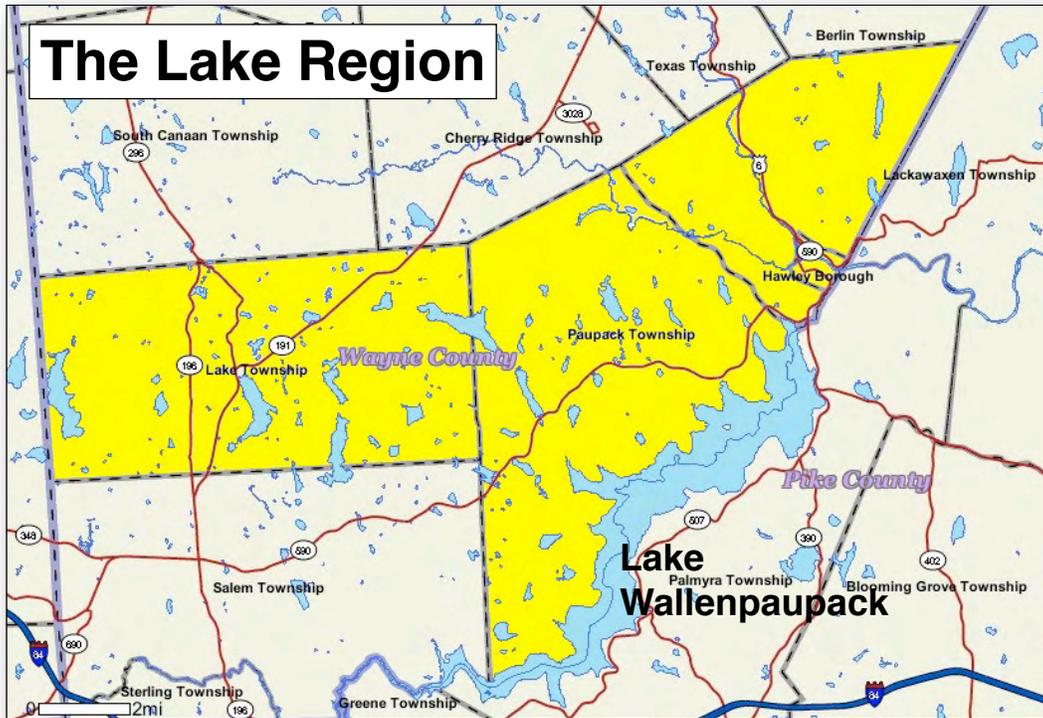
The Lake Region's growth comes largely from the New York City metropolitan area. Hawley Borough is only 99 miles from Manhattan, which is the heart of the nation's largest urban area, the New York - Northern New Jersey - Long Island CMSA. The metro region had a population of 21,199,000 people in 2000 and the Lake Region is, by extension, gradually becoming an integral part of that metropolitan economy. Indeed, adjoining Pike County is officially part of the metropolitan area by the Census Bureau.

The top five counties from which new Wayne County residents came between 1995 and 2000 (on a net in-migration basis) were, respectively; Nassau, Queens, New York, Kings (Brooklyn) and Bergen. Close behind were Suffolk, Essex (Newark) and Richmond (Staten Island). They represent the heart of the New York metro region.



All four municipalities are also part of the Lake Wallenpaupack region of Pike and Wayne Counties. This area has, for many years now, attracted large numbers of second home households. The second-home buyers who produced the original explosion of growth were attracted by the recreational opportunities and natural environment. They were also enticed by the lower land and building prices, rural character, quality of life and lower taxes the region offered. Over time, large numbers of second homes have been converted to first homes. Many were planned as eventual permanent residences when they were first constructed or acquired. Retirees and second-home owners are also now being supplemented by first-home buyers. Indeed, this is now the stronger trend within the area.

## Lake Region Comprehensive Plan



Some of those households relocating from the metropolitan area to the Lake Region migrate to the area to both live and work. Others reside locally and retain jobs in the City or its outlying regions, creating the "suburbs of suburbs" *American Demographics* magazine identified within the Poconos several years ago. It is the same pattern which led to development of the original suburbs, but this time the jobs to which commuters travel are not in the City itself, but rather in those early suburbs (e.g. Bergen and Morris Counties).

Workflow data from the 2000 Census indicates more than 16% of Wayne County workers with jobs outside the county found employment in the New York City - Northern New Jersey Metropolitan Area, with New York City itself accounting for almost 4% of county jobs. Other local jobs in construction, real estate and even government also directly relate to the growth coming out of the metro area. Much of it is driven by the excellent housing values available locally. The character of the area serves to attract more and more workers who maintain metro area employment while raising families and enjoying the recreation available in the Lake Region.

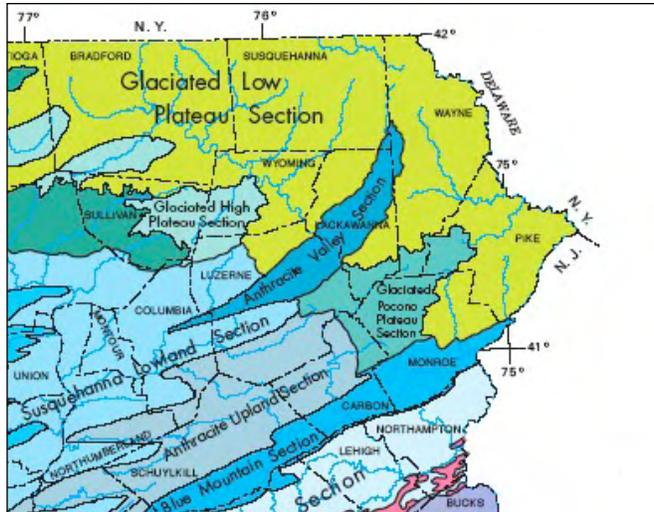
Clearly, the Lake Region's future is inextricably linked to that of the New York City metropolitan area. Planning for the future must take this central fact into account, for it affects everything from cultural interests to economic development. The rapid growth and evolution of adjoining Pike County is a harbinger of the future for the Lake Region. The four municipalities are already feeling many of the effects of these trends in changing demands for services. Such trends are likely to be accentuated going forward.

# Lake Region Comprehensive Plan

## 2.2 Natural and Historic Features

### 2.2.1 Geology

The Lake Region is almost entirely a part of the glaciated low plateau section of the Appalachian Plateaus Province although a small area of the Ridge and Valley province forms the western border of Lake Township. The primary geologic formation is the Devonian Catskill Formation which includes sandstones, shale and conglomerates, the first of these generally being good water producers.



However, the glacial formation characteristics of the rock overlying the sandstone bedrock can be porous or highly permeable creating potential contamination problems for shallow aquifers. Other geologic limitations for development include; 1) low upper layer soil permeability that can slow the regeneration of ground water supplies, and 2) rock outcroppings, shallow depths to bedrock and seasonal high water tables making it difficult to locate on-site sewage disposal fields.

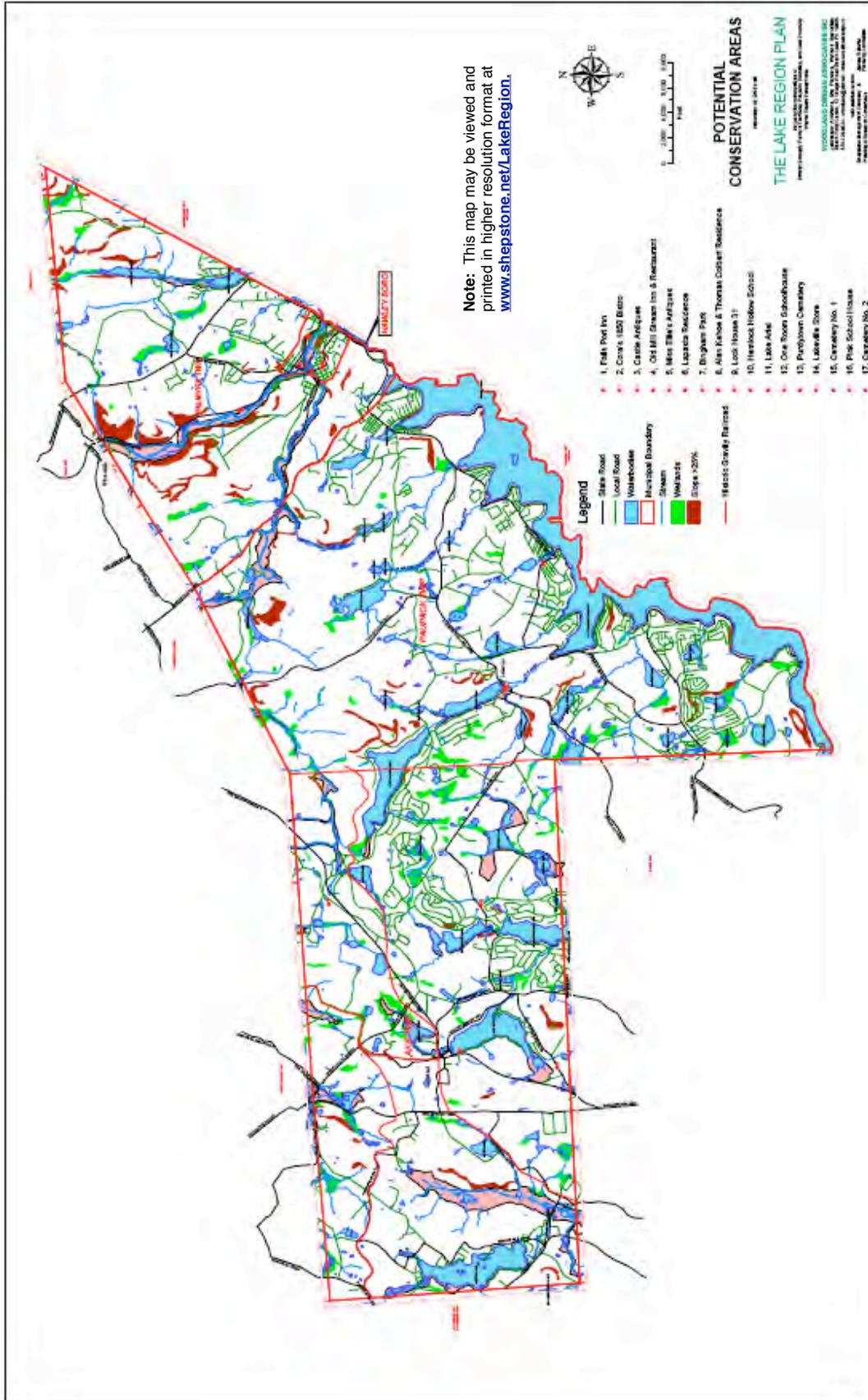
### 2.2.2 Topography

The topography of the Lake Region varies considerably, with the highest elevations being in the western portion of the planning area (1,698 feet above sea level, southwest of Lake Henry) and the lowest being along the Lackawaxen River as it leaves Hawley (896 feet). Most of Lake and Paupack Townships drains into Lake Wallenpaupack (1,185 feet pool elevation) and falls toward it. Hawley and Palmyra largely drain into the Lackawaxen River, a tributary of the Delaware and generally slope toward it.

Small parts of the planning area are characterized by steep slopes (25%+ grades). These areas are depicted in red on the *Potential Conservation Areas Map* that follows. Steep slopes can present serious problems for intensive development, but offer opportunities for recreation and unique forms of low density development if clearing and disturbance are limited and proper stormwater management techniques are applied. The main concentrations of steep slopes generally parallel the Lackawaxen River in Palmyra Township.

Given their relatively limited scope within the planning area, steep slopes are not a major issue. Nonetheless, there remains a need for erosion control and stormwater management in these areas. The four municipalities should consider restricting land disturbance and clearing in these areas to relatively small amounts.

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## **Lake Region Comprehensive Plan**

### **2.2.3 Soils**

Lake region soils are relatively young and exhibit only limited development. Most were formed in materials deposited by the Wisconsin Glacier between 11,000 and 30,000 years ago. This till material was originates mainly from local shale and sandstone which was ground up, mixed and moved around by the advancing glacier. As the ice melted it was redeposited in an uneven pattern, leaving many outcrops and ledges through the Lake Region.

Sand and gravel commonly occur along the area's larger streams (e.g., the Lackawaxen River in White Mills area), while the upland areas and plateaus contain many stones. Most of the Lake Region consists of glacial uplands, the Wallenpaupack Creek having been flooded to create Lake Wallenpaupack.

Soil characteristics were mapped in the 1970's and published in the *Wayne County Soil Survey*. Further analysis of soil suitability for sewage disposal was conducted during wastewater facility plan updates made at the county and municipal levels during the 1970's and 1980's.

Lake Township soils are described in these plans as limited principally by seasonal high water tables (within 20" of the surface). Approximately 60% of the Township was then categorized as generally unsuitable for on-lot disposal systems based on the seasonal high water tables, steep slopes, shallow depth to bedrock and floodplain. Many of these problem soils are found in the area of the Hideout, however, where central sewer and water is provided by the Southern Wayne Municipal Authority. Moreover, the technology of on-site sewage treatment has advanced considerably since then and numerous additional treatment options are available for some of these soils. This includes, for example, on-site spray irrigation, which can be used on soils as shallow as 10" from the surface. Therefore, a larger portion of the Township is suitable for systems and development than was the case two decades ago. This is true for Paupack and Palmyra as well.

Paupack Township soils, too, are largely glacial uplands, except along the Middle Creek. Most of the Township's floodplains, steep slopes and other problem areas are now submerged, leaving relatively good land for on-site sewage disposal and development. Only 23% of the Township was classified as unsuitable for these purposes in its 1987 *Official Wastewater Facilities Plan*. There are some floodplains along the Middle Creek and adjoining various ponds and lakes, but the primary limitation, once again, consists of seasonal high water tables. These are found mostly in the western portion of the Township near Goose Pond, Paupack Lake and Wangum Creek.

Palmyra Township also has relatively good soils by Pocono standards. Approximately 80% of the Township was classified in 1986 as generally suitable for on-site sewage systems and development. Once again, the most common limitation is a seasonal high water table. Most of these soils are found in the central portion of the Township.

# Lake Region Comprehensive Plan

## 2.2.4 Wetlands

Significant areas of wetlands within the Lake Region are mapped on the *Potential Conservation Areas Map*. Many additional smaller wetlands, subject to regulation by the Army Corps of Engineers, exist throughout the region. These are identified through mapping at the time of development and comprise some of the more significant hindrances to development. Effective working of these wetlands into development designs as open space attractions, water traps for golf courses and similar uses is one technique for ensuring their most productive use.

There are many areas with fluctuating water tables just below the surface, rising to the surface only during wet periods. Lowlands along stream valleys are often poorly drained or water-saturated at certain times of the year. Some form the floodplains of these streams. The soils along these floodplains are often made up of soft, sandy deposits from the water.

Numerous small swamps dot the countryside. Many of these swamps are located at the headwaters of streams and along or near their banks. Wetlands, nevertheless, are not limited to the lowlands. Early glaciation scraped out many depressions in which swamps have formed. These swampy depressions can be found throughout the area.

## 2.2.5 Watersheds

All of the Lake Region lies within the Lackawaxen River sub-watershed of the Delaware River Basin, the northern portion of which is depicted to the right. It is considered a special protection waters area with all streams classified as high quality for regulatory purposes. This severely limits the ability to discharge treated sewage effluent into streams.

The Borough of Hawley and Palmyra Township both drain directly into the Lackwaxen, except for small sections of the Township that fall towards the Middle Creek and into Lake Wallenpaupack.

Most of Paupack Township drains into these two as well with the Lake accounting for the bulk of the area. Lake Township is about evenly split between sections that run into Middle



## **Lake Region Comprehensive Plan**

Creek and Lake Wallenpaupack. All come together in Hawley Borough, a fact which has accounted for some serious flooding there in past years. A flood control system of levees is, indeed, now in place to protect the Borough.

### **2.2.6 Climate**

The Lake Region is in the cooler part of the temperate zone and is generally characterized by short mild summers and fairly long, moderate winters. The mean temperature for the region is approximately 50°F with a maximum mean monthly temperature of about 82°F in July and a mean monthly low of 17°F in January. Temperatures of 95°F or more occur occasionally and each winter there are usually several days of below 0°F temperature, sometimes as low -20°F.

Precipitation averages about 36 inches per year. June is the wettest month with 4.0 inches and January is the driest month with 2.1 inches. Snowfall averages 39 inches per year with 23 inches of that total falling in January and February. July has the most sunshine, at 40% average.

### **2.2.7 Unique Natural Features**

The Lake Region includes a number of outstanding natural features, ranging from Wangum Falls to the Lacawac Sanctuary. These are generally depicted on the *Potential Conservation Areas Map*, although additional sites are identified in the *Pennsylvania Natural Diversity Inventory*. The Lacawac Sanctuary is a particularly valuable resource. The Sanctuary's website states the following:

*The Lacawac Sanctuary is a nature preserve located in the Pocono Mountains in northeastern Pennsylvania. Its main function is the protection of its natural areas, including Lake Lacawac, a pristine glacial lake, and stands of virgin forest. Lacawac also provides a living laboratory for scientists who are interested in the way that natural systems work. Research has been ongoing at the lake and its surroundings for half a century and is one of the main missions of the sanctuary.*

*Education forms the second main focus at Lacawac, allowing students and the general public to become more informed about the environment. Part of the local history, and hosting some magnificent Victorian-era buildings, Lacawac is also an important cultural center for the Poconos and beyond. Since 1966, Lacawac has been in the stewardship of a non-profit organization that functions on a limited staff, the work of volunteers, members, a board of directors and users.*

*The potential to use Lacawac as a living classroom was realized in the 1960s, when Pennsylvania State University offered two courses there. In 1971, the University of Pennsylvania offered a six-week ecological field methods course and during the 1970s, the Philadelphia College of Pharmacy and Science conducted several high-quality summer courses at Lacawac. Muhlenburg and Wilkes College also conducted courses.*

## **Lake Region Comprehensive Plan**

*The first summer undergraduate student internship was instituted in 1988, and has been continuous since. The interns live at Lacawac, along with graduate students and faculty. The core of the research program centers around characterizing three lakes: one oligotrophic, one mesotrophic and one eutrophic.*

*The Pocono Comparative Lakes Program (PCLP) was also created. The four goals of the program were undergraduate student instruction, graduate student research training, sophisticated research in aquatic ecology, and outreach to scientists at other institutions.*



*In the early 1990s, Lehigh University secured a priority use agreement with Lacawac, to assure it had adequate housing and laboratory resources to conduct PCLP activities. It also installed a weather station at the lake to gather information about precipitation, air temperature, wind speed and direction, relative humidity and, crucially, solar radiation.*

*Research at Lacawac has not been limited to the lake. Significant studies have been conducted on surrounding swamps, woods, grasslands and rocky ledge environments. Experiments designed to compare relative growth of forest floor plants subjected to or protected from deer browse has been funded by the Pennsylvania Wild Resources Conservation Fund. Research conducted at Lacawac has been reported in a broad spectrum of revered scientific journals over the years.*

Lacawac will, as the metro area comes ever closer to the Lake Region, become an increasingly important resource for gauging and reducing impacts on the environment through careful planning and design of development projects.

### **2.2.8 Historical Resources**

Although the historical information available for the County of Wayne and the four participating municipalities is extensive, it is the history of early industrial development that has most influenced the development of the Lake Region. Several sources of information on the early history of the County and the four municipalities were consulted. These included;

- 1) "History of Wayne County Pennsylvania (1798-1998), Barbe and Reed, 1998,
- 2) "Illustrated Wayne County," Haines, 1900,

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- 3) "History of Wayne County," Goodrich, Reprint Edition, 1992, and
- 4) "100th Anniversary Souvenir History of Hawley," McAndrew, 1927.

The Wayne County Historical Society was also consulted for the purpose of identifying historical sites within the project area by municipality.

### ***Wayne County***

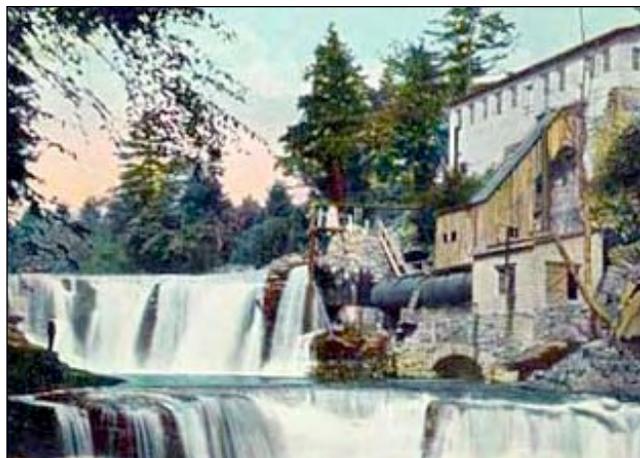
The territory that now constitutes Wayne and Pike Counties was set off from the County of Northampton, by act of the Pennsylvania Legislature on March 21, 1798. It was described as "all that part of Northampton County lying, and being to the northward of a line to be drawn, and beginning at the west end of George Michaels farm, on the river Delaware, in Middle Smithfield Township and from thence a straight line to the mouth of Trout Creek, on the Lehigh, adjoining Luzerne County, shall be and the same is hereby erected into a county henceforth to be called Wayne." It was named for "Mad" Anthony Wayne, a highly regarded major-general in the Revolutionary War.

The original boundaries of Wayne County were, therefore, New York State on the north, the Delaware River on the east, Northampton (now Monroe County) on the south, and Luzerne (now Lackawanna) and Susquehanna Counties on the west. The population in 1800 was only 2,562 persons, a density of less than 2 persons per square mile.

The County Seat was moved from Milford to Wilsonville by the Legislature in 1799, until suitable buildings could be erected, "within four miles of the Dyberry forks of the Lackawaxen River." Dyberry Forks was the name given at the time to the junction, at what is now Honesdale, of the North and West Branches of the Lackawaxen River. Bethany became the County Seat as a result of this legislation. A court-house and jail were erected and the court was moved there from Milford in 1805. Pike County, however, was set off from Wayne in 1814 and Milford became a county seat once more.

### ***Hawley Borough***

Hawley was incorporated as a Borough on January 23, 1884, making this the second largest community in Wayne County at the time. The Borough separated from Palmyra Township and was defined as that section of the township extending from the Marble Hill Bridge to the Eddy and taking in the Bellmonte section as far as the Wilsonville Toll Gate, with the entire east side from the Walnut Cemetery to the intersection of Prospect and Hudson Street. The first Borough elections were



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### **Hawley Historic Sites**

#### **Falls Port Inn**

330 Main Avenue  
Formerly the Hotel Belvidere, constructed by Count Ernest Von Eckartsberg, 1902.

#### **Cora's 1850 Bistro**

108 Welwood Avenue  
Formerly the Eddy Hotel, built in 1850.

#### **Castle Antiques**

Welwood Avenue  
Formerly the Belmonte Silk Mill, constructed by Dexter Lambert & Co. of Boston, 1881.

#### **Old Mill Stream Inn and Restaurant**

120 Falls Avenue  
Formerly John S. Connor Glass Factory, 1890.

#### **Miss Ellie's Antiques**

518 Church Street  
Formerly the Schlager Bakery, Grocery & Confectionary, built by George Schlager, ca 1869.

#### **Lapasta Residence**

Bingham Park  
Formerly the House of the Paymaster of the Pennsylvania Coal Company.

#### **Bingham Park**

Formerly Canal Basin for the D&H Canal.  
Bandstand built as a WPA Project, 1932.

#### **Kehoe & Colbert Residence**

720 Hudson Street  
Formerly the Office of the D&H Canal Company, constructed in 1854.

held on February 19, 1884, using the Keystone Hotel, a substantial concrete building, three stories high, erected by William Schardt in 1876 as the polls.

What is now Main Street was, at this time, rapidly becoming the principal business thoroughfare of the community. Church and River Streets were also areas of increasing business activity as large numbers of stores were being erected in those areas.

Industrial development simultaneously started to take shape in the Borough. A glass factory was erected at the foot of Wallenpaupack Falls in 1890, for example. The new business provided employment for more than 200 men and boys within the Borough.

This first glass factory was the beginning of the glass cutting business in the Borough. It led to the development of several other plants later on including, the Keystone Cut Glass Company and the Wangum Cut Glass Company.

The silk industry also played a significant role in the early industrial development of the Borough. Coal, too, was important, providing the business foundation for the D&H Canal and later the railroad lines coming out of Scranton and Honesdale.

### **Palmyra Township**

The Township of Palmyra was created through the separation of Pike and Wayne Counties. Palmyra Township was separated into two sections with this division of the two counties, the Wallenpaupack Creek being the dividing line. Later, Paupack Township was created from the remaining portion of Palmyra Township in Wayne County, leaving the current portion of Palmyra Township as one of the smallest townships within the County of Wayne.

Early settlers in Palmyra Township included Daniel Kimble, who was for many years a Justice of the Peace. Another was George Neldin, who made some of the early improvements at Paupack Eddy and built the first sawmill in the region. John R.

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Compton, who lived on the old Milford and Owego Turnpike, was one of the first Township Supervisors. He also served as Constable.

Lumbering and agricultural industries were most common in Palmyra Township in the late 1700's and 1800. However, it was felt at that time the Township was best suited for trade and manufacturing. Many expected it become one of the wealthiest townships within the County of Wayne.

Once again, the D&H Canal had a great influence on early development and, probably, expectations, as did the Jefferson (later Erie) Railroad. The Dorflinger Glass enterprises at White Mills (although mostly in Texas Township) also created numerous jobs and much attention for the area. Christian Dorflinger, the founder, was attracted to the area by the canal. The Lock 31 House, located on Route 6 (formerly the Daniels farm) remains along with several intact pieces of the canal and towpath. The property was later purchased by Ernest A. Hintze in 1878 who operated a grocery store and hotel there. The property is presently owned by the Wayne County Historical Society, which is undertaking a restoration. The D&H Canal is listed on the National Register of Historic Places.



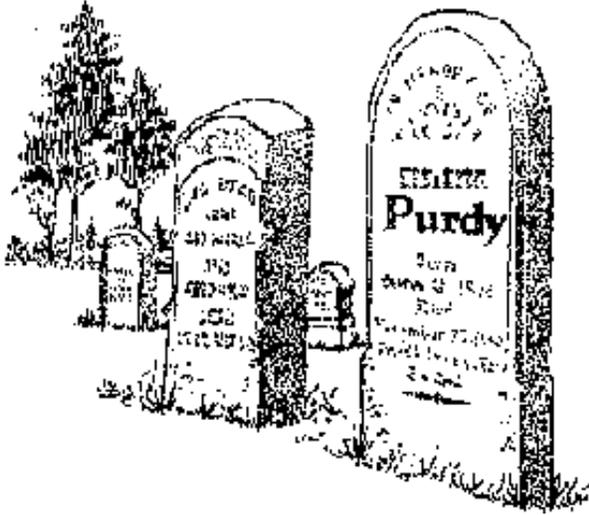
### Paupack Township

The creation of Paupack as a Township within Wayne County was completed in 1850 when it was separated from Palmyra Township. The newly created Township was bounded on the northwest by Cherry Ridge Township, north-east by Palmyra Township, southeast by the Wallenpaupack Creek and west by Salem and Lake Townships. Most of the land in the northern and eastern parts of the Township was unimproved at that time.

Paupack Township was always characterized by many ponds and lakes. Goose Pond is located within the middle southern portion of the Township and Paupack Lake and Locklin Pond lie in the western portion. Middle Creek runs through the northeast part of the Township and Lake Wallenpaupack (formerly Wallenpaupack Creek) now serves as the south-east boundary of the Township.

The early settlers in the Township were dominated by the family name of Purdy. Silas Purdy, Sr., and his family were the first settlers. They permanently located on the west side of the Wallenpaupack during the period around 1787. He was a farmer by occupation and had six (6) sons and several daughters. His sons were blacksmiths, Jacob, his eldest son, was the first blacksmith.

## **Lake Region Comprehensive Plan**



Another son, Ephraim built the first grist mill which was located at the outlet of the Hallock or Long Pond Creek. Reuben Purdy was for many years the Justice of the Peace. The Purdy family had a cemetery in a hamlet known as Purdytown, which had to be moved when Pennsylvania Power and Light built Lake Wallenpaupack in 1924, the largest construction project and most important historical development in the life of the Township.

Paupack Township had one Methodist Episcopal Church and six public schools in the late 1800's. Hemlock Hollow School was located on Avoy Road in Lakeville. This one-room schoolhouse still exists and

is now owned by Paupack Township. It is maintained as a historical landmark by the Hemlock Hollow School Association. Hemlock Hollow also had a post office. The principle industries were tied to the local mills, lumbering industry and agriculture.

### **Lake Township**

Lake Township was created in 1877 when it was separated from the northern part of Salem Township and combined with a small strip of South Canaan Township. The largest population center in the Township at that time was the Jones Lake area, which was renamed Lake Ariel in 1887.

The first post office was established in 1851 at the southern end of Lake Ariel. Mr. William Leshar was the postmaster for six (6) years. Lake Township communities at this point in time included Lake Ariel, Tresslerville, Maplewood (originally called Chapmantown, in 1888) and Gravity. Tresslerville was named after Mr. David Tressler, an earlier settler in the area. Gravity is a village located on what was old plane 12, on the now-abandoned Pennsylvania Coal Company Gravity Railroad.

One of the primary industries in the early years of Lake Township was the harvesting, packaging and marketing of ice. Obviously, this was a winter month industry. The first ice house was built in Lake Township in 1887 and was approximately 100 feet by 60 feet. It was capable of holding three (3) thousand tons of ice. The existing ice house was later increased in size to hold more than 10,000 tons of ice.

The Consumer's Ice Company of Scranton operated the ice house. Ice was provided from this ice house to New York City through a contractual arrangement between the Knickerbocker Ice Company of New York and the Consumer's Ice Company. The contractual arrangement provided for 25,000 tons of ice to be shipped to New York City by rail.

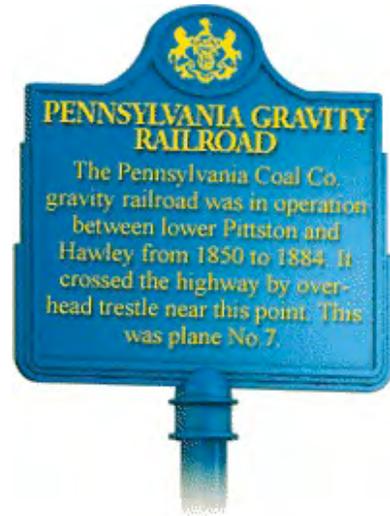
## **Lake Region Comprehensive Plan**

Churches and schools were abundant within Lake Township. The Jones Lake Church was built in 1875. The Ariel Union Church was built in 1890, burned in 1900, rebuilt in 1900-1901 and burned the second time in 1945. The Saint Thomas More Catholic Church was built in 1942, the Chapman (Avoy) Church in 1871 and the Tresslerville Church in 1885. Finally, the First Methodist Episcopal Church of Lake Ariel (now the United Methodist Church) was built in 1901.

It has been reported the first school was located within a barn in 1803. By the 1880's Lake Township, had approximately ten (10) public schools, all one-room school houses. The grade school at Lake Ariel was established in 1898. The high school was established in 1902.

Another significant milestone in the history of Lake Township was the development and operation of the Lake Ariel Park behind the Lake Ariel Hotel. The park was initiated by Dwight Mills in 1887 as a picnic grove. By 1889, a large pavilion, brick ovens for roasting clams, a photography gallery, boathouse and a merry-go-round had been added to the existing park. A roller coaster was added to the park about 1928. It reached its peak of popularity in the 1930's.

Lake Ariel had long been popular with tourists who travelled there by gravity railroad, one of the principal features in the development of the area. Later they arrived by the Erie & Wyoming Valley Railroad out of Scranton. Lake Ariel Park was visited by as many as 10,000 persons per weekend at its peak. During World War II, the park closed temporarily. It resumed operations after the war but heavy snows in the winter of 1954-55 and Hurricane Diane in 1955 closed it for good. Remains of the park and the roller coaster were visible for many years thereafter.



### **2.3 Existing Land Use**

Existing land use information was generated by the Wayne County Department of Planning, an active partner in the development of this Lake Regional Comprehensive Plan. Relying upon a combination of aerial photos, inspections and consultations with local officials, the Department of Planning made a detailed comparison of land use by municipality for the period 1959 through 2005. *Existing Land Use Maps* follow:

This study was conducted primarily for purposes of measuring the conversion of farmland to non-agricultural uses, but also provides a basis for understanding other land use changes countywide. It offers many insights that give a much fuller understanding of what actually takes place on the land as growth occurs.

The following Table 2-1 summarizes changes in land use by 2005 compared to 1959 for the four municipalities combined:

***Lake Region Comprehensive Plan***

INSERT HAWLEY MAP

***Lake Region Comprehensive Plan***

INSERT LAKE MAP 1

***Lake Region Comprehensive Plan***

INSERT LAKE MAP 2

***Lake Region Comprehensive Plan***

INSERT PALMYRA MAP 1

***Lake Region Comprehensive Plan***

INSERT PALMYRA MAP 2

***Lake Region Comprehensive Plan***

INSERT PAUPACK MAP 1

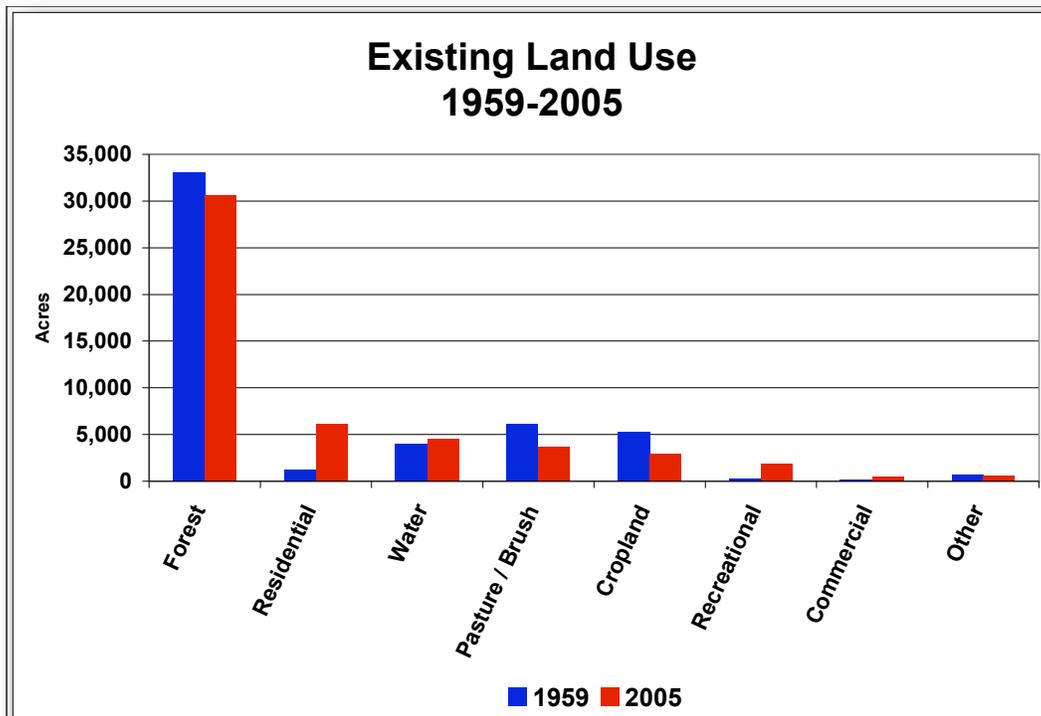
***Lake Region Comprehensive Plan***

INSERT PAUPACK MAP 2

## Lake Region Comprehensive Plan

**Table 2-1  
Existing Land Use in Comparison to 1959  
Hawley Borough and Palmyra, Paupack and Lake Townships**

Land Use/Cover	1959 Acres	1959 % of total	2005 Acres	2005 % of total	Change in % of total
Forest	33,090.8	65.1%	30,668.5	60.3%	-4.8%
Residential	1,266.8	2.5%	6,120.8	12.0%	9.5%
Water	3,959.1	7.8%	4,547.5	8.9%	1.2%
Pasture / Brush	6,085.8	12.0%	3,660.8	7.2%	-4.8%
Cropland	5,280.4	10.4%	2,892.8	5.7%	-4.7%
Recreational	287.2	0.6%	1,845.3	3.6%	3.1%
Commercial	157.8	0.3%	524.3	1.0%	0.7%
Mining / Extraction	110.5	0.2%	264.6	0.5%	0.3%
Farmstead	361.1	0.7%	190.8	0.4%	-0.3%
Religious	33.2	0.1%	44.9	0.1%	0.0%
Governmental / Institutional	14.3	0.0%	43.9	0.1%	0.1%
Transportation	206.1	0.4%	39.3	0.1%	-0.3%
Utilities	2.8	0.0%	9.9	0.0%	0.0%
Industrial	5.3	0.0%	8.1	0.0%	0.0%
<b>Total</b>	<b>50,861.3</b>	<b>100.0%</b>	<b>50,861.5</b>	<b>100.0%</b>	<b>N/A</b>

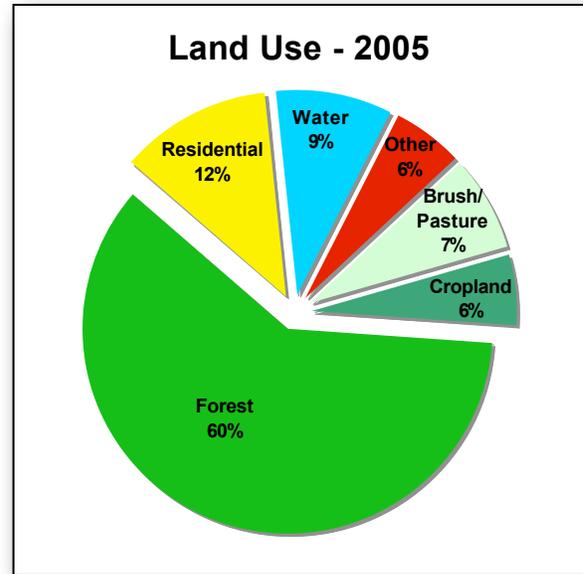


Forest, pasture/brush, crop, farmstead and transportation land declined. Water, residential, recreational, commercial, mining, religious, governmental/institutional, industrial and utility uses all increased. The largest decrease was in forest, while the

## Lake Region Comprehensive Plan

largest increase was in residential use. Forest land remains the largest land use by far. It accounted for 33,091 acres or 65.1% of land in 1959 and 30,669 acres or 60.3% in 2005. Pasture and brush land was the second largest with 6,085.8 acres or 11.8% of land in 1959. This land use category dropped to 3,661.0 or 7.2% of total land use in 2005.

Residential acreage totaled 1,266.8 or 2.5% of the total acreage in 1959. It increased to 6,120.8 acres or 12.0% of land in 2005, roughly quintupling as 4,614.2 acres of crop, forest and pasture/brush land converted to residential use. Forest land converted to residential represented 3,166.8 acres.



Pasture/brush land converted to residential accounted for 638.8 acres and 808.6 acres of cropland converted. Residential land use is now the second largest land use category and still growing. Nevertheless, it continues to represent a small portion of total land use. The Lake Region remains overwhelmingly green, with forest, pasture/brush and crop land plus water accounting for over 82% of total region acreage. Development, including Hawley Borough's urban uses, represented less than 18%.

**Table 2-2  
Existing Land Use in Comparison to 1959  
Hawley Borough, Wayne County**

Land Use/Cover	1959 Acres	1959 % of total	2005 Acres	2005 % of total	Change in % of total
Residential	137.9	34.3%	175.7	43.7%	9.4%
Forest	84.5	21.0%	80.3	20.0%	-1.0%
Pasture / Brush	65.6	16.3%	21.0	5.2%	-11.1%
Commercial	41.8	10.4%	40.9	10.2%	-0.2%
Water	24.6	6.1%	23.9	5.9%	-0.2%
Recreational	13.6	3.4%	28.9	7.2%	3.8%
Transportation	11.3	2.8%	8.2	2.0%	-0.8%
Religious	8.1	2.0%	10.0	2.5%	0.5%
Cropland	6.1	1.5%	0.0	0.0%	-1.5%
Government / Institution	3.9	1.0%	10.3	2.6%	1.6%
Industrial	3.4	0.8%	0.5	0.1%	-0.7%
Farmstead	1.1	0.3%	0.0	0.0%	-0.3%
Utilities	0.0	0.0%	2.1	0.5%	0.5%
Mining / Extraction	0.0	0.0%	0.0	0.0%	0.0%
<b>Total</b>	<b>401.7</b>	<b>100.0%</b>	<b>401.7</b>	<b>100.0%</b>	<b>N/A</b>

## **Lake Region Comprehensive Plan**

### **Hawley Borough**

Residential use accounted for the largest single share of land in Borough of Hawley in 1959 and increased as a proportion of total land use in 2005 (see Table 2-2). It now represents 175.7 acres or 43.7% of all land in this small municipality.

Interestingly, even in this relatively urban environment, forest land was, in 1959, and remains, in 2005, the second largest land use category in the Borough. There were 80.3 acres of forest in the Borough in 2005, accounting for 20.0% of all land use in 2005.

Hawley commercial land uses stayed roughly even at 40.9 acres or 10.2% of the total in 2005. Recreational use, at 28.9 acres or 7.2% of Borough land in 2005, more than doubled from 46 years earlier.

### **Lake Township**

The largest land use category in Lake Township in 2005 was forest with 9,626.1 acres or 50.2% of the total land within the Township. Residential land followed at 2,538.9 acres or 13.2% of total land. Lake Township residential acreage increased from 553.7 acres in 1959 to 2,538.9 acres in 2005.

During that same time period, 2,014.1 acres were converted from cropland, pasture/brush land and forest land to residential acreage. Table 2-3 summarizes the data.

<b>Table 2-3 Existing Land Use in Comparison to 1959 Lake Township, Wayne County</b>					
<b>Land Use/Cover</b>	<b>1959 Acres</b>	<b>1959 % of total</b>	<b>2005 Acres</b>	<b>2005 % of total</b>	<b>Change in % of total</b>
Forest	10,088.8	52.6%	9,623.9	50.2%	-2.4%
Residential	553.7	2.9%	2,538.9	13.2%	10.3%
Pasture / Brush	3,960.8	20.6%	2,030.5	10.6%	-10.1%
Cropland	3,191.3	16.6%	1,902.8	9.9%	-6.7%
Water	987.4	5.1%	1,327.9	6.9%	1.8%
Recreational	2.5	0.0%	1,308.6	6.8%	6.8%
Mining / Extraction	81.4	0.4%	183.9	1.0%	0.5%
Commercial	15.3	0.1%	119.1	0.6%	0.5%
Farmstead	187.3	1.0%	112.0	0.6%	-0.4%
Government / Institution	6.1	0.0%	20.9	0.1%	0.1%
Religious	13.7	0.1%	14.9	0.1%	0.0%
Industrial	0.0	0.0%	2.8	0.0%	0.0%
Utilities	0.0	0.0%	1.3	0.0%	0.0%
Transportation	99.0	0.5%	0.0	0.0%	-0.5%
<b>Total</b>	<b>19,187.4</b>	<b>100.0%</b>	<b>19,187.4</b>	<b>100.0%</b>	<b>N/A</b>

## **Lake Region Comprehensive Plan**

### **Palmyra Township**

Palmyra Township contains 10,397.8 acres with 78.6% of that total in forest in 2005. Residential land uses accounted for 6.2% or 647.1 acres of land within the Township. The Township experienced a conversion of 453.2 acres of cropland, pasture/brush land and forest land to the residential land use category. Table 2-4 provides the details.

<b>Table 2-4 Existing Land Use in Comparison to 1959 Palmyra Township, Wayne County</b>					
<b>Land Use/Cover</b>	<b>1959 Acres</b>	<b>1959 % of total</b>	<b>2005 Acres</b>	<b>2005 % of total</b>	<b>Change in % of total</b>
Forest	8,231.8	79.2%	8,169.7	78.6%	-0.6%
Cropland	820.4	7.9%	439.1	4.2%	-3.7%
Pasture / Brush	705.2	6.8%	648.5	6.2%	-0.6%
Residential	236.1	2.3%	647.1	6.2%	3.9%
Water	216.4	2.1%	259.8	2.5%	0.4%
Transportation	69.2	0.7%	31.1	0.3%	-0.4%
Farmstead	58.5	0.6%	29.9	0.3%	-0.3%
Mining / Extraction	28.5	0.3%	80.7	0.8%	0.5%
Commercial	16.4	0.2%	64.6	0.6%	0.4%
Religious	6.8	0.1%	14.5	0.1%	0.0%
Government / Institution	4.4	0.0%	5.0	0.0%	0.0%
Utilities	2.0	0.0%	3.4	0.0%	0.0%
Industrial	1.9	0.0%	2.5	0.0%	0.0%
Recreational	0.0	0.0%	1.8	0.0%	0.0%
<b>Total</b>	<b>10,397.5</b>	<b>100.0%</b>	<b>10,397.8</b>	<b>100.0%</b>	<b>N/A</b>

### **Paupack Township**

Paupack Township (see Table 2-5) is the largest municipality among those participating in this plan update with 20,874.6 acres. Paupack represents approximately 41% of the total acreage within the project area.

Forest land represented the largest acreage with 12,794.6 acres or 61.3% of the total. Water accounted for 14.1% or 2,935.9 acres of land.

Residential acreage totaled 13.2% or 2,759.0 acres of land within the Township. It experienced the most growth in residential land use, with the addition of 2,419.9 acres in this category, growing from 339.1 acres in 1959 to 2,759.0 acres in 2005.

Between 1959 and 2005, some 2,396.2 acres of Paupack Township land were converted from crop, pasture/brush and forest land converted to residential use. These conversions represented 98.9% of the increase in the residential land use category during that time period.

## Lake Region Comprehensive Plan

**Table 2-5  
Existing Land Use in Comparison to 1959  
Paupack Township, Wayne County**

Land Use/Cover	1959	1959	2005	2005	Change in % of total
	Acres	% of total	Acres	% of total	
Forest	14,685.9	70.4%	12,794.6	61.3%	-9.1%
Water	2,730.7	13.1%	2,935.9	14.1%	1.0%
Residential	339.1	1.6%	2,759.0	13.2%	11.6%
Pasture / Brush	1,354.3	6.5%	960.9	4.6%	-1.9%
Cropland	1,262.5	6.0%	550.9	2.6%	-3.4%
Recreational	271.1	1.3%	506.0	2.4%	1.1%
Commercial	84.3	0.4%	299.7	1.4%	1.0%
Farmstead	114.2	0.5%	48.9	0.2%	-0.3%
Government / Institution	0.0	0.0%	7.8	0.0%	0.0%
Religious	4.5	0.0%	5.6	0.0%	0.0%
Utilities	0.8	0.0%	3.1	0.0%	0.0%
Industrial	0.0	0.0%	2.3	0.0%	0.0%
Transportation	26.6	0.1%	0.0	0.0%	-0.1%
Mining / Extraction	0.7	0.0%	0.0	0.0%	0.0%
<b>Total</b>	<b>20,874.6</b>	<b>100.0%</b>	<b>20,874.6</b>	<b>100.0%</b>	<b>N/A</b>

## 2.4 Population and Economic Base

### 2.4.1 Population Trends

U.S. Census data indicates steady growth within the Lake Region over the last several years. The following Table 2-6, which includes both decennial counts as well as 2004 estimates developed by the Census Bureau illustrates:

**Table 2-6  
Population Changes, 1980-2004  
Lake Region of Wayne County**

Municipality	1980	1990	2000	2004	% Change 90-00	Average
	Persons	Persons	Persons	Estimate		% Change 00-04
Hawley	1,181	1,244	1,303	1,296	4.7%	-0.1%
Lake	2,453	3,287	4,361	4,548	32.7%	1.1%
Palmyra	773	905	1,127	1,209	24.5%	1.8%
Paupack	1,379	1,696	2,959	3,186	74.5%	1.9%
<b>Lake Region</b>	<b>5,786</b>	<b>7,132</b>	<b>9,750</b>	<b>10,239</b>	<b>36.7%</b>	<b>1.3%</b>

Note: Census Bureau actual 2004 estimate for Palmyra is 1,409. This appears to be an error.

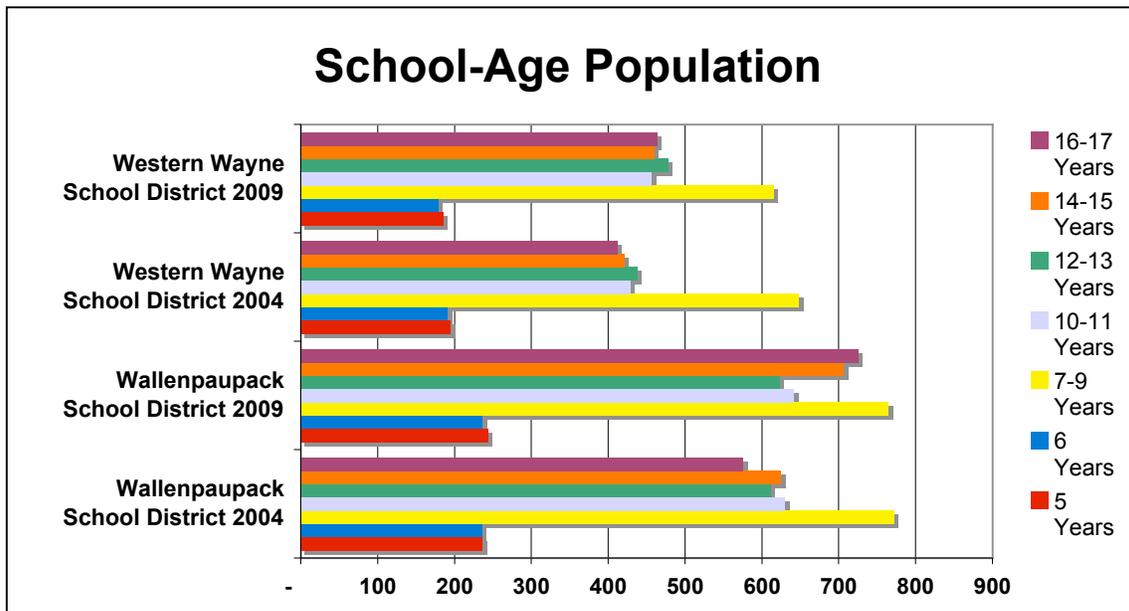
# Lake Region Comprehensive Plan

## 2.4.2 School Age Population Changes

The effects on school demands are among the the most serious impacts of growth. The Lake Region is split between the Wallenpaupack and Western wayne School Districts. Lake Township lies within the latter and the other three municipalities are part of the former. School age population estimates and projections were, therefore, developed using the ESRI - Business Information Solutions data service. The results follow:

Table 2-7 Projected Lake Region School District Populations, 2004 - 2009								
	5 Years	6 Years	7-9 Years	10-11 Years	12-13 Years	14-15 Years	16-17 Years	Total
<b>Wallenpaupack School District 2004</b>	237	236	772	630	611	625	576	3,687
<b>Wallenpaupack School District 2009</b>	244	237	765	642	623	707	726	3,944
<b>Change 2004-2009</b>	7	1	(7)	12	12	82	150	257
<b>% Change 2004-2009</b>	3.0%	0.4%	-0.9%	1.9%	2.0%	13.1%	26.0%	7.0%
<b>Western Wayne School District 2004</b>	195	191	648	429	438	421	412	2,734
<b>Western Wayne School District 2009</b>	185	179	615	457	478	460	464	2,838
<b>Change 2004-2009</b>	(10)	(12)	(33)	28	40	39	52	104
<b>% Change 2004-2009</b>	-5.1%	-6.3%	-5.1%	6.5%	9.1%	9.3%	12.6%	3.8%

Source: ESRI - Business Information Solutions



The projections suggest the greatest growth will be among high school students.

## **Lake Region Comprehensive Plan**

### **2.4.3 Economic Base**

The economic base of the Lake Region is clearly driven by recreation and tourism. As the existing land use data indicates, commercial acreage has more than tripled since 1959 in response to a growing tourism industry. Recreational acreage has grown by 543% (see Table 2-1 for details).

Employment by industry (based on the 2000 Census) is detailed below in Table 2-8. The industries listed are those that exist wherever residents are employed. Given that many residents work in Scranton and the New York metro region, many of these industries are found there. Nonetheless, they indicate strong employment in retail, arts, entertainment, accommodations and food service classifications that represent the heart of the tourism industry. Moreover, construction is a factor of second-home and other new residential construction that derives from recreation attributes and attraction of the area.

<b>Table 2-8 Employed Individuals 16+ Years by Industry, 2000 Hawley Borough and Palmyra, Paupack and Lake Townships</b>						
<b>Industry</b>	<b>Employed Persons Hawley</b>	<b>Employed Persons Lake</b>	<b>Employed Persons Palmyra</b>	<b>Employed Persons Paupack</b>	<b>Employed Persons Region</b>	<b>%</b>
Education / Health	108	255	97	226	686	17.4%
Retail Trade	99	331	54	173	657	16.7%
Arts / Entertainment / Lodging / Food	133	189	58	156	536	13.6%
Manufacturing	20	249	44	80	393	10.0%
Construction	33	167	61	113	374	9.5%
Other Services	26	105	44	77	252	6.4%
Professional / Scientific / Technical	33	83	34	62	212	5.4%
F.I.R.E.	19	85	17	90	211	5.4%
Transportation / Utilities	11	96	12	65	184	4.7%
Public Administration	31	48	23	72	174	4.4%
Wholesale Trade	10	76	10	21	117	3.0%
Information	11	56	8	14	89	2.3%
Agriculture / Forestry / Mining	6	24	15	7	52	1.3%
<b>Total</b>	<b>540</b>	<b>1,764</b>	<b>477</b>	<b>1,156</b>	<b>3,937</b>	<b>100.0%</b>

These employment figures, moreover, do not generally account for self-employed individuals of whom there are many in the tourism, agriculture and construction industries.

Census data for 1990 and 2000 indicates incomes have benefited from the growth of the tourism industry and in-migration but not uniformly across the board. The rate of income growth varies from community to community, as Table 2-9 illustrates. Gains in per capita income are the most meaningful, household and family income trends being distorted by shrinkages in household sizes. Per capita incomes increased by a low of

## **Lake Region Comprehensive Plan**

1.9% in Paupack Township to a high of 28.1% in Palmyra Township, which had the highest per capita income of \$19,359 in 2000. The figures reflect incomes for 1989 and 1999, with the former being adjusted for inflation so as to equal 1999 dollars. Family incomes declined everywhere but Palmyra Township in real dollars. Household incomes in real dollars declined in Hawley Borough and Lake Township as households dropped in size.

**Table 2-9**  
**Income Changes, 1989-1999**  
**Hawley Borough and Palmyra, Paupack and Lake Townships**

<b>Industry</b>	<b>Employed Persons Hawley</b>	<b>Employed Persons Lake</b>	<b>Employed Persons Palmyra</b>	<b>Employed Persons Paupack</b>
Median Household Income, 1989	\$24,336	\$39,195	\$32,770	\$37,922
Median Household Income, 1999	\$22,404	\$33,887	\$35,000	\$38,179
<b>Change, 1989-1999</b>	<b>-\$1,932</b>	<b>-\$5,308</b>	<b>\$2,230</b>	<b>\$257</b>
<b>% Change, 1989-1999</b>	<b>-7.9%</b>	<b>-13.5%</b>	<b>6.8%</b>	<b>0.7%</b>
Median Family Income, 1989	\$39,773	\$44,212	\$36,438	\$43,074
Median Family Income, 1999	\$33,452	\$37,821	\$40,781	\$41,336
<b>Change, 1989-1999</b>	<b>-\$6,321</b>	<b>-\$6,391</b>	<b>\$4,343</b>	<b>-\$1,738</b>
<b>% Change, 1989-1999</b>	<b>-15.9%</b>	<b>-14.5%</b>	<b>11.9%</b>	<b>-4.0%</b>
Per Capita Income, 1989	\$13,749	\$14,869	\$15,116	\$17,908
Per Capita Income, 1999	\$16,093	\$16,274	\$19,359	\$18,251
<b>Change, 1989-1999</b>	<b>\$2,344</b>	<b>\$1,405</b>	<b>\$4,243</b>	<b>\$343</b>
<b>% Change, 1989-1999</b>	<b>17.1%</b>	<b>9.4%</b>	<b>28.1%</b>	<b>1.9%</b>

Source: U.S. Census 1990 and 2000, based on incomes for 1989 (Inflation-adjusted) and 1999.

These income trends are positive for the most part but indicate how changes in demographic makeup of the population can affect the economy. Migration of new wealthier households into the region clearly has great influence in determining the economic health of the area.

# Lake Region Comprehensive Plan

## 3.0 Goals and Objectives

The following goals and objectives form the foundation of this Plan. They are intended to serve as the community development objectives for land use regulations.

### 3.1 Land Use

3.1.1 Provide for the use of conservation subdivision techniques as a preferred option for residential land development.

- a) *Rely upon the benefits of reduced infrastructure costs and flexibility in design as incentives to encourage conservation subdivisions.*
- b) *Allow for conservation subdivision in the cases where on-site sewage disposal methods are employed as well as those instances central sewage are involved, provided that protections are in place to ensure performance.*
- c) *Provide for flexibility in design of conservation subdivisions as a trade-off for protection of open spaces and special natural resources such as farmland and wetlands, offering a range of incentives and options tied to the percentage of open space preserved, starting at a threshold level of 40% open space.*
- d) *Also use the conservation subdivision technique as a means to accommodate larger planned residential developments.*
- e) *Provide for the voluntary transfers of development rights from low-density districts where open space preservation is a priority, to higher density districts near Hawley and other locations where central sewage is available; thereby providing an additional incentive for conservation subdivisions.*

3.1.2 Support the strengthening of existing village centers, including the greater Hawley area, Lake Ariel, White Mills and Route 590 commercial nodes.

- a) *Provide for higher densities and a broad range of permitted uses in village centers.*
- b) *Provide for traditional neighborhood development of mixed residential - commercial uses in village centers or as expansions of such centers.*
- c) *Require curbs, street lights and sidewalks within village centers and in the case of village center expansions.*
- d) *Establish distinct planning criteria for village centers that reinforce traditional neighborhood development with interconnected parking lots in the rear, building to the dominant setback and similar measures.*

## **Lake Region Comprehensive Plan**

3.1.3 Provide wide flexibility for the establishment, throughout the region, of small businesses and industrial enterprises that do not require extensive infrastructure or generate major environmental impacts.

- a) *Designate specific districts within zoned portions of the region for small business and industrial enterprises as well as allowing for these uses in rural portions of the region.*
- b) *Establish performance standards for small business and industrial enterprises that ensure these uses will not require major infrastructure or generate major environmental impacts.*
- c) *Provide for a full-range of home-based businesses in land use regulations.*
- d) *Incorporate provisions that both allow for and protect the right to farm and conduct ancillary agricultural businesses.*

3.1.4 Provide for a mix of housing types and densities to accommodate the needs of all income segments of the population at assured high levels of quality in design and construction.

- a) *Designate districts within zoned portions of the region for various types of housing ranging from affordable higher-density models, such as multi-family dwellings, to large single-family dwellings.*
- b) *Provide for mixtures of housing types within districts and within specific projects, using the conservation subdivision option to accommodate multi-family as well as single-family development.*
- c) *Establish performance standards for mobile home parks, multi-family dwellings, active-adult and senior housing and other special forms of housing that demand different treatment to be successful and ensure high-quality development.*

3.1.5 Protect the natural character of the region as development takes place.

- a) *Establish performance standards for buffering of commercial development through existing tree preservation and use of landscaping.*
- b) *Provide for a stepped subdivision design process that starts with identification of conservation areas and proceeds to lot layout as the final step.*
- c) *Develop criteria, in land development and zoning ordinances, that protect natural features through limits on clearing and the construction of impervious surfaces.*

## **Lake Region Comprehensive Plan**

- d) *Provide for flexible parking requirements that do not result in overbuilding of impervious surfaces.*
  - e) *Provide incentives for "green building," use of natural stormwater control measures and minimizing intrusion into steep slopes.*
  - f) *Provide for the use of active farmland and recreation areas as open space, offering developers incentives to preserve such areas.*
  - g) *Allow for the voluntary transfers of development rights from farmland to other tracts.*
- 3.1.6 Provide a special zoning district for downtown Hawley Borough that recognizes its unique design and role in the region.
- a) *Establish specific development criteria for the downtown that address issues such as sidewalks, zero lot line development (no side yard between adjoining buildings) and the availability of on-street parking.*
  - b) *Develop design criteria for downtown structures to ensure that new building as well as renovations of existing buildings comport with the downtown's existing Victorian character.*
- 3.1.7 Consider enacting a comprehensive set of land development standards within Lake Township's Subdivision and Land Development Ordinance and complementary regulations to better address development impacts within that particular community.
- a) *Develop a complete set of land development standards for non-residential uses that addresses parking, buffering, landscaping and special categories of cases (e.g., multi-family); considering also the potential to convert such regulations to a unified development ordinance should the Commonwealth authorize such a format.*
  - b) *Develop a set of natural resource design standards to ensure land development in areas of sensitive natural resources is conducted in ways that protect the wetlands, steep slopes and other special areas while allowing for reasonable use of land.*
- 3.1.8 Protect private property rights by putting the emphasis, in all land use regulations, on the balancing of competing rights with the least possible intervention into the private market place.

## **Lake Region Comprehensive Plan**

- a) *Employ incentive-based performance criteria wherever possible to permit the use of innovative approaches and evolving technology in meeting development challenges.*
- b) *Use site plan review and measures such as buffering, landscaping and natural methods of stormwater control to mitigate the impacts of development and resolve land use conflicts through design.*

### **3.2 Transportation**

3.2.1 Develop a long-term highway improvement plan that serves to reinforce a functional highway plan and meet the needs of a rapidly growing population.

- a) *Establish a functional highway plan for the region identifying those highways that will need to play higher roles in the future, as collector or arterial roads based on current growth patterns, including, but not limited to, the Hoadleys Road and Owego Turnpike.*
- b) *Identify accident-prone areas and needed safety improvements to address them.*
- c) *Develop an annually updated 10 year capital budgeting process for highway and associated drainage improvements.*
- d) *Establish and maintain up-to-date performance standards for private road construction, public road dedication, driveway construction and other highway occupancies.*
- e) *Tailor road standards for new private roads to the size of developments and the character of the area being developed, avoiding excessive clearing or pavement widths, but ensuring appropriate sized turnarounds and accesses for emergency and maintenance vehicles.*
- f) *Coordinate highway improvements with PennDOT and provide on-going input to the County and PennDOT in their 12-year highway planning process.*

3.2.2 Provide for other modes of transportation to meet the needs of the rapidly growing population.

- a) *Provide for public transportation stops, park and ride areas and similar improvements in the course of capital improvement budgeting and land development approvals.*
- b) *Provide for rail-using industries at key points along the Stourbridge Railroad where the opportunities exist for such development.*

## **Lake Region Comprehensive Plan**

### **3.3 Community Facilities**

3.3.1 Provide for essential community facilities to meet the needs of the region's rapidly growing population.

- a) *Identify sewer and water needs through periodic survey and updating of official wastewater facilities plans.*
- b) *Establish population based standards for other community facilities such as recreation and parks, libraries, public buildings and emergency services that will allow these needs to be projected going forward.*
- c) *Develop a capital improvements budgeting program similar to that for highway improvements.*

3.3.2 Ensure that new development pays its own way with respect to community facility needs it generates.

- a) *Establish recreation standards for all new residential development that require the installation of facilities as needed or financial contributions to public projects in lieu of installing such facilities.*
- b) *Lay a foundation for payment in lieu of recreation facilities by developing a regional park and recreation plan.*
- c) *Develop performance criteria for new development with respect to emergency access, fire safety, school bus stops, mailbox areas and similar matters.*
- d) *Establish public-private partnerships wherever possible to pursue the development of community facilities, employing non-profit groups as partners, developing mixed-use facilities where private tenants help to pay for the public space created and similar techniques.*

### **3.4 Water Resource Protection**

3.4.1 Protect the water quality of Lake Wallenpaupack.

- a) *Implement stormwater management programs that encourage the use of natural control techniques.*
- b) *Support continuous monitoring of Lake Wallenpaupack water quality.*
- c) *Establish appropriate setbacks from the Lake and tributaries to ensure buffering of the water bodies from runoff.*

3.4.2 Address the water quality needs of other lakes within the region.

## **Lake Region Comprehensive Plan**

- a) *Implement periodic water quality testing of other lakes and water bodies.*
- b) *Limit the percentage of clearing and the construction of extended impervious surfaces in favor of buffered development that allows for protection of water bodies from runoff.*
- c) *Promote the use of the Lac-a-Wac Sanctuary as a resource for water quality research and education as well as other environmental education.*

### **3.5 Open Space and Recreation**

3.5.1 Continue to enhance existing municipal parks by adding new athletic facilities and other amenities as needed.

- a) *Continually review park facility usage to determine the need to expand facilities.*
- b) *Coordinate the development or enhancement of park facilities between participating municipalities to insure that facility amenity duplication does not occur.*

3.5.2 Work cooperatively among Hawley Borough, Palmyra Township, Paupack Township and Lake Township to identify the potential location of one regional passive recreation park site.

- a) *Determine the passive recreation of choice for residents and visitors to the four municipalities.*
- b) *Identify possible locations that would be available for development.*

3.5.3 Identify possible areas in Palmyra Township where a municipal park could be developed.

3.5.4 Continue the existing practice whereby local athletic groups and leagues which provide organized youth and adult sports opportunities cooperate with local municipalities to coordinate facility schedules.

- a) *Identify existing local athletic groups and leagues that use the various municipal park facilities.*
- b) *Coordinate facility schedules between the municipalities.*
- c) *Identify available facility amenities that have not been scheduled for league or group play opportunities.*

## **Lake Region Comprehensive Plan**

- 3.5.5 Expand the range of special events programming to better meet the needs of individuals with special needs.
- 3.5.6 Coordinate special events programming within each of the four municipalities through the use of the recreation committees and governing boards or council.
- 3.5.7 Develop or refine local park maintenance, safety and risk management practices.
  - a) *Annually review park maintenance, safety and risk management practices and adapt as needed.*
  - b) *Share best practice methods among participating municipalities.*
- 3.5.8 Increase current revenues available for park and recreation activities through the use of new fundraising techniques.
  - a) *Review existing fee or donation schedules.*
  - b) *Pursue grant opportunities for the further enhancement and development of park facilities.*

### **3.6 Economic Development**

- 3.6.1 Ensure that all land use regulations accommodate economic development activities and avoid placing an undue burden upon commercial and industrial expansion as may be needed within the community.
- 3.6.2 Promote agricultural activities, small business, tourism and other niche enterprises that capitalize on visitation to the area, its natural resources, recreation facilities and cultural heritage.
- 3.6.3 Employ Lake Wallenpaupack's appeal as a major recreational attraction to leverage the development of complementary tourism enterprises.
- 3.6.4 Encourage the further development of Lake Ariel as a commercial center.

# Lake Region Comprehensive Plan

## 4.0 Plans

The following five plans relating to land use, housing, community facilities, transportation, recreation and economic development set forth specific strategies for managing the development of the Lake Region.

### 4.1 Land Use

#### 4.1.1 Future Land Use

Second-home conversions have been driving much of the permanent residential growth and commercial expansion of the Lake Region. Additional commercial development, in particular, can be expected to take place along Routes 6, 191 and 590. Land use challenges are likely to come from dealing with the impacts of specific uses along these routes and additional residential development throughout the region. Protecting the character of the gateways into the Lake Region should be a major focus of planning.

Land use controls must provide flexibility to accommodate development in these areas but in a manner that allows the four municipalities to exercise reasonable control to deal with the impacts of that development, especially within the gateway areas. These types of measures enjoyed strong support in the community survey and public participation process as this Plan was being developed. There is considerable interest in protecting the Lake Region's existing rural character while accommodating development.

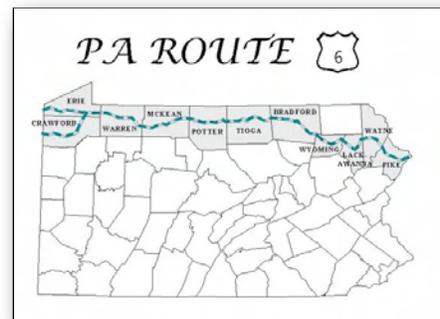


Paupack Lake

#### 4.1.2 Land Use Recommendations

Specific major recommendations relating to land use in the Lake Region are provided below while the foregoing Goals and Objectives deal with others:

- a) *The communities of Hawley Borough and Paupack and Palmyra Townships should each consider establishing a new Routes 6 and 590 corridor overlay zoning district. This district would apply in addition to requirements of underlying zoning districts. The overlay district should include specific design criteria to ensure development along these critical entranceways into the Lake Region rises to a higher standard that will preserve a quality image of the area as approached from both the east and the west by visitors and other travelers (including residents themselves).*



## Lake Region Comprehensive Plan

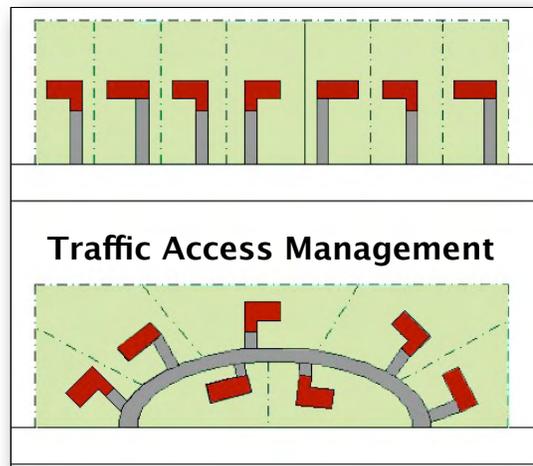


*Additional landscaping and building design criteria standards to shift parking to the rear and side where possible, for example, should apply within some portions of the overlay district, with review by qualified professionals as part of the conditional use and/or land development process.*

*Maximum front setbacks may be appropriate to ensure commercial buildings are properly scaled to the landscape. Ground signs should, for similar reasons, be given preference over pole signs in zoning standards for signage. It may also be appropriate to phase out use of large billboards for off-site advertising in this area.*

*Shared parking options to reduce impervious coverage, lower the need for vehicular moves and permit more flexibility in design, should be offered. Encouraging renovation of existing commercial properties to new higher standards by allowing for higher proportions of lot coverage and similar incentives should be considered as Borough/Township zoning requirements are refined.*

- b) *Detailed traffic access management criteria should be incorporated in zoning standards and regularly applied in development reviews. While State and local regulations need to be compatible, municipal standards should apply in addition to PennDOT standards, particularly in regard to traffic study requirements. All four communities need clear policies with regard to flag lots and use of private drives. This policy should encourage limited use of these techniques to produce more infill development in and*



*around Hawley, White Mills, Lake Ariel and other village centers, particularly where support infrastructure exists. The municipalities should also maintain detailed street specifications within subdivision and land development regulations and a separate road ordinance establishing higher standards for road dedication so that there is no incentive to dedicate where inappropriate. Traffic access management standards should also encourage joint driveways, connected parking lots and other mechanisms that will reduce traffic conflicts and the need for excessive driveway entrances onto the highway.*

## Lake Region Comprehensive Plan

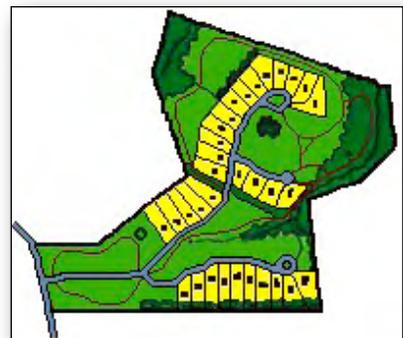
- c) *All municipalities should evaluate options for stimulating the development of more start-up housing. As the demand for high-end housing in the Lake Region continues to accelerate, the pressure on housing prices will drive many working families out of the local housing market. Municipalities should investigate options that would provide density bonuses for construction of non-subsidized start-up housing simultaneously with the development of higher-end housing.*
- d) *The four communities should all promote lake and stream management for major water bodies such as Lake Ariel and Lake Wallenpaupack. Water quality monitoring programs in conjunction with watershed management groups and others should be supported, including long-term documentation so that this information can be employed in developing policies and approving projects.*

- e) *Tree preservation along highways and the proper landscaping of all new commercial sites should be required by applying tree preservation policies to new highway improvements and establishing landscaping standards to be used in conjunction with commercial project reviews. The four*



- municipalities should develop detailed guidelines for landscaping of buildings and parking lots as well as existing tree preservation on all new major commercial sites.*
- f) *Transfer of density rights (TDR) should be incorporated in zoning ordinances as a technique for shifting development from agricultural and rural areas to hamlet areas. The ordinances should include a much simplified form of TDR that takes place at the time of development approval on a private transfer basis.*

- g) *Each municipality should, in its subdivision and land development regulations provide procedures and incentives for use of conservation subdivision techniques to preserve the large areas of open space that give the Lake Region its distinctive rural and scenic character. Conservation subdivisions not only protect environmentally sensitive lands (e.g. wetlands, floodplains, steep slopes), but also additional otherwise buildable land, from clearing.*



## **Lake Region Comprehensive Plan**

*This is accomplished by reducing lot sizes in order to achieve full-yield density. Such subdivisions differ from traditional clustering in several ways. They involve larger and more usable open spaces. Conservation subdivisions also provide density bonuses for land-conserving design (sometimes combined with disincentives to discourage land-consuming layouts). Finally, they link the open spaces created with other such recreational areas in the community.*

### **4.1.3 Mineral Extraction (Palmyra Township)**

Mineral extraction activities in Palmyra Township increased from 28.5 acres in 1959 to 80.7 acres in 2005. (See Section 2.3, Table 2-4.) Historically, the Township Zoning ordinance has allowed mineral extraction in all Zoning Districts except the R-1 Residential District. Taken together, the RR Rural Residential District, GC General Commercial District, and I-1 Industrial District include more than ninety-five percent of the Township land area.

The Pennsylvania Municipalities Planning Code clearly recognizes mineral extraction as a lawful use. Along with other community effects, such uses can have impacts on water supply sources and are governed by state statutes that specify replacement and restoration of affected water supplies and address

many other matters having to do with operations. State regulations, although they leave control over siting of mining activities to municipalities, preempt most local regulation of the direct impacts, making the control of locations where such uses are permitted very important.

Additionally, the Municipalities Planning Code now severely limits the range of development and operational standards which can be applied to mineral extraction by local municipalities, with location standards the primary tool available to the Township. Municipalities Planning Code Section 603(I) states that zoning ordinances shall provide for the reasonable development of minerals in each municipality. The Code, at Section 603(b) allows zoning ordinances to regulate mineral extraction, but only to the extent that such uses are not regulated by the Pennsylvania Surface Mining Conservation and Reclamation Act, the Noncoal Surface Mining Conservation and Reclamation Act, and the Oil and Gas Act. These Acts regulate dust, noise, blasting, water supply effects, reclamation, certain setbacks and many other factors related to the operation of mines in the Commonwealth.

#### **Pennsylvania Municipalities Planning Code Definition**

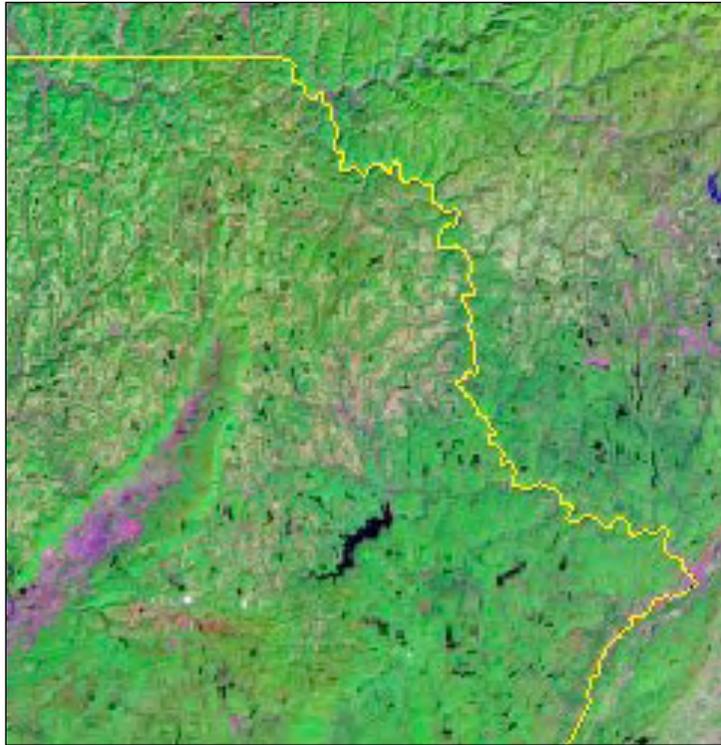
***Mineral:*** Any aggregate or mass of mineral matter, whether or not coherent. The term includes, but is not limited to, limestone and dolomite, sand and gravel, rock and stone, earth, fill, slag, iron ore, zinc ore, vermiculite and clay, anthracite and bituminous coal, coal refuse, peat and crude oil and natural gas.

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The Palmyra Township Board of Supervisors engaged a consulting geologist who completed a geologic assessment of the Township in 2006 to; a) identify and describe the bedrock and surficial deposits and b) appraise the potential of these geologic materials as mineral and non-mineral resources.

The Township's consulting geologist concluded the following regarding local natural resources that are the subject of mining operations:

- The geology of Palmyra Township is characterized by two types of geologic materials: bedrock, which is found everywhere beneath the land surface of the Township, and surficial deposits, which lie on top of the bedrock surface.
- Both the sandstone bedrock and the sand and gravel deposits have potential value as economic resources.
- The sandstone can serve as a source of several types of common construction materials, including dimension stone and crushed stone.
- The surficial sediments of the Township, particularly the stratified sand and gravel deposits, are another potential source of coarse and fine aggregate materials for construction use.
- Whereas the sandstone bedrock underlies the land surface everywhere in the Township and thus represents a thick and widespread resource, the sand and gravel deposits are localized, surficial features and may vary greatly in quantity and quality throughout the Township.



**Satellite image of Northeastern Pennsylvania indicating many of the surficial geologic landforms**

This Lake Region Comprehensive Plan recognizes the need to provide for the reasonable development of minerals, but also recognizes that such operations must be directed to appropriate locations and must be conducted in accord with sound mining practices and environmental regulations. Of primary concern is the protection of existing residential development areas and those areas where new residential development is anticipated adjacent to existing residences.

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There is a specific need within Palmyra Township to evaluate the land area zoned for mineral extraction and limit mineral extraction to areas located away from such residential development, while balancing this limitation with the Pennsylvania Municipalities Planning Code mandate to provide reasonable opportunities for such mineral extraction.

Concurrently, all Lake Region municipalities should update (or adopt) mineral extraction standards to ensure compliance with state regulations and include local government in the decision making process.

### 4.2 Housing

#### 4.2.1 Persons Per Household

The number of people living in each household averaged 2.45 persons in 2000, down slightly from 2.56 persons in 1990. This ranged from a low of 2.18 persons in Hawley to a high of 2.84 persons in Lake Township (see chart to the right).

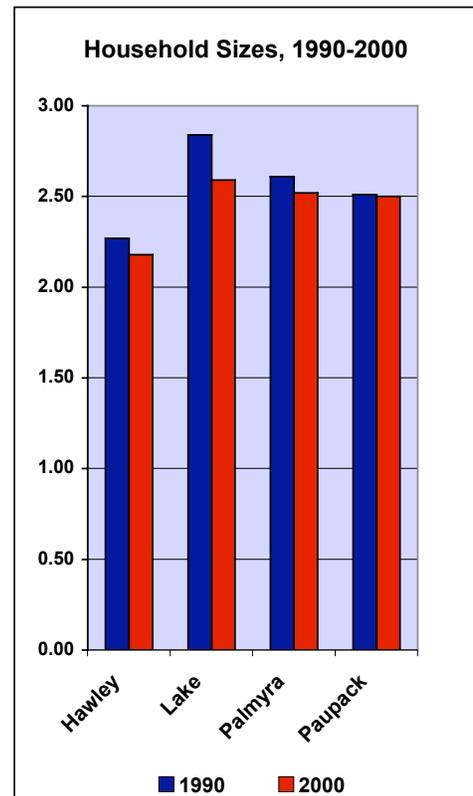
Changes over the last decade have been modest suggesting the pattern may even reverse at some point, with implications for housing needs and trends.

#### 4.2.2 Housing Growth

The 2000 Census indicated the Lake Region had 7,546 housing units, an increase of 625 units over 1990. It represented a very modest gain of only 8.3%, compared to the 36.7% jump in population. This wide discrepancy is a function of the conversion of existing second homes to permanent homes.

The second home stock actually declined by 2.9% over the decade as permanent homes increased by 22.1%. This is consistent with the pattern throughout the Poconos where second home communities have been evolving into suburban neighborhoods.

This pattern has many implications with respect to future growth and providing for future community facility and service needs. The conversion of second homes to permanent homes can result in rapid changes in school enrollments and demands for services without a corresponding increase in tax revenue. This is because the second homes were already fully assessed as if permanently occupied.

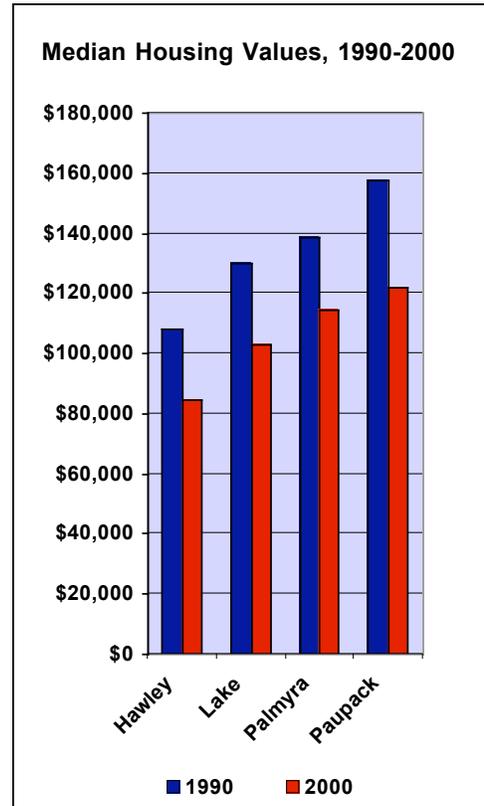


# Lake Region Comprehensive Plan

## 4.2.3 Housing Values

The 2000 Census revealed an average median housing value of \$105,950 for the Lake Region. The comparable figure for 1990 (in inflation adjusted dollars) was \$133,446, indicating housing values tumbled nearly \$27,500 or 20.6% during the 1990's, when the area suffered a real estate recession. The chart to the right illustrates this pattern cuts across all municipalities. Values have declined in all four communities.

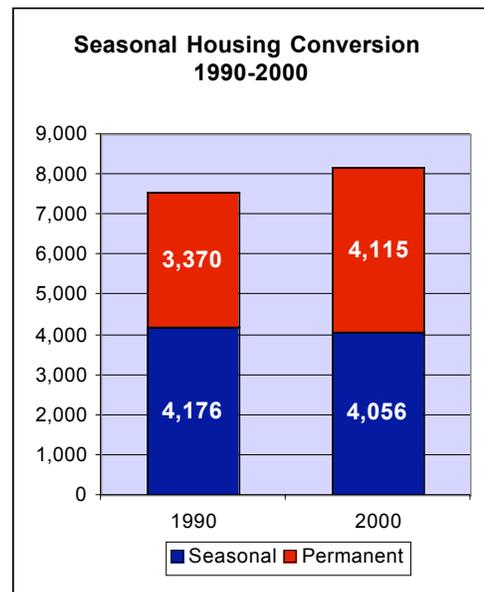
Therefore, the current prices, perceived by many to be very high, are in reality merely a return to earlier values with some modest increases in real dollars. This is an important consideration in evaluating housing needs. Such needs are not nearly as pressing when the numbers are evaluated in current dollars. Nevertheless, some caution is warranted. Census values represent what owners perceive as value. Such owners may well have underestimated their home values in 2000 because the current housing boom had not yet materialized and wouldn't for a few more years. They may also have been unduly influenced by the preceding recession.



## 4.2.4 Housing Tenure and Vacancy

There were 3,849 occupied housing units within the Lake Region in 2000. Some 3,137 or 81.5% were owner occupied and 712 or 18.5% were renter occupied. There were also 4,322 vacant units in the Township, 4,056 of which were utilized for seasonal, recreational or occasional occupancies.

Altogether, 49.6% of the housing stock consists of second-homes. This is down from 55.3% in 1990. No less than 120 and probably many more second-homes have converted to permanent residences over the decade. The 2000 Census marks the first time in recent memory the number of permanent homes exceeded second homes in the Lake Region. New second homes are still being built but existing second homes are converting to first homes at a more rapid rate, portending much future growth.



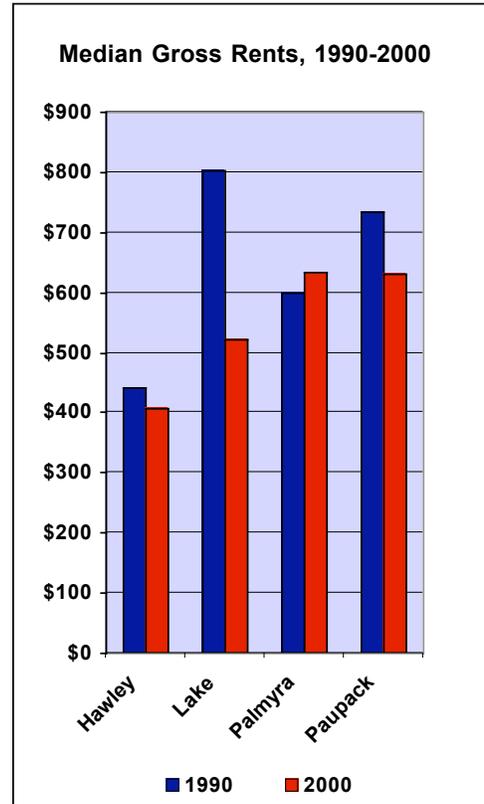
# Lake Region Comprehensive Plan

## 4.2.5 Housing Type and Ownership

Single-family detached dwellings in 2000 accounted for 7,212 units and comprised 88.3% of the housing stock in the Lake Region. Among these were 318 (mobile) homes, constituting only 3.9% of the housing stock. Such manufactured housing is a declining share of the housing stock today in most of the regions surrounding the New York metro area. Multi-family housing is very limited, although some townhouse projects are now appearing in a few areas of the region. More townhouses can be expected in the future. A large project of this type is planned for the Pike County side of Lake Wallenpaupack.

## 4.2.6 Contract Rents

Median gross rents within the Lake Region in 2000 averaged \$549, down by \$96 or 14.8% from the \$644 inflation adjusted figure for 1990. Only Palmyra Township rents went up in real dollars. This is generally consistent with trends in median values of owner-occupied housing discussed in Section 4.2.3 above. The cost of housing has declined on a relative basis.



## 4.2.7 Persons Per Room

There is no evidence of serious overcrowding in the Lake Region. Only 28 or 0.7% of its occupied housing units were occupied by more than 1 person per room.

## 4.2.8 Recommendations

Lake Region municipalities also need to ensure its land use regulations do not unnecessarily raise the cost of moderate income housing by requiring excessive lot sizes or adding too many regulatory oversight costs. This can be accomplished to a large extent by offering density or other incentives for the use of the cost-effective Conservation Subdivision design recommended in the Land Use Plan.

Municipalities should maintain minimum lot sizes at reasonable levels to both reduce land costs and avoid unnecessarily increasing infrastructure expense. Avoiding excessive requirements with respect to curbing, sidewalks (trails are preferable as pedestrian connections), water supplies and large setbacks, are all important. Flexibility in the administration of land use regulations to accommodate the creation of affordable

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housing is also warranted. Municipalities may, for example, want to develop language allowing more "mother-daughter" units, to make affordable housing available for older and younger residents on a temporary basis without violating the law.

Although current demand may be limited, Lake Region communities should investigate options that would require construction of non-subsidized start-up housing simultaneously with the development of higher-end housing and offset the cost with density bonuses. Such programs avoid passing costs of start-up housing along to other buyers, yet have the potential to increase the supply of affordable units.

Finally, although mobile housing is declining in relative importance as a housing option, the municipalities need to continue to provide for this option. Notwithstanding this need, it is also important to establish standards for such housing to ensure adequate recreation area and open space is provided and all health and safety issues are addressed. Provisions need to be made for both individual manufactured homes and manufactured home parks. Likewise, all four communities need to provide and set standards for multi-family housing.

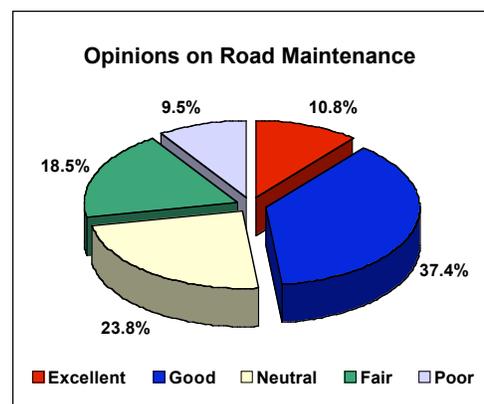
These recommendations are consistent with those found in the *Wayne County Housing Plan* (an element of the *Wayne County Comprehensive Plan*).

### 4.3 Transportation

#### 4.3.1 Community Survey

The community survey conducted during assembly of this Comprehensive Plan queried residents regarding their opinions on road issues. The results included the following relevant findings:

a) *Some 10.8% of survey respondents indicated Lake Region road maintenance was excellent and another 37.4% rated it as good. These are relatively high ratings that suggest the four municipalities are providing efficient and effective road maintenance services. Only 9.5% stated they thought road maintenance was poor.*



b) *Road maintenance has historically been a key local government service - one of the most basic expectations of public officials by the voters. Survey respondents confirmed that it is a major issue for them as well, some 22% stating they would generally favor spending their tax money adding, expanding or improving road maintenance. This was a higher rating than accorded any other community facility or service.*

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## 4.3.2 Municipal Road Inventory and Conditions

Each Lake Region municipality was requested to provide information on roads, streets and bridges. Altogether, they maintain approximately 61.2 miles of roads and streets. This includes 52.9 miles of paved roads and streets and 8.3 miles of unpaved roads. Lake Township maintains the largest amount, with approximately 20 miles of roads. Paupack Township maintains about 16.0 miles, Palmyra Township owns 13.2 miles and Hawley Borough maintains 12.0 miles of streets.

Lake Township and Paupack Township assume some maintenance responsibilities for roads owned by the Pennsylvania Department of Transportation (PennDOT). Lake Township indicates 0.5 miles of state roads are maintained by the municipality and in Paupack Township 6 miles of state roads (Finn Swamp Road and Goose Pond Road) are maintained during the winter months by the Township. Currently, no municipality anticipates assuming additional road maintenance responsibilities from PennDOT. Palmyra Township and Paupack Township are participants in the PennDOT Agility Program but have not been involved in any particular projects.

Each municipality was asked to rank overall road conditions within their jurisdiction. Lake and Paupack Township representatives indicated only a few of their roads and streets required improvements such as surface restoration, widening, shoulders or drainage. Palmyra Township officials reported some of its roads and streets required such improvement, while Hawley Borough representatives stated most of their roads and streets required such improvements.

Each municipality was further requested to rank the importance of various road maintenance activities or improvements to their respective municipalities. They were requested to rank the activity as critical, important or not very important. The results are summarized in the following Table 4-1, which indicates routine maintenance of existing road surfaces is generally the highest priority of municipalities:

<b>Table 4-1 Municipal Road Maintenance Priorities Lake Region of Wayne County</b>				
<b>Maintenance Activity / Improvement</b>	<b>Hawley Borough</b>	<b>Lake Township</b>	<b>Palmyra Township</b>	<b>Paupack Township</b>
Routine maintenance of existing surface	Critical	Critical	Important	Critical
Paving of additional roads and streets	Critical	Important	Important	Important
Oil and chipping of additional roads	Not Very Important	Important	Important	Not Very Important
Widening of roads and streets	Important	Not Very Important	Critical	Important
Adding or improving shoulders	Important	Important	Critical	Important
Improving drainage	Critical	Important	Important	Important
Eliminating hazardous curves	Not Very Important	Not Very Important	Important	Not Very Important
Reducing steep grades	Important	Not Very Important	Important	Not Very Important

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Other municipality priorities were identified as follows;

- Bituminous paving of additional roads and streets
- Widening of roads and streets
- Adding or improving shoulders
- Improving drainage

Hawley Borough also indicated that clearing vegetation to improve lines of sight was an important activity.

None of the four municipalities report owning or maintaining any bridge located within their municipality. All bridges are owned by either the County of Wayne or the Commonwealth of Pennsylvania.

Three of the four municipalities identified critical road and street improvement projects that require extensive funding that may require grant assistance. These include the following:

### ***Paupack Township***

- a) *T-398 – Pennell Road*
- b) *T-395 – Bone Ridge Road and T-400 - Paupack Point Road are projects requiring the resurfacing of these roads at an anticipated cost of \$525,00*

### ***Palmyra Township***

- a) *Vine Street – This project will involve surface repair work including resurfacing. The estimated cost is \$40,000.*
- b) *Madison Avenue – This project will also involve surface repair work including resurfacing. The estimated cost is, once again, \$40,000.*
- c) *Columbus Avenue – This project will involve the improvement of drainage from Vine Street to North Street. The estimated cost is \$65,000. It will be funded under a Community Development Block Grant provided through the Wayne County Redevelopment Authority.*

### ***Hawley Borough***

- a) *Academy Street – This project will involve street resurfacing with the replacement of a catch basin. The estimated cost is \$20,000. This project, too, will be funded under a Community Development Block Grant provided through the Wayne County Redevelopment Authority.*

## **Lake Region Comprehensive Plan**

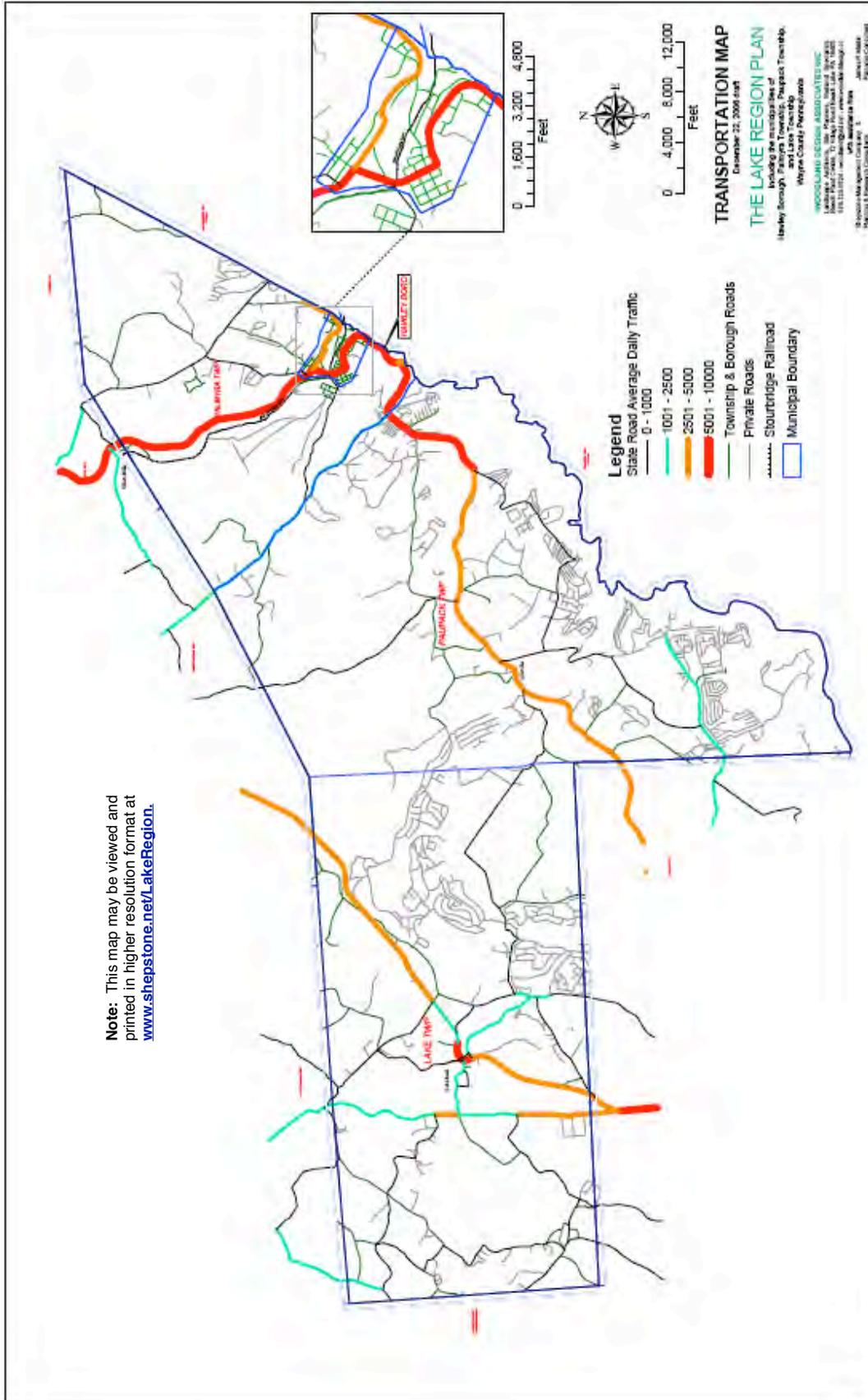
- b) *Welwood Avenue – This project will involve street resurfacing including run-off control through catch basin re-construction. The estimated cost is \$40,000. It will be funded under a Community Development Block Grant provided through the Wayne County Redevelopment Authority..*

### **4.3.3 State Highway System**

Traffic volume data is routinely collected on State highways and provides insights into the function and capacity of the entire highway system. The map found on the following page (also produced as a wall map) provides an overview of the highway system. Routes 6, 191, 196, 590 and the Owego Turnpike all play critical roles in moving people and goods through the Lake Region. Most of these highways, and Township and Borough streets as well, have under 1,000 ADT (vehicles per day of average daily traffic) and serve in minor street, or minor collector street capacities. Roads carrying more than 1,000 ADT include the following:

- a) *Route 196 – This minor arterial highway is a major north-south route through western Wayne County and Lake Township. It connects the Waymart, Lake Ariel and Hamlin communities and carries 1,600 ADT at the Varden end of the Lake Township portion, increasing to 2,500 ADT at the southern end near the intersection with Route 191.*
- b) *Route 191 – This major arterial highway is also an important north-south route through the County, connecting with Route 17 (future I-86) at Hancock and ending in the Lehigh Valley. It cuts through Lake Township, carrying 3,700 ADT at the eastern end in Pink and 4,400 ADT at the southern/western end near the Route 196 intersection.*
- c) *Route 590 – This is another major arterial connecting the Scranton area with the Wallenpaupack area. Traffic has grown rapidly over the years and varies along the Route. It is highest at the eastern end near Hawley, where it reaches 6,100 ADT. It then drops to about 3,700 ADT in Uswick and jumps back up to 4,100 ADT at Lakeville. The portion on the east side of Hawley toward Lackawaxen carries 3,000 ADT and is poorly aligned in this section.*
- d) *Route 3028 (Owego Turnpike) – This is a minor arterial that connects Waymart with Route 191 and Hawley. It carries about 1,600 ADT on the Lake Region portion, but much of that traffic consists of slow moving trucks from quarries at the southern end and higher-speed traffic using the route as a bypass of Honesdale, Indian Orchard and Hawley. This has created serious traffic conflicts that are complicated by the winding nature of the road in parts and its narrow shoulders.*
- e) *Route 6 – This major arterial connects Honesdale, Hawley and Milford, carrying 7,300 ADT at White Mills and 9,200 ADT in Hawley. It provides access to I-84 and is the most heavily traveled road in the Lake Region.*

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- f) *Route 2003 (Long Ridge Road) is a major collector route connecting Indian Orchard with Route 590 near Hawley. It carries 1,600 ADT and collects traffic from several local roads and residential developments along the way. It also indirectly provides access from the Honesdale direction to Woodloch Springs and several major recreational attractions in that vicinity.*

### **4.3.4 Transportation Goals and Actions**

The above analysis suggests a number of specific transportation goals for the Lake Region. Many of these goals demand the leadership of Wayne County, but the Lake Region Partnership involved in this Comprehensive Plan is the appropriate entity for securing that assistance. The recommended transportation goals and action steps are as follows:

- a) *Route 3028, the Owego Turnpike should be continually evaluated in terms of the increase in traffic on the road. Respect must be maintained for both the existing businesses located on the Turnpike as well as the existing residents who live along it. The municipalities of Hawley Borough, Palmyra Township and Paupack Township should consider the development of a workgroup to work closely with the County of Wayne and the Pennsylvania Department of Transportation (PennDot) to develop possible options to enhance traffic flow patterns on the Owego Turnpike. Route 590 on the east side of Hawley also needs upgrading, as does Route 196 and Route 2003 that demand similar initiatives to address alignment shoulder issues.*
- b) *All-terrain vehicles (ATV's) are becoming a major problem on rural highways everywhere. The Partnership should consider enacting some local regulations that would confine ATV's to private property. It should also work with State Police to do some targeted enforcement of key problem areas from time to time to discourage abuse. An education program reminding taxpayers of the law could also be useful. Finally, some communities may want to consider encouraging some private ATV parks where these activities could take place without creating unsafe conditions or disturbances for neighbors.*
- c) *Sidewalk improvements are needed in some more developed sections of the Lake Region. Funding for these purposes should be sought through the Small Cities Community Development Block Grant program and other sources.*
- d) *Public transportation in the Lake Region is available through the Shortline Bus Company and senior vans operated by Wayne County. The former provides service to New York City while the latter is a demand-responsive system. These services meet current needs. Nonetheless, if the population starts to grow more rapidly and continues to age, the area may require a more extensive system. A coordinated demand-responsive service supported by multiple social service entities, where services are bid out to private*

## **Lake Region Comprehensive Plan**

*providers on a zone base with the Lake Region representing a distinct service area, may be appropriate in such a circumstance.*

- e) Rail service is available in Hawley and White Mills through the Stourbridge Railroad. No particular improvements are required, but the availability of that service could help attract economic development to the region, particularly to the railroad's 18.6 acre business park in White Mills. It is also possible some of the stone traffic to New Jersey, New York and New England could be transferred to rail and ease the burden on the local highway system.*
- f) Air transportation services are available in nearby Cherry Ridge and Scranton and should also be used to promote economic development.*
- g) Members of the Lake Region Partnership have already cooperated on public works projects serving multiple municipalities, sharing equipment and manpower to lower costs. This is an excellent initiative and should be emulated wherever possible, including on road improvement projects. It will not only pay economic benefits through the efficiencies gained, but also lower capital costs for new equipment, ensure road improvements are coordinated between adjoining communities and increase the opportunities for leveraging outside funding.*
- h) Cooperative road projects also offer opportunities to do capital improvements programming on a joint basis. Moreover, if this were accomplished in the context of imposing highway impact fees under the authority of the Municipalities Planning Code (a practical impossibility for most communities individually) there would be a foundation for funding the capital improvements program.*

*The Lake Region Partnership should pursue funding for the transportation studies required under the Code. It should also consider adding impact fee requirements to its land use regulations. These should ultimately be based on the transportation studies but in the interim communities should often be able negotiate such fees with developers. Contributions from heavy highway users such as stone companies, where the improvements serve their interests, could also help.*

### **4.4 Community Facilities**

#### **4.4.1 Municipal Buildings**

Each of the four Lake Region municipalities has a municipal building at which local officials conduct municipal services including day to day operations such as code enforcement, permit issuance and information and referral. All municipalities have meeting rooms and offices within their municipal buildings. All municipalities also have maintenance buildings that provide locations to store and maintain municipal equipment

## ***Lake Region Comprehensive Plan***

used in the provision of community services. Lake and Palmyra Townships have road material storage facilities which include cinder and salt sheds. Paupack Township and Hawley Borough have open air road material storage facilities.

Paupack Township secured a one-room schoolhouse from the Wallenpaupack School District to be used for community purposes. The Township worked to develop a local association, known as the Hemlock Hollow Association to provide over-site and management of the schoolhouse. The Association has a membership of approximately 30 individuals who raise funds to support the operations of the schoolhouse. Paupack Township also provides personnel and materials to support on-going maintenance efforts at the schoolhouse.

### ***4.4.2 Municipal Vehicles and Equipment***

Each municipality was, as part of this planning process, requested to identify municipal vehicles and equipment currently available for municipal public works maintenance activities.

Hawley Borough's equipment includes two dump trucks with plows and spreaders (3-6 years of age), a tractor, roller and trailer. The Borough also maintains two police vehicles, including a 2003 car and a 2002 truck.

Lake Township has three dump trucks of 4-10 years of age, a pick-up truck, backhoe and ½ ton roller.

Palmyra Township has two dump trucks with spreaders aged 10-21 years of age, backhoe, utility trailer and a 1¼ ton roller.

Paupack Township reports that they maintain 3 dump trucks with plows and cinder spreaders ranging from 1 to 8 years of old. In addition, the Township has 1 Forman's truck which is approximately 4 years old, 1 SUV for use by the Code Enforcement Office which is 2 years old, 1 grader with plow which is approximately 38 years old, 1 backhoe which is 7 years old, a 12 ton dirt roller which is approximately 46 years old, a 3 ton asphalt roller which is approximately 34 years old, a tar buggy which is approximately 19 years old and a rock rake which is approximately 46 years old.

All in all these are modest amounts of equipment, indicating none of the communities are overspending or engaged in activities beyond their capabilities. Moreover, it is apparent Lake Region municipalities have done a very good job in rotating equipment and effectuating capital improvements programming, whether calling it that or not.

### ***4.4.3 Municipal Workforce***

Lake Region communities also operate with efficient workforces. Hawley Borough has one full-time and five part-time road employees. It contracts out code enforcement, sewage enforcement, legal and engineering services. It also employs 10 part-time

## **Lake Region Comprehensive Plan**

police officers and a part-time meter attendant. Lake Township has two full-time road employees and a part-time secretary. Sewage and code enforcement, legal and engineering services are hired out to independent contractors. Palmyra Township has a full-time road employee and part-time secretary. Again, sewage enforcement, code enforcement, legal services and engineering services are secured from independent contractors. Finally, Paupack Township hires four full-time road employees, one full-time and one half-time code enforcement officer and a full-time secretary. Sewage enforcement, planning, legal and engineering services are contracted.

### **4.4.4 Water and Sewage Systems**

Hawley Borough and portions of Palmyra Township (those areas contiguous to the Borough) are the only municipalities served by both central water and central sewage. The other two municipalities have numerous community water and sewage systems serving private communities. Hawley Borough and Palmyra Township are served by the Aqua America water company and the Hawley Sewer Authority.

The following table identifies Private Community Water and Sewage Systems operating with each municipality.

<b>Table 4-2</b> <b>Private Sewer and Water Systems</b> <b>Hawley Borough and Palmyra, Paupack and Lake Townships</b>		
<b>Municipality</b>	<b>Community Water System</b>	<b>Community Sewer System</b>
Lake Township	Cobbs Lake Preserve, White Birch Acres, Julia Ribaldo Nursing Home, Roaming Wood Water Company	Roamingwood Sewer Company, Julia Ribaldo Nursing Home
Paupack Township	Wallenpaupack Lake Estates, Sandy Shore Development, Paupackan Lake Development, Aspen Ridge Development, Sunny Point Development, Paupack Point Development, Paradise Point Development, Woodlyn Hills Development, Port Florence Development, Whitney Lake Development, Rockledge Development, Capri Estates Development, Woodlyn Shores Development, Briar Hill North Development, Briar Hill Summit Development, Lakeville Acres Development	Cove Haven Resort, Wallenpaupack Lake Estates, Aspen Ridge Development
Palmyra Township	None	None
Hawley Borough	None	None

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### **4.4.5 Solid Waste**

All municipalities within the Lake Region have solid waste services provided through private haulers. Three primary solid waste haulers serve the region: *Waste Management Services*, *Butler's Disposal Services* and *Charles Steuhl Waste Disposal Services*. The destination of solid waste generated is either the Beach Lake Transfer Station located within Beach Lake, Wayne County or the Keystone Landfill located in Dunmore, Lackawanna County. No municipalities franchise solid waste haulers.

### **4.4.6 Cellular Telephone Service**

All municipalities report the availability of cellular service within their municipality, with some areas within each municipality having coverage and other areas having no service. The primary carriers of cellular service are Cellular One, Cingular, Verizon and Nextel. There is a need to expand coverage to the currently unserved areas of the Lake Region. A significant portion of the Borough of Hawley has no cellular service available.

### **4.4.7 Fire and Ambulance Services**

The Lake Region is well served by volunteer fire and ambulance companies.

<b>Table 4-3 Volunteer Fire and Ambulance Services Protecting Lake Region Hawley Borough and Palmyra, Paupack and Lake Townships</b>	
	Forest Lake Volunteer Fire Company - Hawley Area
	Hamlin Ambulance Company - Lake and Paupack Townships
	Hawley Volunteer Ambulance Company - Hawley Area
	Hawley Volunteer Fire Company - Hawley Area
	Honesdale Ambulance Service - Lake Township
	Lake Ariel Volunteer Fire Company - Lake Township
	Lakeville Volunteer Fire Company - Paupack Township
	Maplewood Volunteer Fire Company - Lake Township
	White Mills Volunteer Ambulance Company - Palmyra Township
	White Mills Volunteer Fire Company - Palmyra Township

The primary need of these service providers is support for volunteer recruitment efforts.

### **4.4.8 Police Protection**

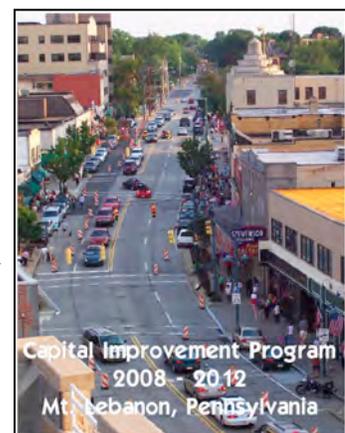
Hawley Borough is the only municipality within the Lake Region Planning area that has municipal police protection. The Borough has a local Police Department that serves the Borough and portions of Palmyra Township. Other municipalities receive police protection from the Pennsylvania State Police. There are no current unmet needs in this regard.

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## 4.4.9 Community Facility and Service Needs

Municipalities were requested to identify community facility and service needs for the next 10 years. The following are the needs expressed by local officials:

- a) *Cellular telephone service should be extended to currently unserved areas of the four municipalities. Placement and design of such facilities should, however, be addressed in basic land development or zoning regulations that address both environmental, safety and aesthetic issues without unduly restricting the establishment of such facilities.*
- b) *Emergency services equipment needs to be continually upgraded due to the growth and aging of the population. Likewise, retention and training of volunteers to operate the equipment is critical and may require incentives.*
- c) *Central water systems should be expanded and/or upgraded to supply fire hydrants in communities converting to permanent residency. Several of the second home communities are converting, particularly in Paupack Township.*
- d) *Municipal buildings should be expanded over time to accommodate additional activities and serve as multi-use community facilities that help to cover overhead costs.*
- e) *Capital improvements programming should be used to ensure up-to-date equipment and buildings and provide for future capital projects. Capital improvements programming, though specifically provided for under Pennsylvania law, is an under-utilized tool for keeping the costs of government under control and steering development to existing or new centers. It is recommended all four communities use this mechanism for these purposes. It is the most practical and effective form of planning that any community can apply to prepare for growth.*



# Lake Region Comprehensive Plan

## 4.5 Recreation, Parks and Open Space Plan

### 4.5.1 Background and Executive Summary

The four municipalities of Hawley Borough and Lake, Palmyra and Paupack Townships have expanded their multi-municipal comprehensive planning process to include a collaborative effort at addressing the recreational needs of residents and visitors to the area. Operating as the *Lake Region Partnership*, the communities jointly secured a Department of Conservation and Natural Resources (DCNR) grant to develop a *Multi-Municipal Comprehensive Recreation, Park and Open Space* component of the *Lake Region Comprehensive Plan*. This section incorporates that component.

Recognizing the growing demands for park and recreation facilities, as well as the continued pressure of development on vacant and agricultural lands, the Lake Region Partnership has made a commitment to recreation and open space planning by seeking input from existing Park and Recreation Committees from within the Lake Region. The Comprehensive Plan Steering Committee was expanded to include these new members and support the enhanced planning effort with respect to recreation and open space.



It was then charged with the responsibility to determine current and future park and open space needs, identify measures for ensuring an adequate open space resources for future generations and provide a cost analysis for the acquisition, development, enhancement and maintenance of recreational facilities within the Lake Region.

Four municipal parks exist within the Lake Region. Lake and Paupack Township each have their own parks, while Hawley Borough has two such facilities which it shares with Palmyra Township. Palmyra Township does not have a municipal park of its own but has worked closely with Hawley on improvements to both Bingham Park (pictured to the right) and Riverside Park, a linear park along the Borough's dike system.



The Steering Committee has used the comprehensive planning process to identify priorities for the development and enhancement of recreational opportunities for

## **Lake Region Comprehensive Plan**

residents and visitors to the area. Input was received through the combination of an extensive community survey, public meetings and focus groups. Several priorities were identified from this process. They include the following:

- a) *Continue to enhance existing municipal parks by adding new athletic facilities and other amenities as needed.*
- b) *Work together as the Lake Region Partnership to identify a potential location for one regional passive recreational park site that would serve Hawley Borough and Lake, Palmyra and Paupack Townships.*
- c) *Develop or refine local park maintenance, safety and risk management practices.*

The provision of adequate park and open space resources enhances the quality of life for both residents and visitors to the Lake Region. They provide opportunities for residents and visitors to interact, preserve valuable natural resource and help create an overall sense of community spirit. This plan is intended to offer a blueprint for addressing these opportunities and needs.

### **4.5.2 Mission Statement, Purpose and Goals**

The Steering Committee, using input from the several municipal focus groups on park and recreation, developed the following *Lake Region Partnership Mission Statement* as a guide for development and enhancement of park and recreational facilities within the area.

**The Lake Region Partnership seeks to promote the development, enhancement and maintenance of park, recreation and open space facilities within municipalities of Hawley Borough, Palmyra Township, Paupack Township and Lake Township to improve the quality of life for both existing and future residents as well as the quality of the recreation experience for both current and future visitors to the Lake Region.**

Specific goals and objectives have been developed by the Steering Committee for this Recreation, Parks and Open Space Plan. These goals and objectives outline the ways in which the four municipalities intend to work collectively on the development of maintenance plans, facility programs and operation schedules, the securing of funding, existing facility enhancement and future park development. These goals and

## **Lake Region Comprehensive Plan**

objectives, too, have been developed with input and recommendations from municipal focus groups assembled regarding recreation needs and existing local parks and recreation committees.

Municipal planning commissions have also reviewed the goals and objectives, providing valuable input on recreation needs. Finally, the public at large has provided input and recommendations on draft goals and objectives presented during a series of public meetings. Those draft goals and objectives were, in turn, based upon the community survey conducted as part of the comprehensive planning process. The final goals and objectives accepted with respect to the Lake Region Recreation, Parks and Open Space Plan are presented in Section 3.5 of this Plan.

Major issues addressed by this element of the Lake Region Comprehensive Plan include the following:

- a) *A review of the existing municipal park and recreation facilities located within Hawley Borough and Lake and Paupack Townships to determine enhancement possibilities, including equipment replacement and facility expansion options.*
- b) *A review of such park development opportunities as may exist within Palmyra Township.*
- c) *A review of possible options for future collaborative funding for the maintenance, enhancement or development of park and recreation facilities within the Lake Region.*
- d) *The possible development of a low-impact park facility within the Lake Region that would include walking and hiking trails and other passive recreation opportunities for the growing active-adult population.*
- e) *A review of the potential for developing a regional park and recreation commission to provide recommendations to local government concerning facility development and enhancement.*



This Recreation, Parks and Open Space Plan should guide the maintenance and development of park and recreation facilities within the Lake Region. It should serve as a resource to local park and recreation commissions or committees and stimulate future discussions concerning park and recreation facility development as well as park and recreation programs at municipal facilities. It is also intended there be an on-going review of this Comprehensive Plan by local planning entities to ensure it is updated regularly with public input.

## ***Lake Region Comprehensive Plan***

### ***4.5.3 History of Park and Recreation Development in the Lake Region***

The four existing municipal parks located within Hawley Borough and Lake and Paupack Townships were developed primarily through the leadership of local government. These actions were, however, typically taken in cooperation with community recreation support groups and the local business community, both of which have participated in the development and on-going enhancement of the existing park system. Bingham Park in Hawley Borough and the Lakeville Recreation Complex in Paupack Township have both involved major donations of financial assistance and other resources to make these municipal facilities realities. They are, indeed, excellent examples of public-private partnerships.

Hawley Borough's Bingham Park and Riverside Park and the Lakeville Recreation Complex located on T-375, Recreation Road in Paupack Township have all been upgraded over the past 10 years. Lake Township's municipal park has been well-maintained but offers some potential for enhancement and further development. Maintaining a viable municipal park system that meets the needs of residents and visitors will require the Lake Region Partnership to not only continue to support the on-going maintenance and development of these existing facilities, but also to consider the possible development of new facilities. Specifically, a low-impact passive recreation facility within the Lake Region to address the needs of a rapidly expanding active population should be considered. As noted in earlier sections, the Lake Region is growing much more rapidly than the bulk of the Commonwealth and experiences special needs in this regard.

The following is a brief description of each of the existing municipal parks within the Borough of Hawley and the Townships of Lake and Paupack:

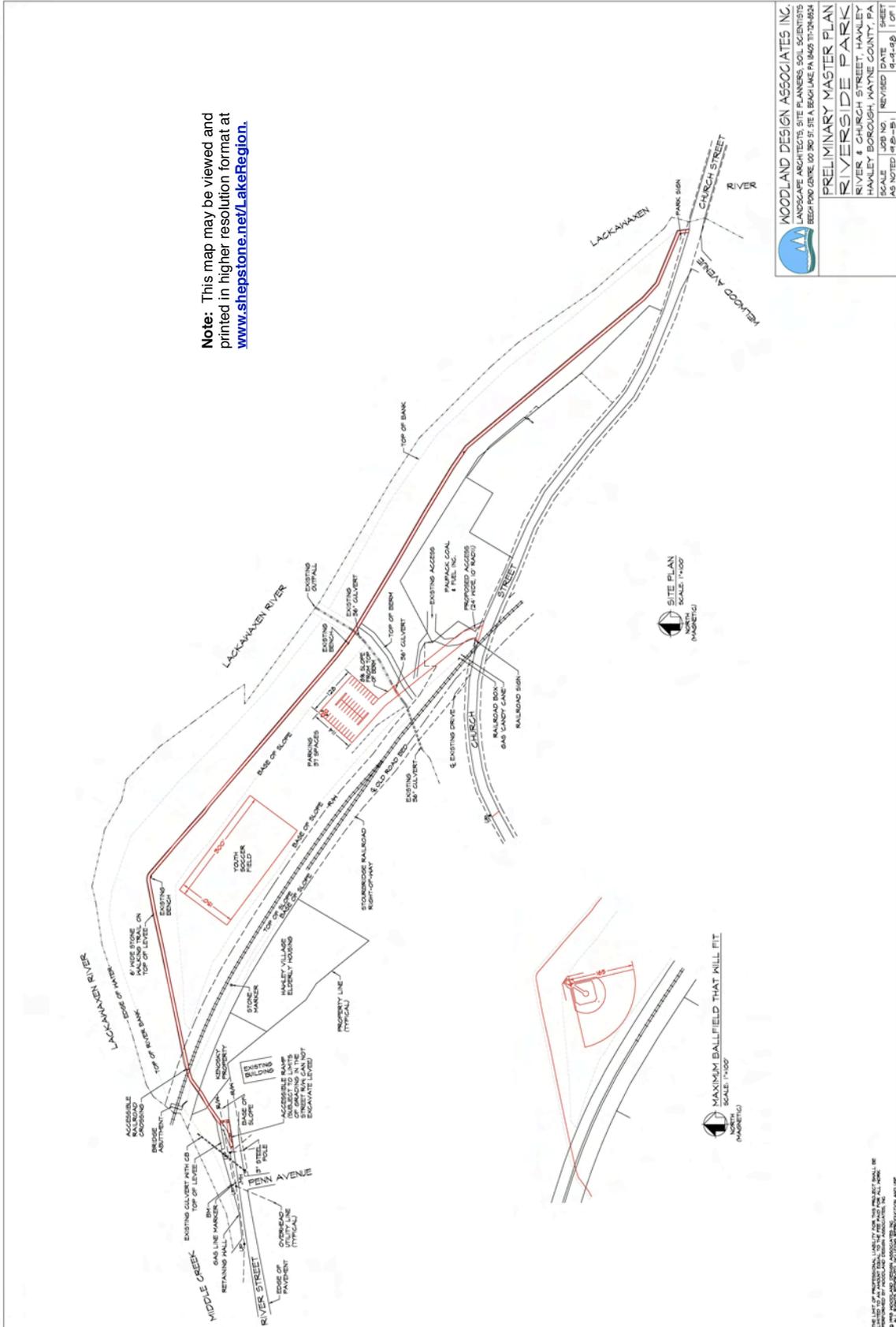
#### **Hawley Borough**

Located within the Borough are two public recreation facilities; Bingham Park and Riverside Park. Both are primarily active recreation facilities with mixed uses. Bingham Park is located on the east side of the Lackawaxen River and is about 12 acres in size. It is centrally located for Borough residents. It contains three baseball fields with dugouts, backstops and bleachers. It also includes two basketball courts, a double-play tennis court, parking facilities, a playground and gazebo.

The playground located at Bingham Park was replaced with new equipment through a grant from DCNR. In addition, the baseball fields have continued to be improved through the efforts of the local Little League and the Hawley A's, a local civic organization that supports sports activities within the area. The basketball courts have recently been upgraded, which included paving and the placement of new backboards and basket sets. This improvement project was completed with financial support from a local business. Recently, the Borough of Hawley was also a recipient of a \$40,000 grant to support the development of a skate park to be located within Bingham Park. The skate park was completed in 2006.

# Lake Region Comprehensive Plan

Note: This map may be viewed and printed in higher resolution format at [www.shepstone.net/LakeRegion](http://www.shepstone.net/LakeRegion).



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**PRELIMINARY MASTER PLAN**  
**RIVERSIDE PARK**  
 RIVER & CHURCH STREET, HANLEY  
 HANLEY BOROUGH, MAYNE COUNTY, PA

SCALE	JOB NO.	REVISED	DATE	SHEET
AS NOTED	14-05-15		8-1-15	1 OF 1

## ***Lake Region Comprehensive Plan***

Riverside Park (see plan on previous page) was developed in 2001. The park is approximately 13 acres in size and was constructed on a floodplain that connects different parts of Hawley. It was developed with the assistance of the Pennsylvania Department of Conservation and Natural Resources (DCNR) and the Wayne County Community Development Block Grant (CDBG) Program, which provided the dollars to develop a baseball field with bleachers and a soccer field.

Although Riverside Park is primarily an active community park, it also contains a natural environment which was enhanced through the park project. This enhancement effort included the placement of approximately fifty (50) bird and duck houses, the creation of a natural wildlife habitat for animals native to the area and the construction of a small wood bridge used to access this natural environment. Heavily used trails exist both both within the park and along the top of the flood control dike that divides it.

### **Lake Township**

The Lake Township Supervisors Memorial Field and Recreation Complex is located directly off Pennsylvania Traffic Route 196, next to the Lake Township Municipal Building in Tresslarville. This park currently has a baseball field, playground complex and a pavilion with picnic tables.



The Lake Township Recreation Complex is used by both residents and seasonal visitors, as well as the Lake Ariel Little League for practices and games. Several other local groups have also utilized the Recreation Complex for recreational purposes. It complements the Township Building, creating a community center of sorts for this area of the Township and the Lake Region.

### **Paupack Township**

The Lakeville Recreation Complex is comprised of approximately 15 acres of land in Lakeville, located off Pennsylvania Route 590. It has been continually improved over the past ten years through the use of both local resources and Commonwealth grants. The park has an access road from Route 590, parking facilities, bathroom facilities, a storage facility, picnic pavilion with picnic tables and grills, a playground complex, a baseball / softball field, a double-play tennis court and a basketball court.

The Recreation Complex is used by both municipal residents and seasonal visitors and extensively by various leagues. The Tri-County Little League, comprised of youth from Paupack Township and surrounding communities south and west of the Township, utilizes the park for baseball. The Hawley Babe Ruth Little League uses it for baseball. The Lake Ariel Men's Softball League plays softball there. Finally, local groups such as the Lakeville United Methodist Church regularly use the facility for family outings.



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### **4.5.4 Park and Recreation Facility Operations**

The Lake Region Partnership recognizes the potential benefits of working collectively in the delivery of park, recreation and open space opportunities for their residents. The four municipalities, in developing this Park, Recreation and Open Space Plan, identified the following benefits of creating a multi-municipal partnership to address the recreational needs of area residents;

- a) **Reductions in Costs:** *Through the Lake Region Partnership, the management, maintenance, enhancement and development of park, recreation facilities can be accomplished in a more cost effective way than if a single municipality chose to continue to provide park and recreation services. Specifically, the sharing of administrative costs for park and recreation services should reduce the duplicative overhead costs for the partnering municipalities. Joint purchases of equipment and materials can also be accomplished in a manner that reduces the costs for single municipalities purchasing smaller quantities. Finally, the sharing of park facility maintenance cost across partnering municipalities provides potential labor cost savings for municipalities.*
- b) **Enhancement of Grant Opportunities:** *Partnerships and multi-municipal recreation efforts present more grant opportunities. Many potential funding partners look for cooperative regional approaches in the delivery of park and recreation services. The Pennsylvania Department of Conservation and Natural Resources (DCNR), for example, looks more favorably on funding applications by multi-municipal partnerships.*
- c) **Public/Private Partnerships:** *A marketing opportunity exists to solicit new revenue sources for the further development of park and recreational facilities and programs through business contributions, in-kind contributions and fund raising activities when a regional approach with a broader market base is used.*
- d) **Specialized Recreational Opportunities:** *A regional approach combining financial resources provides the opportunity to develop specialized park and recreation facilities and programs due to increased population base served. An example of a specialized recreation facility within the Lake Region Partnership is the Skate Park located within Bingham Park. This facility potentially addresses the needs of all four municipalities, thereby eliminating the need for the development of another Skate Park.*
- e) **Professional Park Management:** *Given the growing demand for park, recreation and open space services and the larger population base served, opportunities exist to secure professional park management services. Programs such as the DCNR Circuit Rider Program provide financial incentives to local municipalities to hire park and recreation professionals to*

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*manage day to day operations, managing volunteers, developing and coordinating programs and services, fund raising and developing other partnership opportunities. Cost sharing of a professional park manager through a multi-municipal partnership makes this concept a very cost effective option for enhancing park, recreation and open space opportunities within small communities.*

It is recommended the Lake Region Partnership continue to explore the benefits of working together to deliver park and recreation services to residents and seasonal visitors. Such a multi-municipal partnership has a number of benefits that need to be considered as local tax dollars continue to be stretched and the search for private donations and grant opportunities has become extremely competitive.

The management of park and recreational facilities within those municipalities which have a municipal park is the sole responsibility of the governing board of the municipality. This governing board, in the case of Hawley Borough, is the Hawley Borough Council. Likewise, in Lake and Paupack Townships the governing boards are their respective Boards of Supervisors. Hawley Borough, Palmyra Township and Paupack Township have the benefit of a Park and Recreation Commission/Committee, that is used to provide recommendations on park and recreation issues to the governing boards of the municipalities. Lake Township currently does not have a park and recreation committee in place within the Township, but at times uses various residents who have an interest in specific park and recreation functions within the Township to support the decision making process of Township government related to the management of municipal facilities.



Hawley Borough and Palmyra Township have consistently worked together on park and recreation issues. They have, in fact, participated in a joint municipal park and recreation committee. The committee has recently reorganized and is assuming a more active role in the management, maintenance and on-going development of park and

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recreation facilities within Hawley Borough. Additionally, the committee is very active in the scheduling of the park and recreation facilities within Hawley Borough, the two parks within the Borough being very heavily used by various baseball and softball leagues from around the area.

Paupack Township has a five-member park and recreation committee in place which is used on a more periodic basis when consideration is being given to the enhancement or development of park and recreation facilities within the Township or if the development of a program at the existing municipal park is being considered or proposed. All members of the park and recreation committee are residents of Paupack Township.

Summarizing, three of the four municipalities active within the Lake Region Partnership have active park and recreation committees in place and the other uses an informal process to solicit input from the community at large. There has been no consideration to date of a regional park and recreation committee to look more broadly at park and recreation issues. Nevertheless, the effort put forth by Hawley Borough and Palmyra Township as partners on park and recreation issues does represent a regional program in its own right.

Also, although there is no regional park and recreation program in place other than the Hawley Borough and Palmyra Township joint effort, municipal park and recreation facilities are being regularly used by residents of numerous other municipalities. The service area for Bingham Park and Riverside Park includes not only Palmyra Township, Wayne County, but also, Palmyra and Lackawaxen Townships in Pike County and Paupack and Texas Townships in Wayne County. The service area for the Lakeville Recreation Complex includes not only Paupack Township, but also Lake, Palmyra and Salem Township as well as Hawley Borough in Wayne County and Palmyra and Lackawaxen Townships in Pike County. Lake Township's park and recreation facility is used by Lake, Paupack and Salem Township, Wayne County, residents.

The primary users of these formally and informally shared facilities include the Tri-County Little League, the Wallenpaupack Babe Ruth Baseball League and Men's and Women's Softball Leagues. Additionally, Bingham Park and the Lakeville Recreation Complex have tennis courts that are used by individuals and families from other municipalities. Likewise, the Lake Township Municipal Park, Lakeville Recreation Complex and Bingham Park, all have playground facilities used by residents from adjoining municipalities. Finally, in the case of the Lake Township Municipal Recreation Complex, each has a pavilion (or in the case of Bingham Park, a gazebo) which are used extensively by individuals who are residents of municipalities other than the host community.



The Lake Region Partnership is not currently pursuing multi-municipal management of park, recreation and open space facilities across all four participating municipalities. The Partnership, however, does intend to form a Regional Recreation Committee if

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and when the municipalities are able to develop a regional passive recreational park as proposed within this Plan.

<b>Table 4-4 National Park and Recreation Association Classification of Park and Recreation Facilities</b>			
<b>Major Park Category</b>	<b>Park Type</b>	<b>Park Description / Use</b>	<b>Desirable Size</b>
Local and close to home space	Mini-Park	Specialized park facilities that serve a concentrated or limited population or specific group such as young children or seniors.	1 acre or less
	Neighborhood Park / Playground	Area for intense recreational activities, such as field games, court games, crafts, playground apparatus area, skating, picnicking,	1-2 acres
	Community Park	Area of diverse environmental quality. May include areas suited for intense recreational facilities, such as athletic complexes, large swimming pools. May be an area of natural quality for outdoor recreation, such as walking, viewing, sitting, picnicking. May be any combination of the above, depending upon site suitability and	25+ acres
Regional space	Regional / Metropolitan Park	Area of natural or ornamental quality for outdoor recreation, such as picnicking, boating, fishing, swimming, camping and trail uses; may include play areas.	200+ acres
	Regional Park Reserve	Area of natural quality for nature oriented outdoor recreation, such as viewing, and studying nature, wildlife habitat, conservation, swimming, picnicking, hiking, boating, fishing, camping and trail uses. May include active play areas. Generally 80% of the land is reserved for conservation and natural resources management, with less than 20% used for recreational development.	1,000+ acres
Space that may be local or regional and is unique to each	Linear Park	Areas development for one or more varying modes of recreational travel, such as hiking, biking, snowmobiling, horseback riding, cross-country skiing, canoeing and pleasure driving. May include active areas.	Sufficient width to protect the resource and maximum use
	Special Use	Areas for specialized or single purpose recreational activities, such as golf courses, nature centers, marinas, zoos, conservatories, display gardens, arenas, outdoor theaters, gun ranges, or downhill ski areas, or areas that preserve, maintain and interpret building, sites, and objects of archeological significance. Also plazas or squares in or near commercial centers, boulevards and parkways.	Variable depending on desired size
	Conservancy	Protection and management of the natural / cultural environment with recreation use as a secondary objective.	Sufficient to protect the

Until such time as a regional committee to develop and manage park and recreation facilities and services within the Lake Region area is formed, the four municipalities will work as closely as possible and coordinate their efforts through the following activities:

- a) ***Municipal Park Expansion or Facility Development:*** *Should any municipality seek to expand its municipal park complex or enhance municipal*

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*park facilities that municipality will notify the other municipalities within the Lake Region Partnership to seek their input.*

- b) **Coordination of Municipal Park Use:** *The four municipalities will coordinate the use of park facilities such as ballfields to maximize their availability. One method of doing this, for instance, is through the sharing of league game and practice schedules annually.*

### **4.5.5 Needs Assessment**

This component of the Recreation, Parks and Open Space Plan addresses the specific park, recreation and open space needs of Hawley Borough and Lake, Palmyra and Paupack Townships individually as well as collectively. It is important, in this regard, to recognize the different types of park and recreation needs that exist within an area. The National Recreation and Park Association offers such a classification, detailed in Table 4-4 above.

The recreation and open space needs of each community and the Lake Region as a whole were assessed by using the National Recreation and Park Association's *Recreation, Park and Open Space Guidelines* to complete an inventory of each public park within the Lake Region. Table 4-5 represents the inventory completed for this needs assessment.

The Lake Region Partnership municipalities had a combined population of 9,750 persons according to the 2000 Census. The recommended acreage of park facilities per 1000 persons population for each park type is outlined in Table 4-5. A population of 9,750 persons suggests the total park acreage should include approximately 20 acres of open space. Lake Region municipal parks account for approximately 45 acres of land. Currently, therefore, the total open space set aside is more than adequate to serve the existing population.

The Lake Region population increased by 36.7% between 1990 and 2000. Should a similar increase in population occur between 2000 and 2010, the Lake Region would be home to about 13,500 persons in 2010, suggesting a need for as much as 26 acres of parks, recreation and open space. Therefore, it is reasonable to conclude the Lake Region will, for the next 3–5 years and probably well beyond, continue to have more than adequate land devoted to parks, recreation and open space. This is not to suggest, however, that planning does not also need to address the needs of seasonal visitors or that the Lake Region will not benefit from further parks and recreation development

A specific further review was also conducted of the total number of major park components within existing Lake Region park and recreation facilities in comparison to recommended additional guidelines provided by the National Recreation and Park Association. The following major park components were reviewed for the purpose of this assessment; tennis courts, basketball courts, baseball fields.

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**Table 4-5  
Comparison of Lake Region with National Park and Recreation  
Association Guidelines for Park and Recreation Facilities**

Municipal Park Name	Park Classification	Park Uses	Park Components	Use Hours	Park Size	Acres / 1,000 Persons	
						NPRA Standard	Actual
Bingham Park	Community Park	Areas within the park for intense recreation activities including; field games, court games and playground area.	Double Play Tennis Court, Lighted Basketball Court, Lighted Parking Facilities Set of Dugouts Skate Park Gazebo Playground System Seasonal Restroom Facilities Park Benches 2 Sets of Player Benches 3 Baseball Fields 3 Baseball Field Backstops 3 Sets of Spectator Bleachers	Day and Evening	12 Acres	1.0 to 2.0	4.8
Riverside Park	Community Park	Areas within the park for intense recreation activities including field games.	Baseball Field Set of Spectator Bleachers Baseball Field Backstop Walking Trails 2 Sets of Player Benches	Day	13 Acres	1.0 to 2.0	5.2
Lakeville Recreation Complex	Community Park	Areas within the park for intense recreation activities including; field games, court games and playground area.	Baseball Field Baseball Field Backstop Restroom Facility Equipment Storage Building Picnic Pavilion w/Tables and Grills Playground Double Play Tennis Court Basketball Court Park Benches Parking Facilities 2 Player Dugouts 2 Sets of Spectator Bleachers	Day	15 Acres	1.0 to 2.0	5.0
Lake Township Recreation Complex	Mini-Park or Pocket Park	Specialized facilities that serve primarily youth sports such as baseball.	Baseball Field Baseball Field Backstop Score Board Playground Picnic Pavilion/Refreshment Stand Parking Facilities Set of Spectator Bleachers 2 Sets of Player Benches	Day	5 Acres	0.25 to 0.5	1.1

The following Table 4-6 takes the analysis a bit further by comparing Lake Region facilities with the minimum standards provided by National Recreation and Park Association (NPRA) for the major park components identified within the municipal parks in the Lake Region.

## **Lake Region Comprehensive Plan**

**Table 4-6**  
**Comparison of Lake Region with National Park and Recreation Association Guidelines by Park Components**

Municipality / Park	Major Park Components	Component s	NPRA Standard	Actual
Hawley Borough	Baseball Fields	3	1 Per 5,000 Persons	6.0
Bingham Park	Tennis Courts	2	1 Per 2,000 Persons	1.6
	Basketball Courts	1	1 Per 5,000 Persons	2.0
Hawley Borough Riverside Park	Baseball Fields	1	1 Per 5,000 Persons	2.0
Paupack Township	Tennis Courts	2	1 Per 2,000 Persons	1.3
Lakeville Recreation Complex	Basketball Courts	1	1 Per 5,000 Persons	1.7
Lake Township Lake Township Recreation	Baseball Fields	1	1 Per 5,000 Persons	1.1

Based on the current population, the Lake Region has adequate baseball fields, although Lake and Paupack Township residents may have use facilities in Hawley or elsewhere to meet their specific needs. Overall, the region has five baseball fields, which should be adequate to serve a population of approximately 25,000, which is well above not only the 2000 population, but also roughly twice the projected population for 2010 (an estimated 13,500 if current trends continue).

The number of public tennis Courts and basketball courts within the Lake Region is much closer to the standard, however, suggesting greater needs in the not too distant future. The Lake Region will need an additional four tennis courts and one basketball court should the population increase to 13,500.

The Lake Region area, however, includes a large number of private second home communities and other recreational facilities that can be used to augment the existing public park system. Although these private facilities are only available for community members and their guest, the communities also contain a significant portion of the permanent population within the Lake Region. Indeed, second homes are rapidly converting to permanent homes. These facilities will, therefore, be of increasing importance in fulfilling park and recreation needs.

Those tennis courts and basketball courts located within private communities in the Lake Region area should address the expanded need for these facilities. Data found in Table 4-9 indicates, for instance, another 20 private tennis courts exist within the Lake Region in these communities. There are, in addition, another 5.5 private basketball courts throughout the Lake Region. The addition of these facilities, which are publicly used within private communities, to the park component analysis conducted on the existing municipal parks indicates they will clearly alleviate the need to construct any additional tennis courts or basketball courts before 2010 in the Lake Region.

## **Lake Region Comprehensive Plan**

A final consideration in reviewing park, recreation and open space needs within a community is the potential for connection of the existing park system to a regional greenway / trail system. Wayne County has not developed a greenway plan to identify potential greenways or trail systems within the County. It is recommended, should Wayne County develop a greenway / trail system in the future, the Lake Region Partnership review participate in that planning in relationship to their existing park system and the possibilities of a connection to such systems.

The lack of existing greenways and trail systems suggests the Lake Region could benefit from a regional passive recreational park. Demographic analysis of the Lake Region indicates approximately 48% of the population is between the age of 18 and 60 and 26% of the population is 60 years and older. Therefore, 74% of the population within the Lake Region consists of adults 18 and over. This population would be the target population to be served by such a regional passive recreational park. The median average age within the four municipalities was 42 years in 2000, an increase of 4.3 years from 1990. Table 4-7 provides a breakdown of the adult population groups within each municipality for 2000.

**Table 4-7  
Lake Region Area  
Adult Population Based on 2000 U.S. Census**

<b>Municipality</b>	<b>Total Population</b>	<b>Population 18-59 Years</b>	<b>% of Total</b>	<b>Population 60+ Years</b>	<b>% of Total</b>	<b>Median Age</b>
Hawley Borough	1,303	624	47.9%	320	24.6%	41
Lake Township	4,361	2,164	49.6%	1,099	25.2%	42
Palmyra Township	1,127	508	45.1%	300	26.6%	43
Paupack Township	2,959	1,417	47.9%	772	26.1%	42
<b>Total</b>	<b>9,750</b>	<b>4,713</b>	<b>48.3%</b>	<b>2,491</b>	<b>25.5%</b>	<b>42</b>

A final aspect of need relates to the degree to which park and recreation facilities are accessible by disabled persons. Each of the municipal parks within the Lake Region was reviewed to determine compliance with the American with Disabilities Act (ADA) requirements for park access, access among park facilities and parking. This review was conducted by a profession design consultant who completed an on-site review of each municipal park. The results of this on-site survey are described below for each municipal Park:

- a) **Bingham Park:** *This is the most developed of all the municipal parks within the Lake Region. It has been improved with Department of Conservation and Natural Resources grant dollars for certain park components. These components as well as the other park components have been developed with attention given to ADA compliance requirements. Park access and access to park facilities both meet ADA standards. Three separate parking areas exist*

## **Lake Region Comprehensive Plan**

*within the Park, each area having dedicated and designated parking opportunities for persons with disabilities.*

- b) **Riverside Park:** *Riverside Park, also located in Hawley Borough, is comprised of parking facilities, a baseball field and backstop and supporting facilities, including player benches and spectator bleachers. This Park was developed with financial assistance from the Community Development Block Grant and a grant from the Department of Conservation and Natural Resources. ADA Compliance issues were, therefore, addressed in the planning of the facility improvements. Riverside Park meets existing ADA standards for park access and access to park facilities. It also has dedicated and designated parking opportunities for persons with disabilities.*
- c) **Lake Township Recreation Complex:** *The Lake Township Recreation Complex has been developed by the Township itself using local tax dollars and donations from the community. The Township has not received any financial assistance through either CDBG or DCNR grants. The park contains a baseball field, playground, pavilion and restroom facilities. The restroom facilities within the park are handicapped accessible but the Township needs to consider the dedication and designation of handicapped accessible parking spaces as well as an access path to park components. The Section 4.11 Recommendations and Section 4.12 Implementation section of this Plan further address this ADA compliance issue.*
- d) **Lakeville Recreation Complex:** *The Lakeville Recreation Complex located in Paupack Township has received the benefit of a number of grants through the Department of Conservation and Natural Resources, which has afforded the Township the opportunity to effectively address ADA issues within each stage of development of the Complex. Currently, the Lakeville Recreation Complex meets ADA requirements for park access, access among park facilities and has dedicated and designated parking opportunities for persons with disabilities.*

A variety of methods were used to seek public input into the park and recreation planning process as well as the above described resource assessment. These methods specifically included the following:

- a) **Steering Committee:** *A broad-based project Steering Committee was established. It included one member from each municipality's governing board, another from each Planning Commission and one additional public official from each municipality. The Wayne County Department of Planning also participated as a member. Finally, understanding school districts are important partners, particularly with respect to recreation, the Wallenpaupack Area and Western Wayne School Districts were also asked to participate. The Steering Committee met monthly, providing oversight with regard to the development of this plan, including both recreation and other aspects.*

## Lake Region Comprehensive Plan

- b) **Community Survey:** A community survey was developed in cooperation with the Steering Committee for distribution to the community at large. The community survey was distributed through the mail to 1,500 individuals within Hawley Borough and Lake, Palmyra and Paupack Townships. The Community Survey solicited information from the community members on their perception of a variety of planning issues such as public safety, housing, employment, the environment and park and recreation needs (see below example of question covering selected recreation issues).

		Reduce	Continue	Increase
Please tell us to what extent you would generally favor spending your tax money adding, expanding or improving each of these:  (Circle your position on each, using the following guide) Reduce = Reduce Spending Continue = Continue Current Level Increase = Increase Spending	Road maintenance	1	298	248
	Police protection	15	306	224
	Special clean-up days	20	319	199
	Fire Protection	5	376	169
	Ambulance services	7	385	157
	Other youth-based activities	53	336	147
	Senior activities center	39	378	120
	More playground facilities	80	364	90
	Picnic facilities	96	387	54

- c) **Project Website:** Early in the drafting of the Lake Region Comprehensive Plan, the Steering Committee determined it was important to keep those communities involved regularly updated on the status of the planning process. A project website was created to provide information related to the Lake Region Partnership and the on-going work of the Steering Committee. Steering Committee meeting minutes, various project maps and public presentations on the project have all been posted on this website.

### Lake Region Comprehensive Plan - 2006

**Goals:**

**Recreation**

- Enhance existing parks by adding new facilities and amenities
- Identify location for one regional passive recreation park site
- Identify areas in Palmyra Township for a municipal park
- Continue cooperation with local athletic groups and leagues
- Expand range of special events programming to meet needs of individuals of all ages, families and persons with special needs.
- Develop and refine local park maintenance, safety and risk management practices
- Increase current revenues available for park and recreation activities through the use of new fundraising techniques

[www.shepstone.net/LakeRegion](http://www.shepstone.net/LakeRegion)




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## **Lake Region Comprehensive Plan**

*The Steering Committee has throughout this project used local newspapers to publish updates, announce public meetings and direct the public at large to the Lake Region Comprehensive Plan website. The Lake Region Comprehensive Plan website will remain operational following completion of the planning process so the public at large has the opportunity to use the results and receive updates.*

**d) Community Meetings and News Releases:**

*Throughout the preparation of the Lake Region Comprehensive Plan, the Steering Committee conducted public meetings which were advertised in the local newspapers to reach out to the community for input on the project. News releases were employed at key points during the project to update the community. One of the first news releases was related to the creation of the Lake*



*Region Partnership. Following the initial news release were newspaper articles on the results of the community survey and the scheduling of the public meetings conducted to solicit input on the planning project.*

**e) Park and Recreation Focus Groups:** *Following acquisition of a planning grant from DCNR, the Steering Committee determined a focus group process would be initiated to solicit further input from park and recreation planners for each municipality. The Hawley Park and Recreation Committee, with participation from Palmyra Township, the Paupack Township Park and Recreation Committee and members of the community in Lake Township with an interest in park and recreation issues, were all consulted for in-depth discussions on the subject. The focus groups were convened for the following specific purposes:*

- *Expanding community involvement in the planning process beyond the Steering Committee members.*
- *Providing feedback on the results of the community survey conducted as part of the Comprehensive Plan project insofar as park and recreation issues.*
- *Reviewing and commenting on proposed park and recreation goals and objectives developed by the Steering Committee.*
- *Providing feedback on park and recreation recommendations proposed as part of this Comprehensive Plan.*

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Four focus group discussions were conducted in Hawley Borough and Lake and Paupack Townships in April through June, 2006 in Hawley, Lake Ariel and Lakeville. Approximately 20 individuals participated in these sessions. Each meeting included; a) background on the Comprehensive Plan process and the Recreation, Parks and Open Space element in particular, b) a review of goals and objectives regarding recreation and open space issues, c) review and discussion around a set of focus group questions, and d) opportunities for feedback on the project in general. The key observations were as follows:



- A regional recreation, parks and open space committee involving the four municipalities should only be considered if such committee is used to support the efforts of existing municipal recreation, parks and open space committees and limits its activities to those assigned to it by agreement of local committees. There should be no redundancy in functions.
- All municipalities should continue to enhance their municipal parks through upgrading of equipment at each park or adding recreation equipment where possible. Land acquisition to further develop Lake Township's Municipal Park with the addition of handicapped accesses highlighted as needs. Hawley Borough desires to create a river access at Bingham Park.
- The development of a low-impact regional passive-recreation facility should be considered. If possible, consideration should be given to the development of this park through a public/ private partnership.

### 4.5.6 Recreation and Parks Administration

The following discussion reviews critical aspects of the system of administration that now exists for the Lake Region's recreation and park facilities and programs, as well as needs relating to this system.

- Legal Authority:** The individual member municipalities in the Lake Region Partnership have the full authority and responsibility for the management, delivery and development of park and recreation services within their respective municipalities. The committee structure that supports the local government decision making process related to park and recreation programs and facilities has been described within other parts of this section of the Comprehensive Plan. It is based upon the authorities granted to member municipalities under Article XXII of the Pennsylvania Second Class Township Code and Article XXVII of the Pennsylvania Borough Code. These sections provide for:

## **Lake Region Comprehensive Plan**

- *Municipal designation of public parks and other recreation areas and facilities.*
- *Acquisition of lands, buildings or equipment for recreational purposes.*
- *Employment of persons to maintain and supervise recreation facilities.*
- *Regulation of the use, by the public, of any park or recreation facility.*
- *Creation of a recreation board to supervise, regulate, equip and maintain recreation programs and facilities.*

b) **Partnerships Among Municipalities and Community Organizations and Involvement with Regional Initiatives:** *The best example of a regional initiative related to park and recreation services is the partnership between Hawley Borough and the adjoining communities of Palmyra Township and Lackawaxen Township (Pike County). Hawley Borough created a Park and Recreation Board with membership from Hawley Borough, Palmyra Township and Lackawaxen Township understanding that park and recreation facilities within the Borough are used extensively by residents from these adjoining municipalities.*

*The Palmyra Township Board of Supervisors has historically supported the enhancement and development of park and recreation facilities within the Borough because the Township has no municipal owned park and recreation facilities of its own. Moreover, Borough facilities are easily accessed by most Township residents. Palmyra has, as a result, consistently provided financial assistance, personnel and equipment to support development and on-going maintenance of park and recreation facilities within the Borough. There are no formal existing regional relationships related to the administration, maintenance or development of park and recreation facilities within Paupack or Lake Townships. Should the Lake Region municipalities seek to craft such a formal relationship, the following options are available:*

**Intergovernmental Cooperation Agreement:** *The Commonwealth of Pennsylvania's Intergovernmental Cooperation Law permits partners to create an agreement that becomes a legal contract between the participating entities. An intergovernmental cooperation agreement can be developed among municipalities, school districts and other potential partners. Such agreements typically identify the regional agency's mission, responsibility, financial structure and board membership.*

**Nonprofit Organization:** *Examples exist within the Commonwealth where recognized 510(c)3 organizations have been created or contracted by municipalities to provide park, recreation and open spaces for*

## **Lake Region Comprehensive Plan**

*residents. Such nonprofit organizations can be used to increase revenues to maintain and enhance park and recreation services.*

**Municipal Authority:** *Another option for managing and financing park and recreation services is through the development of a municipal authority. Municipal authorities are common in Pennsylvania for the delivery of municipal services such as water and sewer. Municipal authorities can borrow money, issue bonds and are expected to pay its debt from the revenues it generates through the services it delivers.*

*The Lake Region municipalities should, in considering a more formal partnership arrangement, consult with the Department of Conservation and Natural Resources to review various models that exist throughout the Commonwealth and determine which option would work best for the delivery of park, recreation and open space services within the Lake Region. Additionally, the members should consider opportunities for expand the partnership to include school districts and private entities that might participate in this effort.*

- c) **Public Relations and Marketing Regarding Municipal Park and Recreation Functions, Services and Programs:** *The primary method of communicating to the public at large related to the availability of park and recreation facilities and programs is the use public meetings and local newspapers. Paupack Township also uses a newsletter and Annual Report. Public meetings are used by all municipalities to educate the community about park and recreation programs and facilities. Local newspapers are also used periodically to provide information about new municipal recreation initiatives.*

*Paupack Township's newsletter, which is mailed semi-annually to each property owner within the Township, provides a regular method of communicating information on park programs to residents, but is particularly effective in reaching second-home visitors who do not necessarily use other media. This newsletter highlights major new developments with park and recreation facilities within the Township and disseminates information on program schedules and the like. The Township also produces an Annual Report that highlights the accomplishments of Paupack Township over the course of the year, documenting all significant developments regarding the Lakeville Recreation Facility.*

- d) **Municipal / School Cooperative Efforts:** *The relationships between Hawley Borough, Lake, Palmyra and Paupack Townships and with the Wallenpaupack and the Western Wayne School Districts have always been very good. The fact that the School District Superintendents agreed to participate on the Lake Region Steering Committee is evidence of that support. Currently, no formal cooperative agreement exists between any of*

## **Lake Region Comprehensive Plan**

*the four municipalities and the school districts. However, Hawley Borough has informal agreements with the Wallenpaupack School District for the use of Bingham Park for school outings and by various school teams for practices. The Wallenpaupack School District has also participated financially in the enhancement of park facilities within the Borough.*

- e) **Cooperative Efforts with other Recreation Providers, Support Groups and Businesses:** *No formal agreements exist with other recreation providers, support groups or area businesses related to the use or enhancement of park and recreation facilities within the municipalities. Nonetheless, the municipalities have all established very productive partnerships with area businesses and community service organizations to promote the development of park and recreation facilities and programs within their specific communities.*

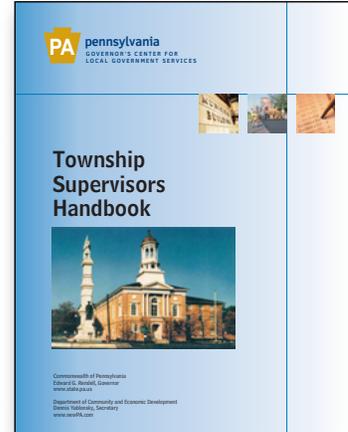
*Hawley Borough, for instance, has developed a strong relationship with the Wallenpaupack "A's," a local community organization which was developed to support the enhancement of recreation programs for youth within the Lake Wallenpaupack area. The Wallenpaupack "A's" have provided financial assistance, donations of materials and labor to Hawley Borough to enhance park and recreation facilities. Also, the Paupack Township business community came together to financially support the re-construction of a Township Building at the Lakeville Recreation Complex, which was destroyed in a fire.*

- f) **Policies and Procedures Governing General Operations of Park and Recreation Program and Facilities:** *Currently, none of the participating municipalities within the Lake Region Partnership have specific policies and procedures that govern general operations of their municipal parks. One of the Goals of this Comprehensive Plan specific to park, recreation and open space is for each municipality to consider the development of a facility maintenance and risk management plan to insure on-going maintenance of their municipal park.*
- g) **Opportunities for Public Involvement with the Planning Process:** *The community at large is encouraged to participate in the local planning process through a variety of public meetings. Each municipality in the Lake Region Partnership conducts governing board meetings at least once a month. The Hawley Borough Park and Recreation Board also conducts monthly meetings specifically related to park and recreation issues. Paupack Township's park and recreation committee meets periodically when program issues are identified with respect to the Lakeville Recreation Complex or if the Township is reviewing opportunities to further develop the facility. Planning and development of park and recreation programs and facilities within Lake Township is done through the Lake Township Board of Supervisors and the Lake Township Planning Commission, both of which have regular monthly*

## Lake Region Comprehensive Plan

meetings. Newspapers are also utilized to provide information to the public at large related to park and recreation programs and facilities.

- h) **Record Keeping Procedures:** Record keeping regarding any information or documentation related to park and recreation programs and activities is a function of municipal government in all cases. Expenditures specifically related to park and recreation programs or facility development activities are tracked along with all other expenditures incurred by the municipality. Hawley Borough is currently the only municipality in the Lake Region Partnership that generates income from service fees or donations from organizations that utilize the Borough Park facilities. The revenues collected by Hawley Borough are maintained within its park and recreation budget for use to off-set park and recreation facility management and operation cost. Lake and Paupack Townships currently do not generate any user fees associated with municipal park and recreation facilities.



- i) **Existing Staffing for Park and Recreation Facilities:** None of the municipalities has dedicated personnel hired to work exclusively on managing or maintaining park and recreation facilities with their respective communities. Management and maintenance of municipal park and recreation facilities within each municipality is, in all cases, accomplished by municipal personnel who also provide management or maintenance functions for other operations within local government.

The following table identifies each of the four municipalities, the number and type of part-time positions involved in providing park and recreation services and the number of volunteers who support the operation of park and recreation facilities within the municipality.

<b>Table 4-8 Municipal Park and Recreation Staff and Volunteers Lake Region Partnership Municipalities</b>			
Municipality	Type of Position	Number of Part-Time Staff	Number of Volunteers
Hawley	Maintenance/Clerical	4	12
Lake	Maintenance	3	6
Palmyra	N/A	N/A	N/A
Paupack	Maintenance	4	0
<b>Lake Region</b>	<b>N/A</b>	<b>11</b>	<b>18</b>

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- j) **Existing Staff Management and Recruitment Process:** *Recreation staff and volunteer recruitment within the Lake Region Partnership is generally done through word of mouth and official and informal announcements at public meetings. If no candidates are identified, local newspaper advertisements are used to recruit staff and volunteers.*

*Elected officials have direct responsibility for park and recreation operations within their respective communities. Other staff positions involved with recreation facility management include the municipal secretaries and highway and public works maintenance personnel.*

*Shared staff opportunities have been explored and implemented between Hawley Borough and Palmyra Township for specific periods of time and for special recreation projects. Palmyra Township has also shared Township equipment with Hawley Borough, although again for specific periods of time or special projects.*

*All four municipalities are currently adequately staffed to support existing park and recreation facility management and maintenance within their respective communities. Should additional park and recreational facilities be developed or if facility enhancements should be pursued, each municipality will need to review existing staffing to determine if it is adequate to support the expansion.*

*If a regional park and recreation facility should be developed, participating municipalities will need to determine the individual local commitments required to staff the project.*

*One of the goals of this Comprehensive Plan is to assess regional park development opportunities, specifically with regard to low-impact passive recreational uses within the Lake Region. If this goal should become a reality within the Lake Region, consideration will need to be given to regional staffing of the management and maintenance responsibilities associated with the park.*

### **4.5.7 Recreation Facility and Open Space Inventory and Analysis**

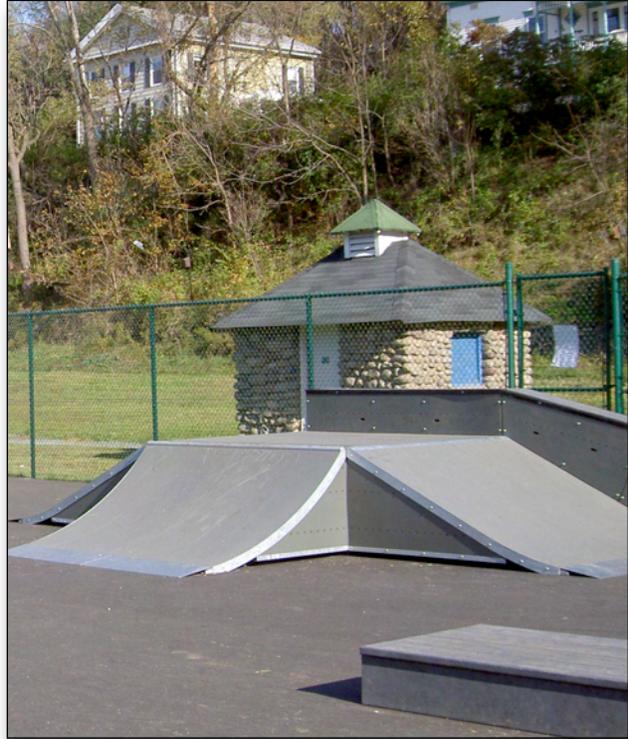
An analysis of existing municipal park and recreation facilities was accomplished by the Lake Region Partnership with the support of the consulting team for this project. Each municipal park was reviewed to identify facilities, including the review of each piece of recreational equipment at the municipal park. Judgments were made as to condition in reviewing recreational equipment located at each of the parks. Comments were also recorded related to issues or concerns the municipality may want to address regarding the condition of each park or specific piece of recreation equipment.

The Steering Committee, in addition to reviewing the municipal parks within each of the four participating municipalities, also identified various recreation resources within the

## **Lake Region Comprehensive Plan**

Lake Region to be included within this Recreation Facility and Open Space Inventory and Analysis. The inventory and analysis documents the facility name, ownership, number and type of facility and its general condition. The municipal parks located within the Lake Region and reviewed included Bingham Park and Riverside Park in Hawley Borough, the Lake Township Municipal Park in Lake Township and the Lakeville Recreation Complex in Paupack Township. Each was reviewed to determine appropriateness for surrounding populations and proximity to users.

Each municipal park provides individual as well as family recreational opportunities. Bingham Park, Riverside Park and the Lakeville Recreation Complex provide active recreational opportunities for older adult populations by offering tennis courts and basketball courts. Walking opportunities have been also incorporated into the operation of Bingham Park and Riverside Park. The Lakeville Recreation Complex and the Lake Township Municipal Park both have pavilions which are available for use by older adult populations. Bingham Park also has a gazebo which is used by individuals, families and older adult populations.



Community access to parks was also considered. Bingham Park and Riverside Park provide easy access for Borough and nearby Palmyra Township residents who are the primary users of the Hawley park system. Access to both parks by individuals and families from surrounding municipalities is convenient due to the park locations in relationship to State and municipal road systems. The Lakeville Recreation Complex and the Lake Township Municipal Park are both centrally located on State roads. Residents or visitors to these municipal parks get to them by driving as opposed to walking to the park.

The issue of handicapped accessibility was also reviewed related to each of the municipal park sites. All four municipal parks have handicapped accessible parking. Bingham Park and the Lakeville Recreation Complex have easy access to specific facilities within each park due to park enhancement projects which addressed handicapped accessibility issues.

The following table lists all the recreational sites identified for analysis within the Lake Region Project. The table is comprehensive in that it identifies all municipal parks as well as community recreational resources identified by the Lake Region Partnership Steering Committee.

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**Table 4-9  
Recreation Site Analysis  
Lake Region Partnership Municipalities**

Municipality	Site Name	Ownership	Facilities	Condition*	Comments
Hawley Borough	Wallenpaupack School District Primary Building	Wallenpaupack School District	(1) Playground	Good	None
Hawley Borough	Bingham Park	Hawley Borough	(1) Double Play Tennis Court (1) Basketball Court (1) Parking Facilities (2) Baseball Fields (2) Baseball Field Backstops (2) Player Benches (2) Player Dugouts (2) Sets of Bleachers (1) Skate Park (in design phase) (1) Gazebo (1) Playground System (1) Seasonal Bathroom facilities Park Benches	Good Good Fair Good Good Fair Fair Good N/A Good Good N/A Good	Borough installing new backboards and post on the basketball court.  Skate Park Project recently funded and in design and construction phase.  Gazebo is presently being considered for a renovation project.
Hawley Borough	Riverside Park	Hawley Borough	(1) Baseball Field (2) Player Benches (1) Set of Bleachers (1) Baseball Field Backstop Walking Trails	Good Good Good Good Good	
Palmyra Township	Woodledge Development	Private Community	(1) Outdoor Pool (1) Lake with Beach (1) Tennis Court (1) Basketball Court (1) Clubhouse w/ Game Room (1) Picnic Area	Good Good Good Good Good Good	

# Lake Region Comprehensive Plan

**Table 4-9  
Recreation Site Analysis  
Lake Region Partnership Municipalities**

Municipality	Site Name	Ownership	Facilities	Condition*	Comments
Palmyra Township	PPL Mangan Cove Boat Launch Area	PPL	(1) Boat Launch Area (1) Parking Area (1) Picnic Area including Picnic Tables and Grills (1) Seasonal Restroom Facilities	Very Good Very Good Good N/A	
Palmyra Township	Dorflinger Sanctuary	Private Not-For Profit	(1) Glass Museum (1) Gift Shop (1) Scenic Lake (1) Wildflower Music Festival w / Concrete Stage (1) Natural Trail with Hiking (1) Off-Site — Glassworkers House (1) Off-Site — White Mills Fire House	Good Good Excellent Good Good Good Good	
Palmyra Township	Lock 31 Project	Wayne County Historical Society	(1) Lock 31 Lock Tenders House	N/A	The Lock 31 Lock Tenders House is being considered for a full restoration project by the Wayne County Historical Society.
Paupack Township	Theodore Kostige Recreation Complex	Paupack Township	(1) Baseball Field (2) Dugouts (2) Bleachers (1) Backstop (1) Restroom Facilities (1) Equipment Storage Building (1) Pavilion w/ Picnic Tables and Grills (1) Playground (1) Double Play Tennis Court (1) Basketball Court Park Benches Parking Facilities	Good Good Good Good Very Good Very Good Very Good Very Good Very Good Very Good Very Good Very Good Good	

# Lake Region Comprehensive Plan

**Table 4-9  
Recreation Site Analysis  
Lake Region Partnership Municipalities**

Municipality	Site Name	Ownership	Facilities	Condition*	Comments
Paupack Township	Wallerpaupack Lake Estates Development	Private Community	(2) Outdoor Pools (1) Indoor Pool (1) Game Room (1) Club House / Exercise Room / Snack Bar (1) Volleyball Court (2) Tennis Courts (1) Basketball Court (1) Baseball Field with Bleachers / Player Benches (1) Skating Rink / Roller Blade Ring (2) Beaches with Picnic Areas and Playground (1) Campground	Very Good Very Good Good Very Good Very Good Very Good Very Good Good Good Very Good Very Good	
Paupack Township	Sandy Shore Development	Private Community	(1) Pavilion w/Picnic Tables (1) Playground (1) Playground (1) Boat Dock Facilities (1) Baseball Field (1) ½ Basketball Court	Good Good Good Good Good Good	
Paupack Township	Paupackan Lake Development	Private Community	(1) Swing Set (1) Lake w / Beach Area and Boat Launch Area	Good Good	
Paupack Township	Cove Point Club Development	Private Community	(1) Double Play Tennis Courts (1) Boat Dock Facilities	Good Good	Playground is old and more for very young children between the ages of 5-10.
Paupack Township	Goose Pond Boy Scout Camp	Boy Scouts of Northeastern PA	(1) Camp Sites (1) Rifle Range (1) Rope Course (1) Climbing Wall (1) Beach Area w / Boat Launch Area (1) Recreation Lodge	Good Good Very Good Very Good Good Very Good	

# Lake Region Comprehensive Plan

**Table 4-9  
Recreation Site Analysis  
Lake Region Partnership Municipalities**

Municipality	Site Name	Ownership	Facilities	Condition* Comments
Paupack Township	Camp Watonka	Private	(1) Lake w / Beach (1) Basketball Court (2) Tennis Courts (1) Dining Hall (1) Volleyball Court (1) Recreation Hall (1) Climbing Wall (1) Soccer Field (1) Baseball Field w / Player Benches (1) Rifle Range	Good Very Good Very Good Good Good Good Very Good Good Good Good
Paupack Township	Lacawac Sanctuary (510 Acres)	Private Not-For Profit	(2) Hiking Trails (1) Plant Garden (2) Lakes (1) Visitors Center / Office (1) Ice House for Lodging (1) Carriage House w/ Lab Facilities / Gift Shop (1) Caretakers House (1) Coachman's House / Research Facility	Good Good Excellent Good Good Good Good Good
Paupack Township	PPL Shumans Point	PPL	(1) Walking Trails (1) Parking Facilities	Good Good
Paupack Township	Whitney Lake Development	Private Community	(1) Beach Area (1) Tennis Court	Good Good
Lake Township	Cobb's Lake Preserve	Private Community	(1) Lake / Beach Area and Dock (1) Picnic Area (1) Playground (1) Campground Area — 4 sites	Good Good Good Good

# Lake Region Comprehensive Plan

**Table 4-9  
Recreation Site Analysis  
Lake Region Partnership Municipalities**

Municipality	Site Name	Ownership	Facilities	Condition*	Comments
Lake Township	The Hideout	Private Community	(1) Campground (1) Walking Trail (1) Pavilion (6) Lakes w / 2 Beach Areas (1) Golf Course — 9 hole (1) Ski Hill (1) Softball Field (2) Outdoor Pools (1) Clubhouse (3) Playgrounds (2) Indoor Courts (10) Tennis Courts (2) Outdoor Basketball Courts (1) Gym Facility w/ Fitness Center (1) 18 hole Miniature-Golf Course (1) Game Room (1) Art Center	Good Good Good Good Good Good Very Good Very Good Very Good Good Very Good Very Good Good Very Good Very Good Good Good Good Good	
Lake Township	Secluded Acres	Private	(1) Beach Area (2) Lakes (1) Swing Set (1) Baseball Field	Good Good Fair Fair	
Lake Township	Lake Henry Campground (Swoyers Grove / Layton Park)	Private	(100+) Campsites (2) Playgrounds (1) Boat Dock Facilities Parking Facilities	Good Good (old) Good Good	Playground is old and more for very young children between the ages of 5-10.
Lake Township	Western Wayne School District Lake Ariel School	Western Wayne School District	(1) Playground	Good	

**Table 4-9  
Recreation Site Analysis  
Lake Region Partnership Municipalities**

Municipality	Site Name	Ownership	Facilities	Condition*	Comments
Lake Township	Lake Township Municipal Park	Lake Township	(1) Baseball Field (1) Backstop (2) Player Benches (2) Bleachers (1) Score Board (1) Playground (1) Pavilion w/ Refreshment Stand Parking Facilities	Very Good Very Good Good Very Good Good Good Very Good Very Good	Playground is more than 12 years old and should be replaced. Player Benches should also be replaced.

\*Facility Condition — The following scale was used to determine facility and equipment condition:

Good — Facility equipment is in working condition with no equipment failures

Very Good — Facility equipment is in working condition, with no equipment failures and the equipment is relatively new and well maintained.

Excellent — Facility equipment is in working condition with no equipment failures, the equipment is relatively new or new and very well maintained.

# Lake Region Comprehensive Plan

## 4.5.8 Facilities and Equipment Maintenance

Currently, none of the four participating municipalities have a formal maintenance program including, specific record keeping on equipment and facility maintenance or a maintenance plan. Although there is no formal maintenance program in place, each municipality performs maintenance activities within their municipal park and recreation facilities. As routine maintenance is being completed, recreation facility staff are inspecting park and recreation equipment located within the municipal park. If staff identifies equipment that is non-functioning or presents a risk issue for park users, that equipment is repaired or replaced by the municipality.

All three municipal parks are in very good condition. The park and recreation equipment within each of the municipal parks is also generally in good condition. Some of the equipment, specifically in the Lakeville Recreation Complex, is in very good condition due to the fact it was secured through the acquisition of a recent grant funded through the Department of Conservation and Natural Resources (DCNR).

The equipment recently secured by the Township of Paupack includes a playground, park pavilion and basketball court. These park facilities are in excellent condition at this point in time. The Borough of Hawley's park equipment is also in good condition. The playground located within Bingham Park is in good condition being only approximately 8 to 10 years old and it, too, was secured through a DCNR grant. The picnic pavilion at the Lake Township Municipal Park is in good condition. The playground equipment at the park is in fair condition but is more than 15 years old and needs to be replaced.

Future capital equipment purchases for each municipality may include the following items:

<b>Table 4-10 Recreation Equipment Summary Lake Region Partnership Municipalities</b>			
<b>Equipment</b>	<b>Hawley Borough</b>	<b>Paupack Township</b>	<b>Lake Township</b>
Playground Equipment	X		X
Playground Safety Surface	X		X
Swing Sets	X	X	X
Picnic Tables	X	X	X
Tennis Court Nets / Post	X		
Barbeque Grills	X	X	X
Baseball Field Player Benches	X		X

Consideration should be given by each municipality to purchasing park and recreation equipment as a consortium, which would reduce the cost of the equipment being purchased. This activity would also reduce the risk of duplication of programming at

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each municipal park. Development of a maintenance program for each of the municipalities that documents maintenance efforts performed, establishes preventive maintenance procedures and identifies a maintenance schedule for park and recreation staff is recommended. This recommendation applies to each municipality and should also apply should the Lake Region Partnership develop a regional park.

### **4.5.9 Recreation Programs**

The majority of the organized recreation programs that exist within the Lake Region, outside of school activities, are centered around baseball leagues for boys and softball leagues for girls, women and men. Most of the other recreational activities that occur within the municipalities are more informal. These include pick-up basketball games, tennis, playground use and passive recreational activities around picnic pavilions.

**Table 4-11  
Recreation Programs  
Lake Region Partnership Municipalities**

<b>Program Type</b>	<b>Number of Participants</b>	<b>Age of Participants</b>	<b>Program Fees</b>	<b>Hawley / Palmyra</b>	<b>Lake Township</b>	<b>Paupack Township</b>
Little League (Boys)	600	7-12	X	X	X	X
Softball League (Girls)	125	7-12	X	X	X	X
Softball League (Men's)	120	18-60	X	X	X	X
Softball League (Women's)	48	18-55	X	X		X
Teeners League Baseball (Boys)	60	14-18	X	X	X	

Palmyra Township residents participate in baseball and softball leagues that use municipal park facilities within Hawley Borough and Paupack Township. There is, beyond the baseball and softball leagues highlighted above and school programs, very little organized recreation programming available within Palmyra Township or other rural parts of the Lake Region.

Nevertheless, Lake Wallenpaupack provides year-around recreational opportunities for families and individuals of all ages. Palmyra Township and Paupack Township are contiguous to the Lake. Hawley Borough and Lake Township are within the watershed and heavily influenced by the Lake and its tributaries, which include Lake Ariel, a major recreational attraction in its own right.

Many of the recreational programs of interest to seasonal visitors and second-home residents are provided by private entities. These include bowling lanes in Palmyra Township that serve about 40-80 youth (age 5-18) and 100-200 adults (18+ years) during both summer and winter seasons.

Also, PPL Mangan Cove, a public boat launch for Lake Wallenpaupack owned and operated by the PPL Company is located in Palmyra Township. It provides easy access

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to the Lake for residents and visitors to the area who enjoy boating activities on the Lake. Paupack Township includes Capri Marina, which also provides public access to the Lake as well as boat docking facilities. There is, in addition, a privately operated public campground at this location. Both the Mangan Cove and Capri Marina facilities have been identified in the Resources Inventory.

Finally, the Wayne County YMCA, which is located in Honesdale Borough, Wayne County is within 10 miles of the Lake Region. The YMCA offers a variety of recreation programs for individuals of all ages and families.

The Comprehensive Plan Steering Committee, through the use of a focus group process, reviewed possible gaps in recreation programming within the Lake Region area. It was determined additional consideration should be given to providing recreational opportunities for special needs population groups, specifically including those persons with disabilities and the aging population. It is, therefore, recommended the Lake Region Partnership consider the development of a committee to work closely with the Wayne County Area Agency on Aging and various disability councils or boards, including the ARC of Wayne County, to review existing needs for special needs recreational programming within the Lake Region. Should the Lake Region Partnership develop a regional passive recreational park, these groups should be involved in the planning of this initiative.

The Lake Region Partnership could also benefit from participating with the Department of Conservation and Natural Resource in that agency's Circuit Rider Program. This program provides financial assistance for regional groups to hire a full-time park and recreation professional to work with the local communities to enhance park and recreation services. The Lake Region Partnership would be eligible to participate in this program because is comprised of two or more municipalities. The program offers initial year funding of 100% of gross salary plus up to \$1,000 dollars for training expenses. The second year of the program is funded at 75% of gross salary and up to \$1,000 dollars for training expenses. The third and fourth years of the project are funded at 50% and 40%, respectively, of gross salary. The Circuit Rider Program could provide an economical way for the Lake Region Partnership to secure profession park and recreation staff to support park and program development within the participating municipalities.

Another viable program option for the Lake Region Partnership to consider is the Peer to Peer Technical Assistance Program. This Program is also sponsored through the Department of Conservation and Natural Resources and provides a consulting service. The service is typically provided by a peer consultant who is a park and recreation practitioner or conservation professional. A project assisted under the Peer to Peer Technical Assistance Program usually targets an existing problem area or an effort to improve or enhance a specific service area. Funding availability for the Peer to Peer Technical Assistance Program ranges from \$7,500 to \$10,000 dollars with the local partnership required to participate with a 10% match. The Peer to Peer Technical Assistance Program could be an ideal opportunity to secure the services of a park and

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recreation specialist. The municipalities could, using such help, further explore the possibility of formally developing a regional commission or committee to manage and develop park and recreation services within the Lake Region.

Both the Circuit Rider Program and the Peer to Peer Technical Assistance Program are sponsored by the Department of Conservation and Natural Resources. It is recommended that the Lake Region Partnership contact DCNR to explore these opportunities and determine the next steps.

### **4.5.10 Financing of Park and Recreation Facilities**

The financial management of park and recreation facilities by local government requires a commitment by the local governing body to plan appropriately for the acquisition, development and maintenance of park and recreation facilities through a structured budget process. The budgeting process not only includes what a municipality spends on the provision of park and recreation services to its residents but also where those financial resources come from and how they maximize the use of those funds. The four municipalities that constitute the Lake Region Partnership should, either independently or jointly pursue a structured recreational budget process.

A budget represents a financial plan that projects possible revenues and expenditures to support the operation of park and recreation facilities. A well managed budget process will have the following characteristics;

- a) *Spending is limited to what is available. Spending is controlled by setting maximum dollar amounts for various expenditures associated with the operation.*
- b) *Budgets are used as a planning tool to review what financial resources are needed for operations and what financial resources could be available for park improvements.*
- c) *The budget process is used to generate a reliable estimate of revenues on a year to year basis. This financial history allows local government to more effectively plan for capital projects that demand significant investment of dollars over several years.*
- d) *Budgets, because of their reliability, serve to provide the financial framework for local government to seek financial assistance from lending institutions or grant sources for the acquisition or enhancement of park and recreation facilities and programs.*

All four municipalities have historically supported park and recreational facilities and programs through the use of tax dollars, private donations and grants. Each budgets specific dollars to support park and recreation facilities and programs, with the exception of Palmyra Township. Although it has no recreation budget per se, it does

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support park and recreation facility maintenance and enhancement activities within the Borough of Hawley via general fund expenditures and in-kind services.

Hawley Borough and Paupack Township have been leading municipalities within the County of Wayne in the acquisition of grants to support the continued development and enhancement of park and recreation projects within their respective municipalities. Paupack Township and Lake Township spending for park and recreation services is controlled directly by their respective Boards of Supervisors. Hawley Borough Council solicits input from the Hawley Borough Parks Commission prior to establishing its budget amounts for park and recreation services.

Park and recreation budgets have been relatively consistent over the past three years, reflecting minimum growth in revenues. Considering all sources of income, Paupack Township had the largest parks and recreation program and maintenance budgets for calendar year 2006, followed by Lake Township, Hawley Borough and Palmyra Township. Paupack Township and Lake Township have, over the past three years budgeted on an average of \$10,000 for park and recreation programs and facilities management within their Townships. Hawley Borough has budgeted an average of \$5,000 per year for park and recreation programs and facility management. Palmyra Township has not specifically budgeted any dollars for park and recreation programs over the past three years, although they have made financial contributions as well as contributions of Township equipment and personnel for specific park and recreation activities within the Borough of Hawley.

The following table summarizes municipal budgets for Hawley Borough, Palmyra Township, Paupack Township and Lake Township over the past three (3) years including municipal budgets and dollars budgeted for park and recreation services:

<b>Table 4-12 Recreation Services Budgets Lake Region Partnership Municipalities</b>		
<b>Municipality</b>	<b>Municipal Budget</b>	<b>Recreation Services Budget</b>
Hawley Borough	\$224,000	\$5,000
Palmyra Township	\$160,000	0
Paupack Township	\$1,015,000	\$10,000
Lake Township	\$610,000	\$10,000

The future maintenance and development of park and recreation facilities within the Lake Region will continue to be the responsibility of each community. Local tax dollars will continue to be needed to support the maintenance, enhancement and development of park and recreation facilities within each of the municipal park locations. Municipalities should, to supplement local dollars used for park and recreation facility maintenance, enhancement and development, also consider the following opportunities:

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**Grant Opportunities** – As noted earlier, Hawley Borough and Paupack Township have been very aggressive in securing grants to support park and recreation facility development and enhancement activities. Both municipalities should continue to seek grant opportunities in an effort to enhance park and recreation facilities and programs within their respective communities. Lake Township should also pursue grant opportunities to support development and enhancement of its park and recreation facilities. Should Palmyra Township determine that a municipal park facility is needed, grant opportunities exist for acquisition and development and those opportunities should be pursued.

Grant opportunities exist at the federal, state and local levels for use in the planning, acquisition and development of park and recreation facilities. Grants are available for individual municipal efforts or partnerships that could include multi-municipal efforts or municipal/private efforts to develop or enhance park and recreation facilities. Multi-municipal or municipal/private partnerships are more appealing to funding sources, but opportunities still exist for single municipal applications for funding.

Specifically, grant opportunities for the planning, acquisition and development of park and recreation facilities are available through a variety of sources. One the most important sources of grant dollars is the Department of Conservation and Natural Resources. DCNR provides grant to municipalities, school districts or 501(c)3 non-profit entities for planning, acquisition and development. Although individual municipalities, school districts or 501(c)3 non-profit's are eligible for these grant programs, greater emphasis by DCNR is now being placed on multi-municipal or partnership efforts.

The Department of Community and Economic Development (DCED) is another state agency that provides grant support to municipalities for the planning, acquisition and development of park and recreation facilities. The Department, through its community revitalization program, provides these funding opportunities. Again, partnership efforts at the local level that involve multi-municipal partnerships or public/private partnerships have a tendency to be ranked higher in a funding priority.

At the local level, the Community Development Block Grant (CDBG) Program can be used to fund facilities that address ADA issues within existing public park and recreation facilities or in new facility development. Hawley Borough was the recipient of a CDBG grant that was used for the construction of a ADA railroad crossing for pedestrian use. These funds were also used as a partial match to secure DCNR funding for the project.

Private foundations at the local, state and national are also often available to support park and recreation facility and program development.

**Fees and Charges** – The members of the Lake Region Partnership, as with most municipalities across the Commonwealth, are financially limited with significant local dollars earmarked for municipal operations other than park and recreation development

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and operations. Therefore, it is important for the Partnership to look at the possibilities presented by user fees as a source of revenue to support park and recreation services.

When considering the implementation of user fees as a source of revenue for park operations and development opportunities, consideration should also be given to the development of a revenue policy. A revenue policy is a document that clearly establishes the framework for the development a fee schedule for use by local authorities. Such a policy should be developed by taking into consideration how much money is needed to support park and recreation facilities, local income levels, comparable fees at other facilities and demand for those specific park and recreation services provided. The Department of Conservation and Natural Resources has some very good publications that can be utilized to guide the Partnership through a process to determine if user fees would be a valuable tool to increase revenues to support the enhancement of park and recreation services. Specifically, DCNR has published a document titled *Financing Municipal Recreation and Parks*, which is an excellent resource tool for municipalities. The Pennsylvania Recreation and Park Society is another good resource for municipalities to use to research the implementation of a user fee system.

Currently, no municipality within the Lake Region Partnership has developed a fee schedule for the use of park and recreation facilities. Both Hawley Borough and Paupack Township have used grants secured through the Department of Conservation and Natural Resources (DCNR) to develop and enhance park and recreation facilities, which may have had an impact on their ability to charge fees for municipal park use.

Fees and charges should be considered as a possible source of revenue but as a last resort since local tax dollars are used as a primary source of revenue to support the ongoing maintenance, development and enhancement of park and recreation facilities within each municipality.

A successful park and recreation program at the municipal level demands every effort be made to tap into community resources to support park acquisition, development, maintenance and program development efforts. As the demand for park and recreation services increases and local tax dollars get stretched in other directions, community resources become critical in diversifying funding for park and recreation services and stabilizing the program financially.

A common strategy used by municipalities is to create a local volunteer group to support municipal efforts in the maintenance and development of park and recreation services. Increased volunteerism can be accomplished in a variety of ways. Major categories of volunteers can be found among students or student groups, families or corporate volunteers. Such groups are at times incorporated as a nonprofit entities to support the municipality through the provision of maintenance at a park facility, volunteering to assist with programs or the seeking of tax-deductible donations. Local volunteer groups are very useful to local municipalities since they can act quickly to secure gifts and in some cases seek grant funds available only to nonprofit organizations. If incorporated as a 501(c)3 entity, donations to the nonprofit entity qualify for an income tax deduction.

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The Lake Region Partnership might also consider the development of a giving program that can be used to raise funds to support either the acquisition of land or the development of a regional project undertaken by the Partnership. A variety of methods exist to establish a fundraising or giving program. A few examples include:

- a) **Annual Giving Program:** *This type of giving campaign is done on an annual basis where a target amount to be collected is identified with the intent to increase this amount each year.*
- b) **Capital Fund Raising Campaigns:** *Funds are raised for a specific purpose under this type of program. The funds are kept separate from the general operating budget.*
- c) **Deferred Gifting Program:** *A program of this type provides the opportunity for a contributor to provide a contribution that could be in the form of a financial contribution, park equipment or land at some future point in time.*

Finally, a common practice utilized by municipalities to increase revenues to support park, recreation and open space development is through business sponsorships. Business sponsorships can range from a corporate donation of equipment to the municipal park to naming rights for a park facility. Researching and developing a strategy to increase business sponsorships to support park development and operations demands the following steps:

- a) **Develop a concept, objective or theme of the event:** *Clearly identify the purpose of the project or what the specific event is and why it is important.*
- b) **Identify the target audience:** *For example, who would use the park, who would come to a specific event, what are their demographic profiles and where do they work?*
- c) **Describe the project:** *Develop a description of the project highlighting unique aspects. Develop a description of the program date, location and time as well as exhibits and other important aspects of any event.*
- d) **Prepare a budget:** *What financial assistance is required for each aspect of the project or event and what is the local match required, if any?*
- e) **Target corporate sponsors:** *Identify possible sponsors through contacts within the community. Determine their role and decide on ways to provide the opportunity for sponsors to be recognized for their participation. Prepare sponsorship correspondence including a letter and proposal and decide on a point person within the business to contact. Establish a*

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*meeting date and time with the contact person and maintain contact with the sponsor. Follow-up with the sponsor to be sure they are comfortable with the results of the project or event.*

Lake Region communities have, in the past, received donations for park and recreation facilities development, enhancement and maintenance efforts. A more formal approach to fund raising and increasing volunteers as highlighted above should, nonetheless, be considered.

### **4.5.11 Recommendations**

The Lake Region Partnership has developed several specific goals and objectives detailed earlier in this *Comprehensive Plan*. This section will discuss those goals and objectives and provide more detailed recommendations for consideration in the future planning of park, recreation and open space facilities within the region. These seven goals offer a road map for planning, development, enhancement and maintenance of park, recreation and open space facilities within the four municipalities.

#### **Goal 1 – ADA Compliance Issues need to be addressed at the Lake Township Municipal Park.**

**Recommendation** - *It is recommended the Lake Township Board of Supervisors address identified ADA issues within the Lake Township Park. Specifically, the Board of Supervisors need to dedicate and designate handicapped accessible parking spaces as well as construct an access path to park facilities.*

**Cost Consideration** – *It is estimated the cost of upgrading the Lake Township Municipal Park to meet ADA standards is \$6,000. This effort to meet ADA standards could be incorporated into a grant application to enhance the playground located within the Park.*

#### **Goal 2 - Continue to enhance existing municipal parks by adding new athletic facilities and other amenities as needed.**

**Recommendation** – *Lake Region Partnership communities are encouraged to work together to ensure development or enhancement of park facilities within each municipality is done in coordinated fashion and duplication of recreation facilities and programs does not occur. In reviewing specific needs within each municipal park as they relate to the development or enhancement of facilities the following recommendations are provided:*

**Lake Township Municipal Park** – *The playground that is presently located within the Lake Township Municipal Park should be replaced. The existing playground is more than 15 years old and should be replaced with a new playground system complete with safety surface material. In addition to the*

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*playground replacement, consideration needs to be given to the placement of park benches in close proximity to the playground system.*

**Cost Considerations** – *A new playground system has a very wide range of potential costs depending on the size, type and labor associated with the placement or construction of the equipment. For the purpose of this plan, it is anticipated Township personnel and community volunteers within Lake Township will provide the necessary labor for the placement of the new playground equipment in the municipal park. The anticipated cost of a playground system to replace the existing playground is approximately \$45,000, which would include the design, equipment purchase and delivery. The anticipated cost of four benches is approximately \$2,000, which would include the purchase and delivery cost. The total cost to complete the facility enhancements as described is approximately \$47,000, which could be reduced through the acquisition of grants. It is anticipated the Township could secure approximately \$33,000 in grants to support this project enhancement.*

**The Lakeville Complex** – *The Lakeville Complex is presently in very good condition with most of the facilities located within the park adequate to meet the needs of the community. Consideration should be given to replacing the existing swings within the park. The swings within the park are more than 12 years old. In addition, Paupack Township should consider the expansion of the existing playground system with additional system components.*

**Cost Considerations** – *It is estimated the cost of replacing the existing swing set system and expanding the playground system located within the The Lakeville Complex is approximately \$44,000, which would include the design, equipment purchase and delivery. Again, it is anticipated Township personnel and volunteers would be used for the construction and placement of the swing set system on-site within the park. The total cost for Paupack Township could be reduced through the acquisition of grants. It is anticipated the Township could secure approximately \$32,000 in grants to support this project enhancement.*

**Hawley Borough Municipal Parks (Bingham Park)** – *Bingham Park, which is the largest municipal park within the Borough, has an existing playground system which should be expanded to include an additional playground component. In addition, the playground should be enhanced with additional playground safety surface material. The park also contains a gazebo that is in need of repair. The repairs on the gazebo would include painting, a new roof, new electric system and general repairs to the structure. With the variety of uses within the park, consideration needs to be given to creating additional buffer zones through the planting of trees and shrubs throughout the park. Finally, consideration needs to be given to the repaving of the existing road that runs through the park. In addition, the parking area located within the park should also be paved.*

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**Cost Considerations** - The cost estimate for the Bingham Park enhancements identified above is \$220,000. The total cost of this project enhancement for the Borough could be reduced through the use of grants. It is estimated the Borough could secure approximately \$140,000.

There are no concerns or issues with the park enhancements identified above other than the issue of funding, which is a very real consideration and constraint on all participating municipalities. This concern can be minimized through the use of grants, donations and shared municipal purchases and personnel.

**Recommendation** - Review of existing municipal park options within the Lake Region indicates a low-impact or passive recreation park option is not available. Discussion at the steering committee and focus group levels suggests an interest in exploring a regional park option to address this identified gap. Therefore, the Lake Region Partnership municipalities are encouraged to work together to identify a location for the development of a low-impact or passive park option within the Lake Region planning area. The Lake Region Partnership would have the opportunity to secure a planning grant to review all planning options, including the location of a possible site for the development of the park, as well as an acquisition grant which would be used to support the purchase of the land to develop the park. These grants would provide approximately 50% of the total cost of these specific phases of the project. The remaining 50% of the cost of either phase of the project would have to come from the participating municipalities or through other grant opportunities or donations. Another option would be for the Lake Region Partnership to work with other organizations who share a mutual interest in developing low-impact or passive park options within the Lake Region area, such as the Lacawac Sanctuary or PPL. The use of this extended partnership option would potentially reduce the total cost to the participating municipalities and enhance grant acquisition opportunities.

**Cost Considerations** - The cost associated with the completion of a site planning and design project would be approximately \$30,000. Acquisition cost would depend on the size and location of the parcel of land to be purchased for the project. A conservative estimate for land acquisition would be \$250,000 to \$500,000. Ideal parcel size for the development of a low impact or passive park would be between 15 and 25 acres. As mentioned above, grant acquisition, donations and expanded public/private partnerships will reduce the cost estimates provided herein.

**Goal 3 – Work cooperatively among Hawley Borough, Palmyra Township, Paupack Township and Lake Township to identify the potential location of one regional passive recreation and park site.**

**Recommendation** - The Lake Region is not presently organized in a manner in which it can be effective in raising funds for park development purposes. Several possible organization structures that could be developed within the Lake Region Area to support a regional park development effort have been identified.

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*Specifically, the members of the Lake Region Partnership should consider crafting an intergovernmental cooperation agreement, municipal recreation authority or Council of Governments (COG) for these purposes. One of the first initiatives of such an entity should be locating possible land for the development of a Lake Region Park . A formal organizational structure for the Partnership will allow it to secure financial assistance through grants or by raising of local funds to support acquisition efforts.*

**Cost Considerations** - *The cost associated with the organization are minimal, probably less than \$2,000.*

**Recommendation** - *Review of existing municipal park options within the Lake Region indicates a low-impact or passive recreation park option is not available. Discussion at the steering committee and focus group levels suggests an interest in exploring a regional park option to address this identified gap. Therefore, the Lake Region Partnership municipalities are encouraged to work together to identify a location for the development of a low-impact or passive park option within the Lake Region planning area. The Lake Region Partnership would have the opportunity to secure a planning grant to review all planning options, including the location of a possible site for the development of the park, as well as an acquisition grant which would be used to support the purchase of the land to develop the park. These grants would provide approximately 50% of the total cost of these specific phases of the project. The remaining 50% of the cost of either phase of the project would have to come from the participating municipalities or through other grant opportunities or donations. Another option would be for the Lake Region Partnership to work with other organizations who share a mutual interest in developing low-impact or passive park options within the Lake Region area, such as the Lacawac Sanctuary or PPL. The use of this extended partnership option would potentially reduce the total cost to the participating municipalities and enhance grant acquisition opportunities.*

**Cost Considerations** – *The cost associated with the completion of a site planning and design project would be approximately \$30,000. Acquisition cost would depend on the size and location of the parcel of land to be purchased for the project. A conservative estimate for land acquisition would be \$250,000 to \$500,000. Ideal parcel size for the development of a low-impact or passive park would be between 15 and 25 acres. As mentioned above, grant acquisition, donations and expanded public/private partnerships will reduce the cost estimates provided herein.*

**Goal 4 – Identify possible areas within Palmyra Township where a municipal park could be developed.**

**Recommendation** – *Palmyra Township currently does not have a municipal park. Consideration should be given to initiating a process to identify possible locations for the establishment of a possible municipal park in Palmyra Township. Addressing this recommendation will demand consideration be given to developing a planning*

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*process that would include municipal leadership and consultants to review possible locations for a municipal park. The Wayne County Historical Society is presently looking at developing lands they own as a living canal era museum with possible outdoor recreational opportunities.*

*This may present an opportunity for Palmyra Township. A site study group should be formed to initiate the review process and identify park locations with Palmyra Township. The study group should consider the use of a park design professional to assist in the park location process. It should also work closely with the Palmyra Township Planning Commission and the Wayne County Planning Commission to review possible park locations.*



**Cost Considerations** – *A planning process to identify possible park location opportunities within the Township would cost approximately \$10,000. This cost could be reduced through the acquisition of grants, which would cut the cost by as much as 50%. If the Palmyra Township Board of Supervisors should simply decide to support the Wayne County Historical Society and build on the efforts with respect to that project (see site photo above), no planning cost would be required for site location studies.*

**Goal 5 – Continue the existing practice whereby local athletic groups and leagues which provide organized youth and adult sports opportunities cooperate with local municipalities to coordinate field schedules.**

**Recommendation** – *Currently, Hawley Borough and Paupack Township coordinate field schedules with those mutual baseball leagues that use Borough and Township municipal park fields. This practice includes securing league game and practice schedules. It should be continued and expanded to include Lake Township and provide greater opportunity for effective utilization of park facilities. It is recommended a formal communication process be put in place among Lake Region Partnership municipalities to coordinate league activity at baseball fields within all municipalities. The municipalities should each identify a single person or use an existing recreation committee to coordinate this effort. Should a regional parks and recreation committee be established, this function could become one of that group's responsibilities.*

**Cost Considerations** – *There are no additional cost considerations to address this recommendation.*

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### Goal 6 – Expand the range of special events programming to better meet the needs of individuals with special needs.

**Recommendation** – It is recommended the Lake Region Partnership create a special needs study group to convene a meeting with school district representatives, Area Agency on Aging and local disability groups including the ARC of Wayne County to assess demand for special needs recreation programming within the Lake Region. This process could include a focused survey to solicit input. The survey, once developed, could be distributed through the schools, Area Agency on Aging and ARC to special needs individuals and families who would potentially use the Lake Region municipal park system. Once this process is completed and the special needs study group has identified recommended park or program enhancements the finding should be presented to each municipality or to a regional recreation committee, should one be in place. A follow-up process to implement the recommendations should also be done in cooperation with Lake Region school districts and the Agency on Aging.

**Cost Considerations** – A planning process would need to be initiated. The estimated cost to complete this process and identify programming needs of special populations is \$10,000. This cost could be reduced through grants.

### Goal 7 – Develop or refine park maintenance, safety and risk management practices.

**Recommendation** – Consideration needs to be given to formalizing a park maintenance, safety and risk management program for each municipality. Currently, each municipality performs its own maintenance functions. The Department of Conservation and Natural Resources and National Recreation and Park Association are good resources to use. They offer both publications and professional support that communities within the Lake Region can use to develop a park maintenance, safety and risk management plan.



**Cost Considerations** – The participating municipalities within the Lake Region Partnership should consider a collaborative approach in securing consulting services to develop a park maintenance, safety and risk management program. By working together on this goal, costs could be reduced. An estimate of the cost to develop a formalized maintenance, safety and risk management program is approximately \$10,000.

## Lake Region Comprehensive Plan

**Goal 8 – Increase current revenues available for park and recreation activities through the use of new fundraising techniques.**

**Recommendation** – All municipalities with existing municipal parks should review existing sources of donations and the possible use of fees and grants to generate new revenue for possible park development and enhancement options. Various grants, user fees and sponsorships are addressed in Section 4.5.10, *Financing Park and Recreation Facilities*, of this Comprehensive Plan. Lake Region Partnership municipalities should also consider adopting ordinances that require mandatory dedication of recreation area. The adoption of such an ordinance can be used to require subdividers and developers to dedicate part of their proposed development as open space or require them to pay a fee in lieu of dedication for the improvement of municipal parks. More information concerning the process of mandatory dedication can be found in the *Pennsylvania Municipalities Planning Code*.

**Cost Considerations** – Each municipality should review existing donation sources and consider developing a fee schedule for services. Consideration should also be given to municipal partnerships to pursue grant opportunities. Costs for grant consultants will vary depending on the specific projects involved.

### **Pennsylvania Municipalities Planning Code**

#### **Section 503 - Contents of Subdivision and Land Development Ordinance**

The subdivision and land development ordinance may include ... provisions requiring the public dedication of land suitable for the use intended; and, upon agreement with the applicant or developer, the construction of recreational facilities, the payment of fees in lieu thereof, the private reservation of the land, or a combination, for park or recreation purposes ... provided that:

(i) The provisions of this paragraph shall not apply to any (pending) application ...

(ii) The ordinance includes definite standards for determining the proportion of a development to be dedicated and the amount of any fee to be paid in lieu thereof.

(iii) The land or fees, or combination thereof, are to be used only for the purpose of providing park or recreational facilities accessible to the development.

(iv) The governing body has a formally adopted recreation plan, and the park and recreational facilities are in accordance with definite principles and standards contained in the subdivision and land development ordinance.

(v) The amount and location of land to be dedicated or the fees to be paid shall bear a reasonable relationship to the use of the park and recreational facilities by future inhabitants of the development or subdivision.

(vi) A fee authorized under this subsection shall, upon its receipt by a municipality, be deposited in an interest-bearing account, clearly identifying the specific recreation facilities for which the fee was received ... Funds from such accounts shall be expended only in properly allocable portions of the cost incurred to construct the specific recreation facilities for which the funds were collected.

(vii) Upon request of any person who paid any fee under this subsection, the municipality shall refund such fee, plus interest ... if the municipality had failed to utilize the fee paid for the purposes set forth in this section within three years from the date such fee was paid ...

### **4.5.12 Implementation**

The Steering Committee, with public input, has developed a implementation plan for the proposed recreation program. It includes; a) planning priorities, b) operations priorities, and c) capital improvements priorities. The following tables summarize this plan:

## Lake Region Comprehensive Plan

**Table 4-13  
Recreation Planning Priorities  
Lake Region Partnership Municipalities**

Planning Priority	Responsible Party	Completion Period	Project Cost	Potential Funding Sources
1 — Increase current revenues available for park and recreation activities through the use of new fundraising techniques.	Governing body of each municipality in cooperation with the Lake Region Steering Committee	3 Years	\$10,000	Share municipal cost for project consultants
2 — Continue the existing practice whereby local athletic groups and leagues that provide organized youth and adult sports cooperate with local municipalities to coordinate facility schedules.	Governing body of each municipality in cooperation with the Lake Region Steering Committee and local park and recreation committees.	3 Years	\$0	N/A
3 — Coordinate special events programming within each of the four (4) municipalities through the use of the recreation committees and governing boards or councils.	Governing body of each municipality in cooperation with local recreation committees	3 Years	\$0	N/A
4 — Identify the potential location of one regional passive recreation park site, working together as a 4-municipality region.	Governing body of each municipality in cooperation with the Lake Region Steering Committee	5 Years	*\$20,000	*Planning grant through the Department of Conservation and Natural Resources and the Community Development Block Grant program
5 — Expand the range of special events programming to better meet the needs of individuals with special needs.	Governing body of each municipality in cooperation with local recreation committees	5 Years	\$0	N/A
6 — Identify possible areas with Palmyra Township where a municipal park could be developed.	Governing body of Palmyra Township in cooperation with the Lake Region Steering Committee	5 Years	* Could be included as part of Planning Priority 4 above	* Part of potential funding sources as identified above

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**Table 4-14  
Recreation Operations Priorities  
Lake Region Partnership Municipalities**

Operations Priority	Responsible Party	Completion Period	Project Cost	Potential Funding Sources
1 — Develop or refine local park maintenance, risk and risk management practices.	Municipal governing bodies, Steering Committee and local recreation committees	5 Years	*\$10,000	Shared municipal cost to develop and implement a uniform policy

**Table 4-15  
Recreation Capital Improvements Priorities  
Lake Region Partnership Municipalities**

Capital Improvement Priority	Responsible Party	Completion Period	Project Cost	Potential Funding Sources
1 — Address ADA compliance issues identified herein.	Lake Township Board of Supervisors	3 Years	\$6,000	Department of Conservation & Natural Resources (DCNR), Community Development Block Grant funds and Lake Township
2 — Enhance municipal parks by adding new athletic facilities and other amenities as needed.	Municipal governing bodies, Steering Committee and local recreation committees	3 Years	\$5,000	Shared municipal cost to pursue grants for enhancement of existing municipal parks
3— Lake Township – Replace existing playground system and add park benches to the park.	Lake Township Board of Supervisors	3 Years	\$47,000	DCNR, Department of Community & Economic Development (DCED) and local resources
4 — Paupack Township – Expand playground system and replace swing system.	Paupack Township Board of Supervisors	3 Years	\$44,000	DCNR, DCED and local resources
5 — Hawley Borough – Expand playgrounds, add safety surfaces, pave parking area and roads and plant buffers within Bingham Park.	Hawley Borough Council	3 Years	\$220,000	DCNR, DCED and local resources
6 — Develop passive regional park (Planning / Design)	Municipal governing bodies, Steering Committee and local recreation committees	10 Years	\$30,000	DCNR, DCED and local resources
7 — Develop passive regional park (Land Acquisition)	Municipal governing bodies, Steering Committee and local recreation committees	10 Years	\$250,000	DCNR, DCED and local resources