# SALISBURY TOWNSHIP COMPREHENSIVE PLAN

















# Salisbury Township Comprehensive Plan

Lehigh County, Pennsylvania

#### Consultant

This Plan Was Prepared Under the Direction of the Following Salisbury Township Officials:

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This Plan was partially funded by a Community Revitalization and Development Program Grant from Lehigh County.

This Plan was adopted by the Salisbury Township Board of Commissioners on September 27, 2012.

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#### INTRODUCTION

#### **Purpose**

The Comprehensive Plan focuses on the future development and conservation of Salisbury Township. The Board of Commissioners adopted Salisbury's last Comprehensive Plan in 1992. This Plan updates that document.

The Township will continue to change as it has done throughout its history. Salisbury prepared this Comprehensive Plan to help ensure that change in the community is positive and that Salisbury retains its best qualities. People should compare any proposal that may affect local land use, roads and community facilities to this Comprehensive Plan. The question to ask is: "does this proposal help carry out the goals of the Plan or not?".

### Plan Inter-relationships

This Plan addresses the following major topics:

- Future Land Use and Housing
- Environmental Conservation
- Community Facilities and Services
- Transportation
- Community Development and Revitalization

Policies the Township enforces with regard to one of these topics often affect the other topics as well. For example, the decision to construct or widen a road may affect the conservation of surrounding lands and create new road maintenance obligations. Conversely, decisions to permanently preserve a tract zoned for residential use may alleviate the need more roadways and reduce the overall demand for municipal services that serve new homes.

## Timing of the Plan

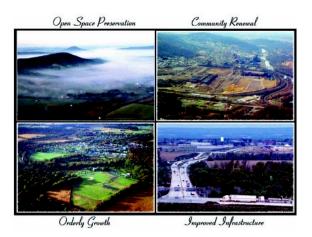
In this Comprehensive Plan, Salisbury is looking ahead 10 to 15 years. The Township can begin carrying out some of the Plan's recommendations right away. Other parts of this Plan, such as those that concern movement in the private real estate market, may not come into play until later years.

## **Consistency with County/Regional Plans**

The Lehigh Valley Planning Commission (LVPC) adopted its most recent Comprehensive Plan in 2005. Lehigh County officials, Northampton County officials and others try to use the policies espoused in that Plan to influence land development and conservation decisions across the Lehigh Valley's 62 municipalities.

LVPC planners recognize that Salisbury is a diverse area – part urban, part suburban and part rural. Because of this diversity, many different aspects of the LVPC Comprehensive Plan apply in the Township. In low-density, rural areas, the Salisbury Comprehensive Plan mirrors LVPC policies on protecting sensitive environmental resources, conserving open space, minimizing residential growth. the Township's more suburban vicinities, Salisbury Comprehensive Plan follows LVPC's lead in trying to ensure that new homes are built in appropriate places and adequately served by central water and sewer lines, roads, common open space, schools, and convenient recreation opportunities.

Comprehensive Plan The Lehigh Valley ... 2030



Lehigh and Northampton Counties, PA

Lehigh Valley Planning Commission

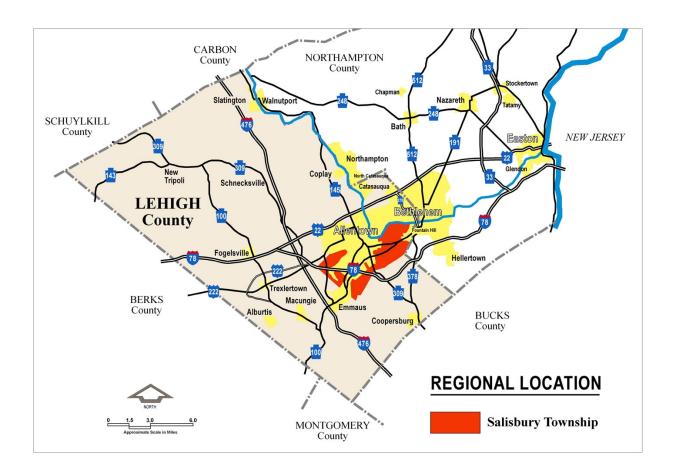
In preparing this Comprehensive Plan update, Salisbury incorporated LVPC guidance on protecting against strip commercial development and other types of unplanned business growth. Overall, the Salisbury Comprehensive Plan is in close step with LVPC on big picture issues like stopping sprawl, preserving community character, minimizing traffic congestion, and promoting only well-planned growth.

## **COMMUNITY PROFILE**

#### **Regional Location**

Salisbury is in central Lehigh County. The Township has two separate, unconnected parts because of annexations that the City of Allentown and Emmaus Borough made in the early 1900's. The western part of the Township is west of Allentown and north of Emmaus. The eastern part is south of Allentown, east of Emmaus, and west of Fountain Hill Borough and the City of Bethlehem.

Salisbury is approximately 70 miles from Philadelphia via PA Route 309 south or I-476 south. The Township is approximately 100 miles west of New York City via I-78 east.

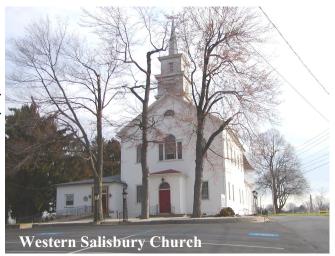


## **History**

On March 20, 1753 a number of persons living in the territory along the Lehigh River above Bethlehem signed a petition to the Court of Quarter Sessions of Northampton County asking that a new Township be created. On June 9th of that same year, the Court of Easton approved the request. So was created the Township of Salisbury, 23 years before the Declaration of Independence, in the same year that the Liberty Bell was completed, and 16 years after the first official settlement.

A lively debate occasionally springs up over the correct name of the Township! It has been variously called Saltzberg, Salsberg, Salsburg, Salsburg, and, of course, Salisbury, its official name today. It is possible that Salzburg was the preference of the petitioning population. The vast majority of the petitioning population were of German descent from Salzburg, Austria. The Township could have been named after Salisbury, England. At this time the Township was under the rule of King George and the Recording Clerk was English.

One of the smallest townships in the Commonwealth of Pennsylvania today, 11.3 square miles, Salisbury was once a much larger area. Fountain Hill, Emmaus from Keystone Street eastward, and all of Allentown south of the Little Lehigh Creek were once part of Salisbury. The Borough of Fountain Hill was the original settlement of Emmaus by the Moravians in the 1740's. Fountain Hill incorporated as a Borough in 1893, effectively separating itself from Salisbury. Emmaus incorporated as a Borough in 1759.



At one time there was a third borough, South Allentown, located just south of the Little Lehigh in the area of the present 8th Street Bridge. The City of Allentown, however, annexed the borough as well as Trout Creek Park, Mountainville, Queen City Airport, the Cedar Creek Park, the Little Lehigh Park, and the Union Terrace area in a series of annexations ending in 1951, when Salisbury was designated as a Township of the First Class.

For more information about Salisbury's history refer to the booklet entitled: "Salisbury: Born the Year the Liberty Bell was Hung and Rung - 1753" by William L.F. Schmehl, 1976.

## **Demographics**

Salisbury had 13, 505 residents in 2010, according to the U.S. Census Bureau's latest population counts. This figure was an increase of 0.8% over the 1990 total. As shown on Table 2.1, Salisbury was not the only township in the immediate area that did not undergo strong growth between 1990 and 2010. The boroughs of Emmaus and Fountain Hill either lost residents or had very little growth. In contrast, the townships of Lower Macungie, Upper Saucon, Lower Saucon, Upper Milford, and the City of Allentown each experienced significant new growth.

Table 2.1 Total Population, 1990 - 2010

Political Subdivision		Population							
	1990	2000	2010	1990-2010					
Salisbury Twp.	13,401	13,498	13,505	0.8%					
Emmaus Borough	11,157	11,313	11,211	0.5%					
Lower Macungie Twp.	16,871	19,220	30,633	81.6%					
Upper Milford Twp.	6,304	6,889	7,292	15.7%					
Fountain Hill Borough	4,637	4,614	4,597	-0.9%					
City of Bethlehem	71,427	71,329	74,982	5.0%					
City of Allentown	105,090	106,632	118,032	12.3%					
Upper Saucon Twp.	9,775	11,939	14,808	51.5%					
South Whitehall Twp.	18,261	18,028	19,810	8.5%					
Lower Saucon Twp.	8,448	9,884	10,772	27.5%					

Source: U.S. Census Bureau, 2010

The Lehigh Valley Planning Commission (LVPC) predicts that Salisbury's long-term population growth will be small. According to LVPC, the Township can expect to increase its number of residents by only 4.4% through 2020, and by a total of 4.6% by 2030. This equates to only more than 621 in the 30-year 2000 to 2030 period.

Table 2.2 Population Projections, 2000 - 2030

Municipality	2000	Proje	ctions	Change		
	2000 Population	2020	2030	20	00 - 2030	
				Number	Percent	
Salisbury	13,498	14,094	14,119	621	4.6	

Source: Lehigh Valley Planning Commission

Table 2.3 shows Salisbury's age composition as of the 2010 Census. The 35 to 54 year old group was the largest age group, accounting for 29.2% of all Township residents. The under 19 group was next with 21.1% of all residents and the 65 and older group was the third largest age cohort (18.0%). The 18 to 34 year old group, those persons of prime child bearing age, was nearly equal to the 65+ group. Since 2000 the population of 55 and older people have increased 6%, compared to persons under 19 (-1.3%) and 20-34 year olds (0.7%). The median age in Salisbury is 46.8 years.

Table 2.3 Age Groups, 2010

Age Groups									
Und	Under 19 20		20-34 35-54		35-54		64	65	+
#	%	#	%	#	%	#	%	#	%
2,851	21.1	1,927	14.2	3,938	29.2	2,086	15.4	2,703	20.0

Source: U.S. Census Bureau, 2010

Average household size in Salisbury continues to shrink; between 1990 and 2000, average household size shrank from 2.68 persons per household to 2.54 persons per household and from 2000 to 2010 to 2.47. This is consistent with the nationwide trend where people are marrying later, having fewer children, and divorcing more frequently. A higher percentage of older people living alone also contributes to this trend of more single-person households.

**Table 2.4 Household Size, 1990 - 2010** 

Municipality	Average Persons Per Household				
	1990	2000	2010		
Salisbury	2.68	2.54	2.47		

Source: U.S. Census Bureau

Salisbury had 5,333 occupied housing units in 2010. More than 84.7% of these units were owner-occupied and 15.3% were occupied by renters. These are typical ratios in suburban communities where single-family homes far outweigh the number of apartments. In urban areas like Allentown and Bethlehem, the owner-renter ratio is much closer to a 50/50 balance.



Table 2.5
Housing Tenure and Vacancy, 2010

Municipality	Total	Owner-Occupied		Renter-0	Occupied	Vacant Units		
	Occupied	#	%	#	%	#	%	
Salisbury	5,333	4,517	84.7	816	15.3	262	4.7	

Source: U.S. Census Bureau, 2010

In 2010, single-family detached homes were far and away the most prevalent housing type in Salisbury. All of the other housing types combined came no where close to matching the proportion of total units attributable to single-family detached homes (84.0%). The Census estimated 83.9% of the total housing units were one family detached units, and 5.2% were one family attached units (mainly townhouses) and 2.7% were mobile homes.

Table 2.6 Housing Type, 2010

Municipality	Municipality   Single-Family		Single-Family		Units in 2-4		Units in 5+		Mobile		То	tal
	Deta	ched	Attached		Unit Structures		Unit Structures		Homes and Others			
	#	%	#	%	#	%	#	%	#	%	#	%
Salisbury	4,679	83.9%	288	5.2%	259	4.6%	203	3.7%	150	2.7%	5,579	100%

Source: U.S. Census Bureau

According to the 2010 Census, the highest proportion of Salisbury's housing units were constructed in the 30 years between 1940 and 1970. Overall, 74.3% of all units in the Township were built prior to 1980. In each of the last three decades, the number of new homes established in the Township has shrunk compared to the prior 10-year-period. These numbers reinforce Salisbury's image as an older, mature community, compared to the Lehigh Valley's growth centers.

Table 2.7 Age of Housing Stock, 2010

Year Built	Salisbury T	ownship		
	#	%		
2005 or later	72	1.3%		
2000 to 2004	145	2.6%		
1990 to 1999	513	9.2%		
1980 to 1989	705	12.6%		
1970 to 1979	977	17.5%		
1960 to 1969	1,247	22.4%		
1940 to 1959	1,245	22.3%		
1939or earlier	675	12.1%		
Total	5,579	100.0%		
Built Prior to 1980 (%)	74.3%			

Source: U.S. Census Bureau

Salisbury's median household income was \$67,470 in 2010, which indicated relative prosperity in that the Lehigh County average for the same timeframe was \$53,541. The same is true with regard to the percentage of Township residents living below the poverty line (3.9%). The comparable figure County-wide at that time was 11.9%.

Table 2.8 Economic Characteristics, 2010

Municipality	Median Household Income	Persons below poverty level		
	\$	%		
Salisbury	67,470	3.9		

Source: U.S. Census Bureau

#### LAND USE AND HOUSING PLAN

An inventory of how land in the community is currently used is essential in preparing a comprehensive plan. The Lehigh Valley Planning Commission provided digital mapping files that depict roads, property lines and existing land use. A field survey was conducted to update that information as of August 2010. The results of the field survey are illustrated in Map 3.1 - Existing Land Use and described in the narrative below.

This chapter addresses the following major topics:

- Development Pressures
- Land Use Acreage and Trends
- Residential Uses
- Commercial Uses
- Industrial Uses
- Public & Semi-Public Uses
- Parks and Recreation Uses
- Agricultural and Undeveloped Uses
- Current Township Zoning
- Adjacent Municipal Zoning and Land Use Policies

#### **Development Pressures**

Salisbury Township borders both the cities of Allentown and Bethlehem and has direct access to major transportation routes. These are the direct contributors of the Township's development pressures. The majority of land that is undeveloped is within the Lehigh and South Mountain areas which, has strict zoning regulations, steep slopes, seeps, springs, wetlands and other natural features, making these areas less cost-efficient for development purposes.

Salisbury has direct access to the major highways of the Lehigh Valley in Interstate 78 and PA Routes 22, 309 and 29. Salisbury is located on the southern edge of the City of Allentown and shares a eastern border with Fountain Hill Borough and the City of Bethlehem. The City of Bethlehem has recently seen major re-development along the old Bethlehem Steel site, which is located on the city's south side. Emmaus Avenue, which flows directly through Salisbury, provides a direct route to this redeveloped area. Along the Cedar Crest Boulevard (PA Route 29) corridor, the Lehigh Valley Hospital and the accompanying health industry has contributed to steady development, including new residential units around the Lehigh Valley's largest job market area.

### **Land Use Acreage and Trends**

Land use trends help depict a community's growth over time. Since the last Salisbury Comprehensive Plan in 1992, the Township has experienced a 4% growth in residential units and a 1% growth in public and quasi-public development. The largest changes in land use were a decrease in Agriculture and Undeveloped lands and an increase in Parks & Recreation lands (Table 3.1).

Table 3.1 Land Use Acreages - 2008

Land Use Categories	Area of the To	wnship in 1986	Area of the Township in 2008	
	Acres	% of Total	Acres	% of Total
Residential	2,370	33%	2,682	37%
Commercial	176	2%	147	2%
Industrial and Warehousing	65	1%	74	1%
Public & Semi-Public	266	4%	353	5%
Parks & Recreation	591	8%	1,342	19%
Agriculture & Undeveloped	2,914	40%	1,829	25%
Transportation and Utilities	827	12%	775	11%

Source: Lehigh Valley Planning Commission, 2010

#### Residential

Residential uses have grown by 4% or 312 acres over the past 22 years (Table 3.1). The total number of housing units have increased from 5,071 in 1990 to 5,281 in 2000, according to the U.S. Census. In 2009, Salisbury Township approved a total of 19 lots for subdivision. According to the Lehigh Valley Planning Commission, the number of households in Salisbury is forecasted to increase by 427 from 2000 to 2020.

Table 3.2 Selected Housing Characteristics - 2000

2000 Population	Total	Persons Per	Total Housing	Household
	Households	Household	Units	Forecast 2020
13,498	5,138	2.54	5,281	5,565

Source: U.S. Census Bureau, Lehigh Valley Planning Commission

#### **Single-Family Detached**

Single-family detached units are the most prevalent housing type within the Township. The western section of the Township is contiguous with the development of west Allentown but with higher home value prices. In the South Mountain area, new single-family detached housing units have been built sparingly due to the absence of central water and sewage connections and the large lot size requirements. Smaller lot sizes are found in the Emmaus Avenue and E. Susquehanna Streets corridor in comparison to both the western and South Mountain areas.



#### **Single-Family Attached**

Salisbury Township has relatively few single-family attached units (townhouses and twins). A few twin developments are located in eastern Salisbury, such as along the Emmaus Avenue corridor. A townhouse development exists along Bevin Drive near the South Mall.





### **Apartment Complexes**

Apartments involve units that are located above each other, as opposed to townhouses that are located side-by-side. Salisbury Township's largest apartment complex is Devonshire Apartments, located along Devonshire Road in the western portion of the Township. Devonshire Apartments consist of 232 units, which is the ninth largest apartment complex in the Lehigh Valley, according to LVPC as of April of 2010. This development is currently being expanded. Another large

apartment development is located west of Cypress Avenue. Salisbury has a total of seven apartment complexes that contain of a total of 567 units.

#### Manufactured (Mobile) Home Parks

Salisbury has two manufactured home parks located along the south side of Susquehanna Street (48 homes) and along the south side of Seidersville Road (19 homes).

#### Commercial

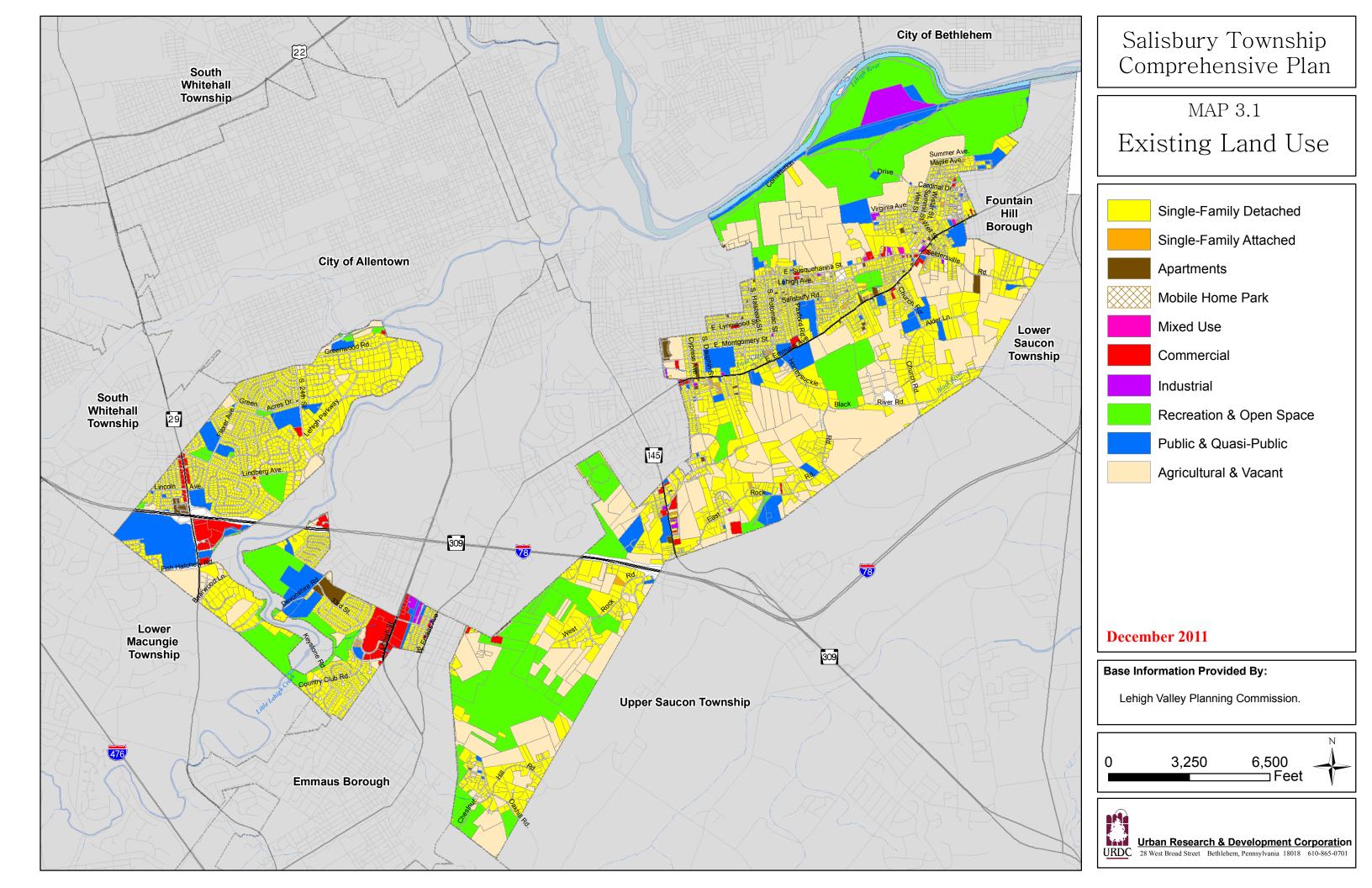
Commercial uses include retail stores, establishments that provide personal or business services and offices. According to Table 3.1, the proportion of commercial land in Salisbury has not changed since 1986. Salisbury Township has four different commercial corridors. The corridors relate to transportation routes and the extension of commercial development from the City of Allentown.

- <u>Cedar Crest Boulevard and Route 78/309</u> located in the northwestern portion of the Township, the majority of commercial uses are within the healthcare industry. Lehigh Valley Hospital is located on the western side of Cedar Crest Boulevard, while across the street are offices and other uses related to health care.
- Lehigh Street located in between the City of Allentown and Emmaus Borough, this corridor contains South Mall. South Mall has a variety of retail and food services that serve people throughout the Allentown region. Also located along this corridor is the "AutoMile", which is known for its



concentration of automobile sales and services.

- Route 145 centrally located within the Township, this corridor is a major connection from the City of Allentown to Route 78/309. There is not a large presence of commercial uses within the Township, but less than a 1/4 mile away in Allentown are large shopping centers and other retail services.
- <u>Emmaus Avenue and East Susquehanna Street</u> located in the eastern portion of the Township, this corridor has the highest density and is a direct connection from the City of Allentown to the City of Bethlehem. Small retail and service establishments are scattered throughout this area.



#### **Industrial Uses**

Salisbury includes very few industrial areas, with the exception of scattered uses along 31<sup>st</sup> Street and Route 145. Along Constitution Drive, there is currently an area zoned for industrial use. In the past this area has been underutilized because of its remote location and lack of access to a major highway. Industrial uses along the Emmaus Avenue and E. Susquehanna Street corridor are minimal and are consistent with light industrial uses. The majority of Salisbury residents that work in industrial uses work elsewhere throughout the Lehigh Valley.

Due to topography, central sewage and water issues and current zoning policies, Salisbury does not have the land available for new, major industrial uses. Table 3.1 identifies the Township as having a total of 74 acres, comprising only 1% of the total Township.

#### **Public and Semi-Public Uses**



The largest public and semi-public lands consist of the Salisbury Township School District properties. Other public and semi-public uses include churches, cemeteries, private schools, municipal buildings, hospitals and public utility companies. This section will be further detailed in *Chapter 5 - Community Facilities and Services Plan*.

#### **Parks and Recreation**

Within the Township, opportunities for recreation have doubled in the past two decades. Salisbury has added over 750 acres to its park and recreation lands. This feat has been accomplished through a combined effort by the Township, County, State, and non-profit organizations. Most notably, areas along South Mountain, Lehigh Mountain and Allentown's Lehigh Parkway, have been established as public recreational lands.

While the majority of these lands are passive recreation uses, the Township has also maintained, enhanced and added to its active recreation areas. The largest addition to Salisbury's active recreation park is the nearly 20-acre Lindberg Park. This section will be further detailed in *Chapter 5 - Community Facilities and Services Plan*.

### **Agriculture and Undeveloped**

Salisbury's agricultural and undeveloped lands comprise 25% of the total land within the Township. The total percentage of agriculture and undeveloped lands have fallen in the past two decades which has led directly to an increase in parks and recreation lands. Agricultural lands are located along Cedar Crest Boulevard, owned by the Lehigh Valley Hospital, Seidersville Road while other small tracts are dispersed throughout the Township. The largest undeveloped nonagricultural privately owned lands are located along South Mountain. Other key undeveloped lands include an open field used for parking in Waldheim Park and lands between Fountain Hill and Lehigh Mountain, and a farm along Cardinal Drive.



## **Existing Zoning**

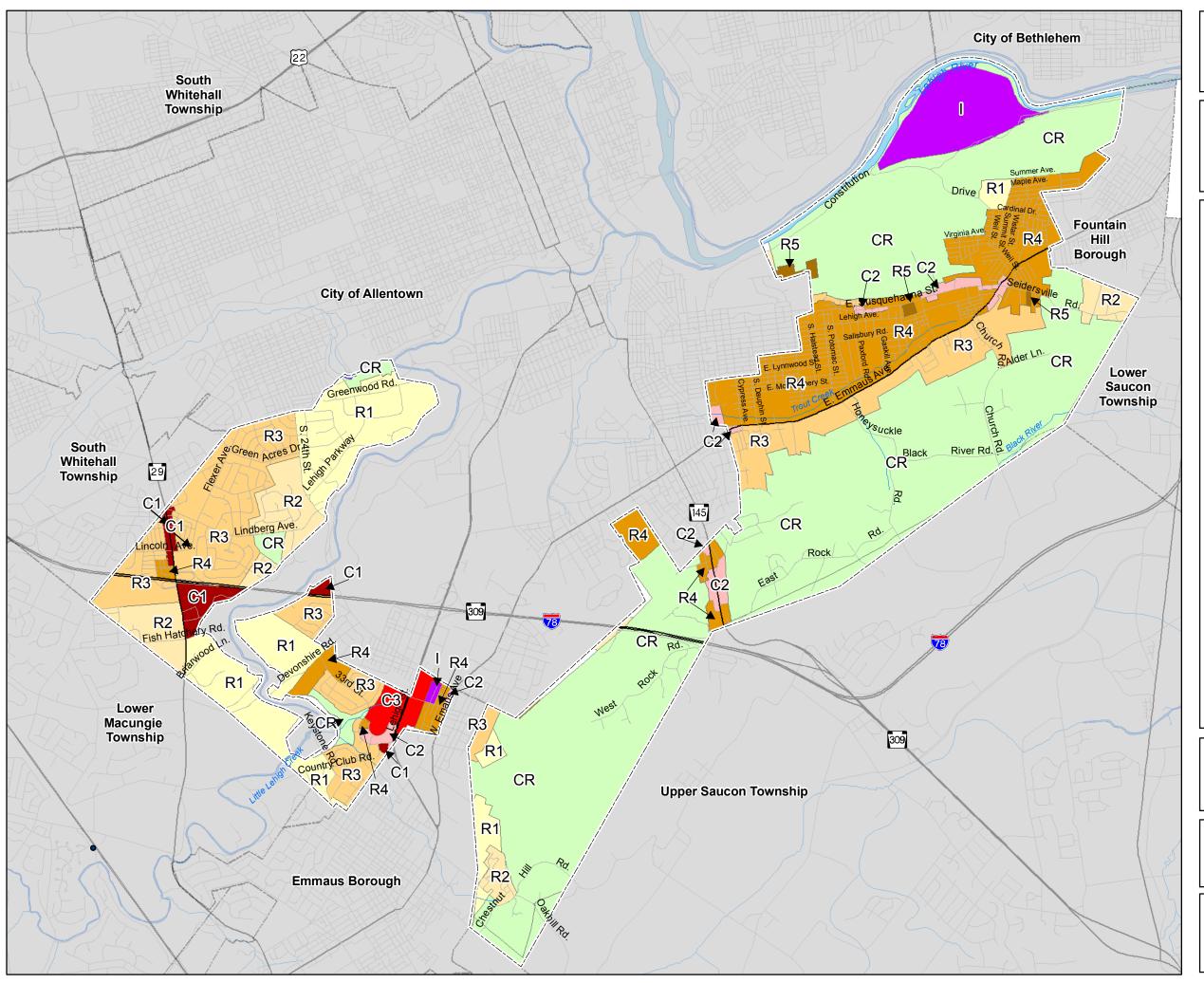
Land in Salisbury is divided into several different residential and business-oriented zoning districts (Map 3.2). The purpose, primary uses allowed, and general levels of density permitted in each district can be summarized as follows:

#### **CR- Conservation-Residential District**

The CR District is designed to help preserve steep slopes, woodlands and other sensitive natural features. Single-family homes are permitted in CR but only on lots of two or more acres. Much of the land zoned CR is on or around South Mountain and Lehigh Mountain.

#### **R1- Rural Residential District**

The R1 District is for single-family home development in a semi-rural setting. The minimum lot size allowed is one acre per home, except that homes are permitted on 30,000 square foot lots if the parcel is served by both public water and public sewers. Most R1 land in Salisbury is west of Emmaus Avenue with some also located near South Mountain and Lehigh Mountain.



# Salisbury Township Comprehensive Plan

MAP 3.2 Existing Zoning

R1 - Rural Residential

R2 - Low Density Residential

R3 - Medium Low Density Residential

R4 - Medium Density Residential

- Medium High Density Residential

**CR** - Conservation-Residential

- Office-Laboratory

- Neighborhood Commercial

- General Commercial

- Light Industrial

#### **December 2011**

#### **Base Information Provided By:**

Salisbury Twp. Zoning Ordinance, 1993 Lehigh Valley Planning Commission.

3,250

6,500





Urban Research & Development Corporation URDC 28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701

#### R2 - Low Density Residential District

The R2 District is similar to the R1 District except that single-family dwellings can be built on lots as small as 12,000 square feet if the parcel is served by both central water and central sewers. R2 area in Salisbury includes some land in the western portion of the Township and small areas off Chestnut Hill Road and Seidersville Road.

#### R3 - Medium Low Density Residential District

The R3 District permits twins and townhouses in addition to single-family homes. Minimum lot sizes go as small as 6,000 square feet per unit in the case of twins served by both central water and central sewers. The largest concentrations of R3 land in Salisbury are: a) along the south side of Emmaus Avenue between Seidersville Road and the point where Emmaus Avenue passes into the City of Allentown; and b) area north of Route 309 on both sides of Route 29.

#### **R4 - Medium Density Residential District**

The R4 District permits apartments in addition to the other residential uses allowed in R1, R2, and R3. Minimum lot sizes go as small as 4,500 square feet per unit in the case of apartments served by central water and sewers. By far, the primary R4 area in Salisbury is along the north side of Emmaus Avenue between Seidersville Road and the point where Emmaus Avenue passes into the City of Allentown.

#### R5 - Medium High Density Residential District

The R5 District is similar to the R4 District, except that R5 allows people to convert single-family homes into structures with two or more units. Another difference is that R5 permits manufactured home parks. R5 land in Salisbury includes an open area north of Susquehanna Avenue. and two existing manufactured home parks that are south of Seidersville Rd. and south of Susquehanna Avenue.

#### <u>C1 - Office Laboratory District</u>

The C1 District is designed to provide for offices and closely related commercial uses. Single-family detached homes are also allowed. There are three areas of C1 zoning in Salisbury: 1) at the southeast quadrant of the I-78/Cedar Crest Boulevard interchange, 2) at Fish Hatchery Road and Oxford Drive, 3) along Cedar Crest Boulevard north of I-78. and 4) an area that serves as a transitional buffer between heavier commercial areas and homes near Bevin Drive.

#### **C2 - Neighborhood Commercial District**

C2 allows most of the same business uses as C1 but also permits retail and service uses that help meet the day-to-day needs of nearby residential areas. Single-family detached homes and conversions of existing buildings into an increased number of dwelling units are also permitted. This district mainly include commercial portions of S. Pike Avenue, areas near the intersection of Broadway and Seiderville Roads, and areas along Susquehanna Avenue.

#### **C3** - General Commercial District

C3 permits a wide range of retail and service businesses within existing commercial areas. Salisbury's C3 zoning district is concentrated along both sides of Lehigh Street.

#### I Industrial

The Industrial district mainly exists in an area along Riverside Drive next to the County Corrections Facility, as well as a set of buildings between the railroad and Berger Street.

## **Adjacent Zoning and Land Use Policies**

Salisbury's current zoning classifications and the associated regulations in its zoning ordinance are consistent with the Land Use and Housing goals identified in the Township's 1992 Comprehensive Plan. Salisbury's zoning ordinance is also consistent with the Lehigh Valley Planning Commission Comprehensive Plan, which classifies Salisbury as a "Suburban Township" suitable for development with the exception of those parts of the Township on steeply sloped or floodprone land.

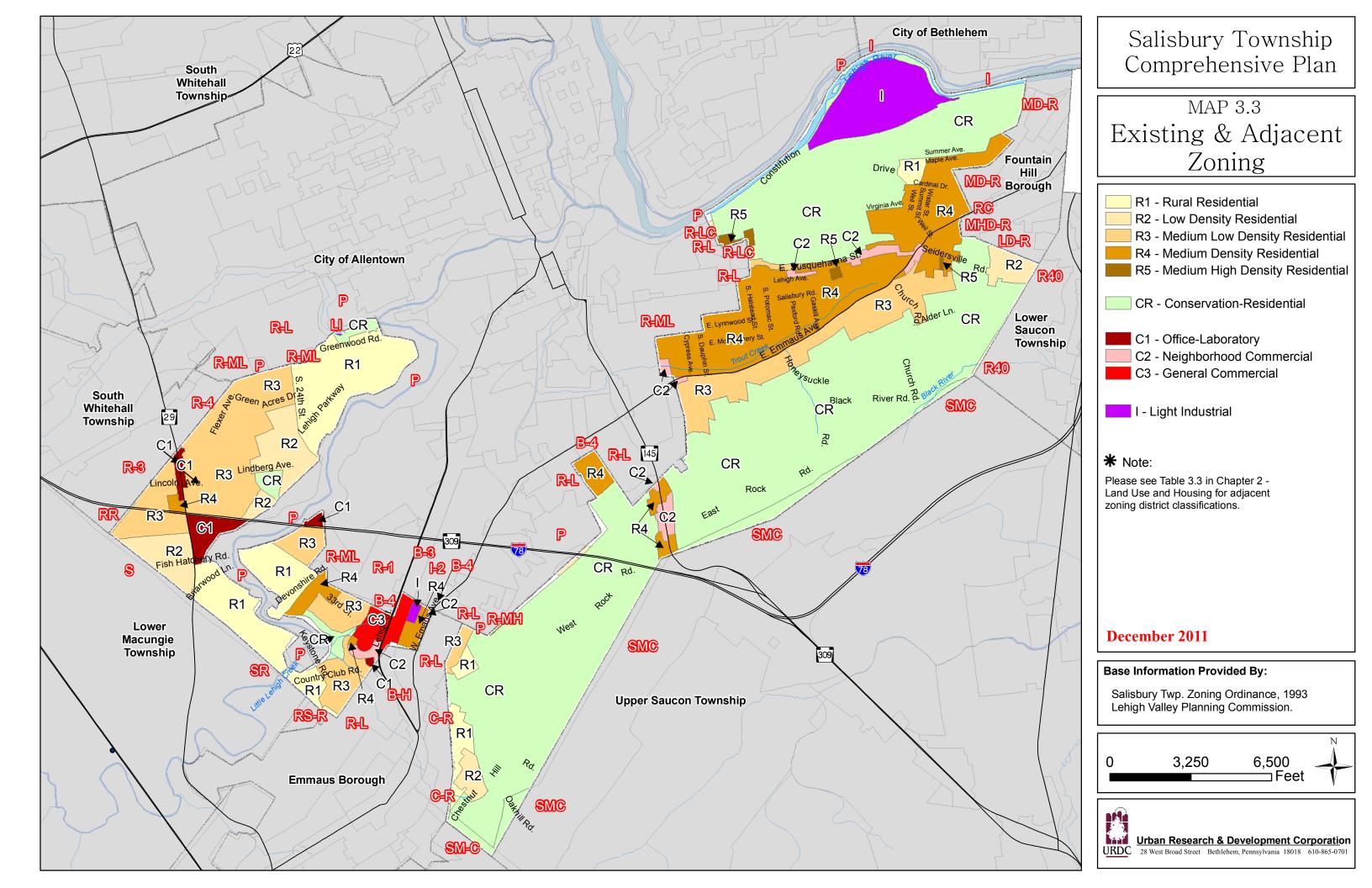
Because of Salisbury unique corporate boundaries, the Township is adjacent to nine different municipalities (Map 3.3). The accompanying map and table show the specific zoning districts that border Salisbury in each of these nine neighboring municipalities. In some cases, the nature of these neighboring zoning districts is the same as the adjacent Salisbury Township zoning district. In other cases the two side-by-side districts allow different types of uses at different densities.

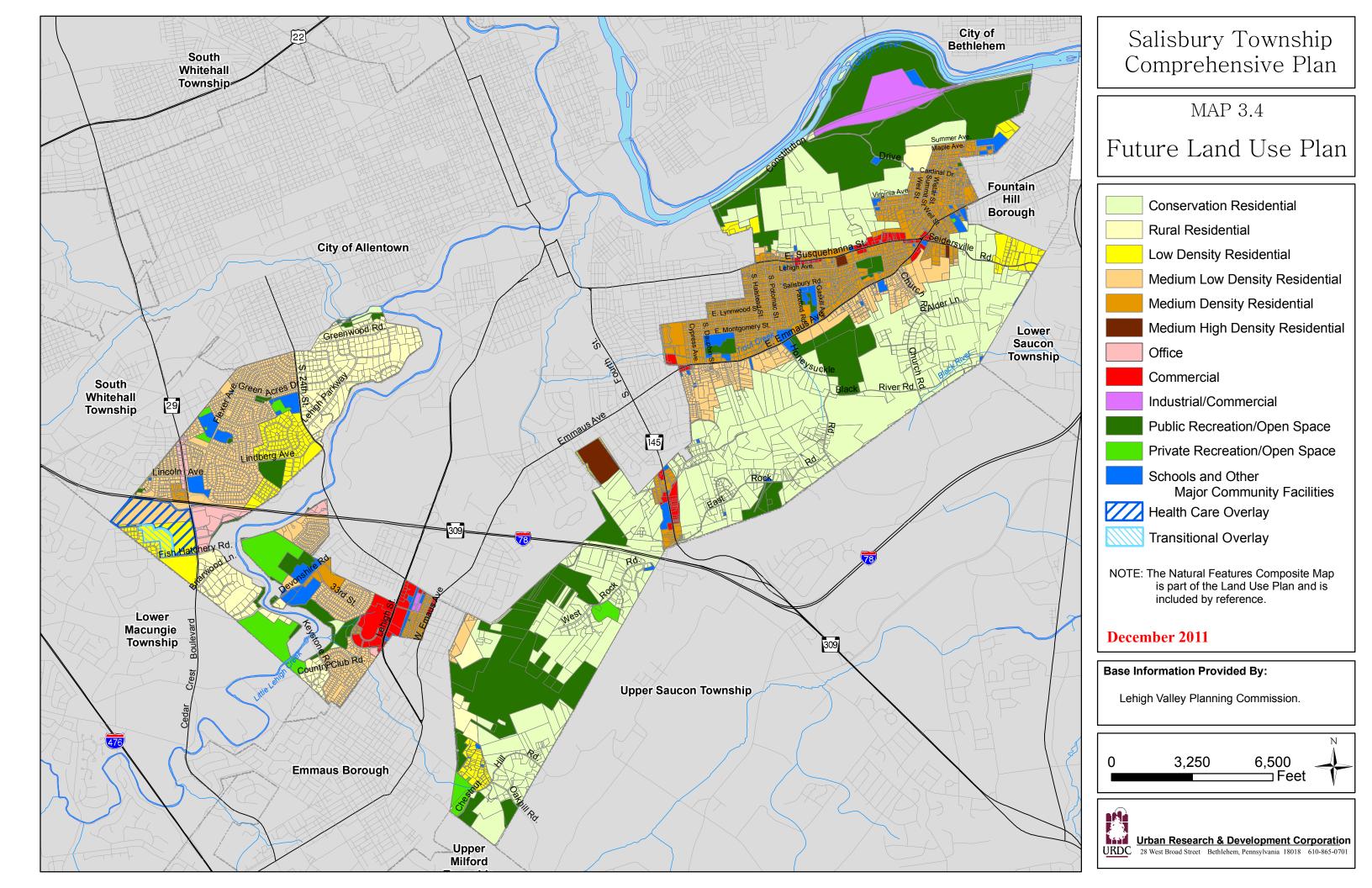
Table 3.3
Adjacent Municipal Zoning

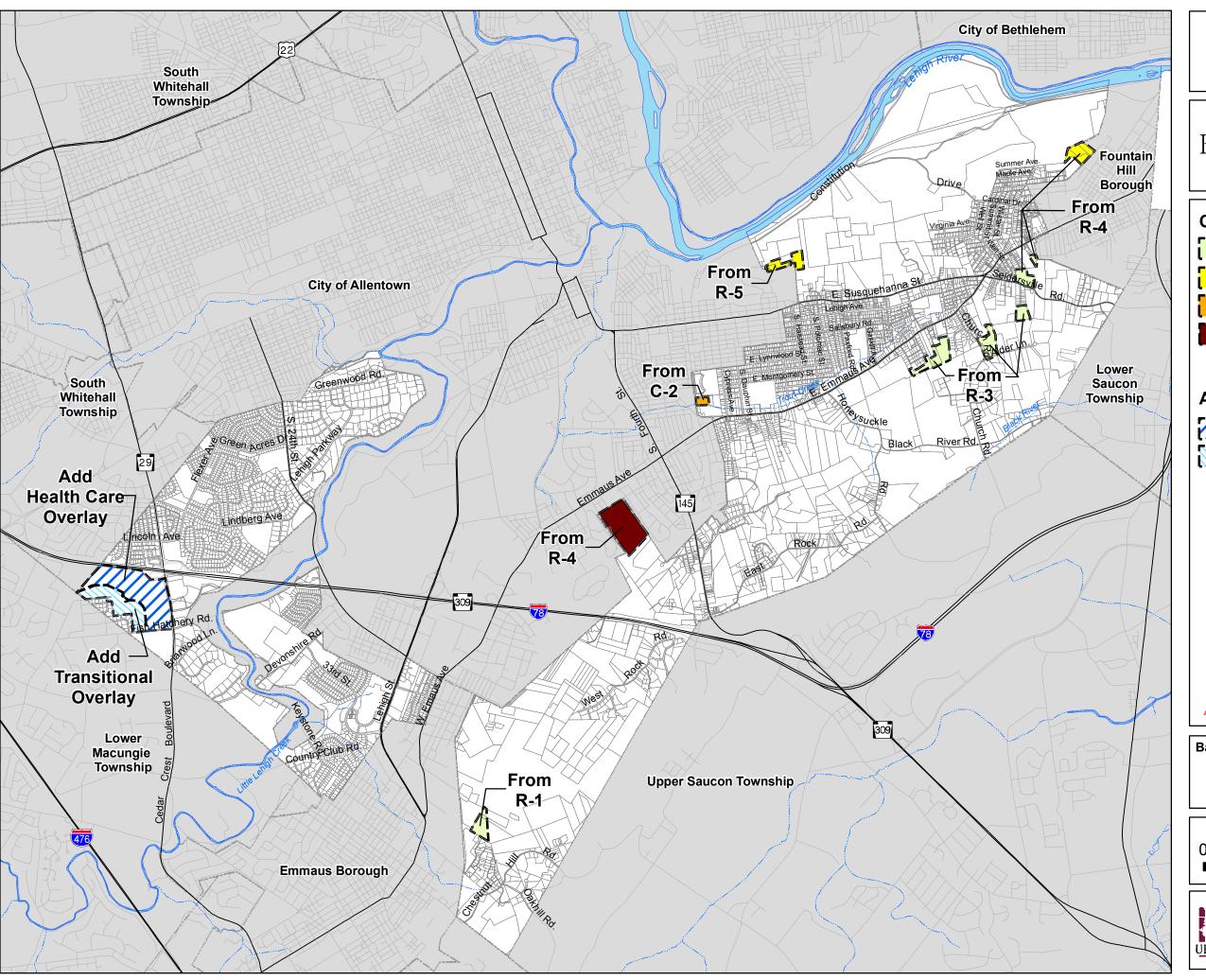
Municipality	Zoning District		
City of	Low Density Residential (R-L, R-LC)		
Allentown	Medium Density Residential (R-M, R-MP, R-ML, R-MCP)		
7 thento wh	High Density Residential (R-H, R-MH)		
	Business/Commercial (B/LI, B-1/R, B-2, B-3, B-4, B-5)		
	Industrial (B/LI, I-2, I-3)		
	Institutional and Government (I-G)		
	Park (P)		
City of	Low Density Residential (RR, RR-O, R-RC)		
Bethlehem	Medium Density Residential (RS, RG)		
Bethlehem	High Density Residential (RT, RM, RM-O)		
	Institutional (I, I-P, I-O)		
	Commercial/Business (CB, CG, CS)		
	Limited Commercial (CL, CM, CM-LTN, CMU)		
	Commercial/Recreation (CR)		
	Industrial (HI, PI, LI, IR, IR-F)		
Maniainalia.			
Municipality D. L. C	Zoning District		
Borough of	Commercial (B-C, B-H, B-L) Industrial (I-L)		
Emmaus	Planned Residential (R-P)		
	Low Density Residential (R-L)		
	Medium Density Residential (R-M)		
	High Density Residential (R-HO)		
	Conservation/Residential (C-R)		
Fountain Hill	Low Density Residential (LD-R)		
Borough	Medium Density Residential (MD-R)		
Dorougii	High Density Residential (HD-R, MHD-R)		
	Residential/Office (RO)		
	Residential/Commercial (RC)		
	Town Center (TC)		
	Commercial (GC)		
	Industrial (I)		
	Institutional (INST)		
<b>Lower Macungie</b>	Agricultural/Rural (A)		
Township	Rural (C)		
	Semi-Rural (SR)		
	Commercial (C)		
	Urban (U)		
	Suburban (S)		
	Industrial (I)		
	Office, Research, Light Industrial Center (O)		

Municipality	Zoning District		
Upper Milford	Agricultural Conservation (AC)		
Township	Conservation (CON)		
	Rural Agriculture (R-A)		
	Low Density Residential (R-SR)		
	Medium Density Residential (SR)		
	High Density Residential (VR)		
	Commercial (VC, C)		
	Industrial (I)		
Lower Saucon	Rural Agriculture (RA)		
Township	Low Density Residential (R80, R40)		
_	Medium Density Residential (R20)		
	High Density Residential (R12, UR)		
	Village Center (VC)		
	General Business (GB1)		
	Limited Commercial (GB2)		
	Office/Laboratory (OL)		
	Light Industrial (LI)		
	Light Manufacturing (LM)		
	Mobile Home (MH)		
Municipality	Zoning District		
<b>Upper Saucon Township</b>	South Mountain Conservation		
	Agricultural Preservation		
	Open Space Residential		
	Low Density Residential (R-1)		
	Medium Density Residential (R-2)		
	High Density Residential (R-3)		
	Commercial		
	Industrial		
	Enterprise		
South Whitehall Township	Low Density Residential (R-R, R-2, R-3)		
	Medium Density Residential (R-4, R-5)		
	High Density Residential (R-10)		
	Industrial (I, I-C-I)		
	Commercial (HC, HC-I, NC, GC, GC-I, CR, OC, HC-1)		

Source: URDC



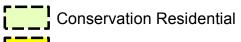


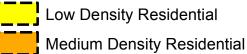


# Salisbury Township Comprehensive Plan

MAP 3.5 Future Land Use Plan Changes

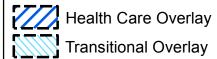
## **Change To**





Medium High Density Residential

## Add



## Augustl 2012

## **Base Information Provided By:**

Lehigh Valley Planning Commission.

6,500 \_\_\_\_Feet 3,250



Urban Research & Development Corporation

## **Land Use and Housing Goals**

- 1. Make sure that all development fully respects the natural features of the land, including steep slopes, wetlands, flood-prone areas, drainage channels, springs and seeps.
- 2. Continue to carefully regulate development on steeply sloped areas in order to avoid erosion, stormwater and flooding problems and to avoid excessively steep roads and driveways.
- 3. Emphasize compatibility between various land uses, particularly across municipal borders.
- 4. Protect the livability of residential neighborhoods, and minimize the speeds and amounts of through-traffic on local residential streets.
- 5. Promote various types of business development in appropriate areas to provide jobs and tax revenue, while avoiding new lengths of strip commercial development along major roads.
- 6. Continue to provide for growth of health care facilities, with proper measures to provide compatibility with nearby homes.
- 7. Provide for various types and densities of housing to address the needs of various types of households.

## **Future Land Use Plan Categories**

The Future Land Use Plan Map shows the proposed land use categories in various areas of the Township. In most cases, the Land Use Plan Map reflects existing zoning, particularly in areas that are most developed and unlikely to change. For that reason, the corresponding zoning district abbreviation is included after the name of each land use category.

A second map on a following page entitled "Future Land Use Plan Changes" highlights some of the land areas where the Future Land Use Plan Map differs from the current Zoning Map. The details of the Zoning Ordinance revisions will be decided as part of a follow-up process, after more detailed discussion, public input and additional public meeting and a public hearing. The Zoning Ordinance revisions will also address protection of natural feature protection matters wherever those natural features exist, to supplement the regulations in each zoning district.

The Future Land Plan Map also incorporates the Natural Feature Composite Map by reference. The Natural Features were not included on the Future Land Use Map solely to make the map readable.

#### **Schools and Other Major Community Facilities**

This category mainly includes public and parochial schools, fire stations and the Township Building. This designation is not intended to become a zoning category.

#### **Public Recreation/Open Space**

This category shows lands that are available for recreation by the public. The largest areas include Walking Purchase Park, Franko Park and the Wildlands Conservancy's South Mountain Preserve. In addition, the Lehigh Parkway stretches through western Salisbury, but it is not shown on the map because it is within the borders of the City of Allentown.

The only new public recreation land that is proposed is to seek that part or all of the School District owned parcel along the south side of Emmaus Av. east of Honeysuckle Rd. be acquired as public recreation land. This could be achieved through purchase by the Township (using an existing State grant), dedication of the southern half of the land as part of a clustered housing development, or other methods. If the southern half of the School District parcel would be acquired, it could be logically integrated into the Township's adjacent Franko Park.

#### **Private Recreation/Open Space**

This category shows existing privately owned recreation land, including the Lehigh Country Club, Boots and Saddles Riding Club (which is preserved by a conservation easement) and the Mountaintop Girl Scout camp on West Rock Road.

#### **Conservation-Residential (CR)**

These areas are designed to conserve preserve steep slopes, woodlands, wetlands, springs, seeps, important groundwater recharge areas and other sensitive natural features. These areas are mainly suitable for single family detached houses, with the size of the lot varying upon the natural features of the land. On a lot with few natural features, the minimum lot area should continue to be two acres. Much of the land zoned CR is on or around South Mountain and Lehigh Mountain.

#### **Rural Residential (R1)**

These areas mainly provide for single family detached home development in a semi-rural setting. The minimum lot area should continue to be 3/4 of an acre if public water and sewage is provided, and one acre if they are not. In many cases, steep slopes and/or septic system requirements may require larger lot sizes

#### Low Density Residential (R2)

These areas are primarily suburban in nature and mainly provide for single family detached houses. On areas without important natural features, the lot size for new homes should continue to be approximately 1/3 acre.

#### **Medium Low Density Residential (R3)**

Most of these areas consist of single family detached houses on 1/4 acre lots. Selected portions of these areas are intended to also provide for twins and townhouses. On areas without important natural features, these areas should allow four to six homes per acre. Most single family housing west of 24<sup>th</sup> St./Oxford Drive in Western Salisbury are within this category. These areas also currently allow hospitals and related uses with Zoning Hearing Board approval, and include most of the buildings of Lehigh Valley Hospital.

#### Medium Density Residential (R4)

These areas are intended to provide for most types of housing at four to nine homes per acre. Zoning standards need to carefully control the location of new buildings involving two or more apartments so that they do not intrude into blocks that are primarily comprised of single family detached houses. Most of the older residential areas in Eastern Salisbury are in this category.

#### Medium High Density Residential District (R5)

These areas are intended to allow for a full range of housing types at up to 10 homes per acre. These areas also are intended to meet the Township's legal obligations to offer opportunities for manufactured home parks at 4 to 5 homes per acre. These areas mainly include two existing manufactured home parks and the Waldheim Park property. Waldheim Park is a religious-based complex involving a summer worship center, cabins, grass parking and recreation areas. Many of the cabins suffer from septic system malfunctions or use outdated septic systems.

#### Health Care Overlay and Transitional Overlay (New Proposed Districts)

These are new proposed zoning districts that would address the main part of the Lehigh Valley Hospital Campus west of Cedar Crest Blvd., north of Fish Hatchery Road. These areas are intended to provide greater flexibility for taller buildings on land areas that are not near existing homes, such areas immediately adjacent to Cedar Crest Blvd. north of Fish Hatchery Road. A maximum building height of 8 stories is recommended on areas that are closer to I-78 and Cedar Crest Blvd. The intent is to allow for hospitals, nursing homes, hospices, health care educational uses, health care research, medical offices, administrative offices and similar health care uses.

Selected low-intensity uses of approximately 3 stories maximum height, such as a health care classroom building, should be allowed within the "Transitional Overlay" area that is proposed to be located east of existing homes, north of Fish Hatchery Road.

This proposal would retain current zoning regulations in areas owned by the Lehigh Valley Health Network that are south of Fish Hatchery Road. Currently, intense institutional uses are not allowed in this area. The intent is to reexamine these issues every 10 years and add additional areas allowing health care uses (such as south of Fish Hatchery Road on the west side of Cedar Crest Blvd.) in the future based upon need, traffic capacity and public discussion of a phased long-term development plan that should be provided by the Hospital.

Zoning provisions should be updated to provide for a logical transition between existing residential areas and new health care uses. A series of setbacks should be implemented, as measured from the lot line of an existing dwelling, such as: 1) a 300 feet wide building setback for a building of up to 3 stories; 2) a 500 feet wide building setback for buildings of more than 3 stories; and 3) a 100 feet wide setback for vehicle parking.

The existing requirements for a landscaped earth berm between existing homes and health care uses should be strengthened, such as requiring a berm with a ten feet minimum height and taller initial plantings. The berms and landscaping along the entire residential boundary should be upgraded where needed to provide an effective visual screen whenever a new principal building is proposed.

#### Office Laboratory (C1)

These areas provide for offices, nursing homes, personal care homes and closely related commercial uses. Single-family detached homes are also allowed. These areas include offices at Fish Hatchery Road and Oxford Dr., the Cedar Crest Professional Center along the east side of Cedar Crest Blvd. south of I-78, areas along Cedar Crest Blvd. north of I-78, and an area that serves as a transitional buffer between heavier commercial areas and homes near Bevin Drive.

#### **Neighborhood Commercial (C2)**

These areas are intended to provide for a mix of commercial uses, except the most intensive uses. The main goal is to meet the day-to-day needs of nearby residential areas. These areas mainly include commercial portions of S. Pike Avenue, areas near the intersection of Broadway and Seiderville Roads, and areas along Susquehanna Avenue.

#### **General Commercial District (C3)**

These areas provide for a wide range of retail and service businesses within existing commercial areas. These areas include the South Mall and adjacent areas along Lehigh Street.

#### **Industrial (I)**

The Industrial areas mainly exist in an area along Riverside Drive next to the County Corrections Facility. Another Industrial area along Berger Street should also provide for some commercial uses, in addition to industrial uses.

### **Other Land Use and Housing Recommendations**

1. Update development regulations regarding natural features, particularly to address seeps, springs and similar features and to avoid increased flooding or harm to water quality.

Update the Township's development regulations, including zoning district boundaries as appropriate, to carefully protect seeps, springs, wetlands and similar natural features, and to avoid increased flooding or harm to water quality.

2. Work with the Wildlands Conservancy and other entities to preserve the most environmentally sensitive lands in permanently preserved open space.

It would be desirable to preserve additional environmentally sensitive lands along the South Mountain, Lehigh Mountain, Lehigh River and Trout Creek. This could be accomplished through purchase of land (such as using state or county grants). Alternatively, the conservation easements can be purchased for sensitive lands, in which the land remains privately owned and privately maintained, but cannot be further developed. A property owner might also be convinced to donate a conservation easement or to sell an easement at a



reduced price, in return for federal income tax benefits.

3. Adjust the boundaries of the Conservation-Residential zoning district in selected locations to reflect the availability of more detailed mapping of slopes.

Much more detailed mapping is now available of topographic contours than was available during previous zoning changes. The Land Use Plan Map recommends certain adjustments to the CR Conservation-Residential zoning district to include lots in the district that are mostly comprised of very steep slopes.

4. Require a larger minimum tract size for new twins, townhouses and apartments in the R-4 zoning district to avoid incompatible infill development.

Certain areas within eastern Salisbury Township are zoned R-4 that are primarily comprised of single family detached houses. The R-4 district allows a mix of housing types. Twins, townhouses and apartments are needed, but are not appropriate within one lot in the middle of a block of single family detached houses. A larger minimum amount of land (a "Tract Size") should be required before these other housing types can be built.

5. Provide additional zoning incentives for housing that is limited to persons aged 55 and older.

The Federal Fair Housing Act Amendments generally prohibit discrimination in housing based upon the ages of occupants. However, this law does allow housing that is limited to at least one person age 55 and older. Density incentives should be offered for housing that is limited to at least one resident age 55 or older, provided there are no residents age 18 or younger. A higher density and smaller setbacks are logical for age-restricted housing because it typically involves fewer persons, less traffic, less parking need, less water usage and less sewage usage than other types of housing. Age restricted housing also usually offers a very positive financial benefit to a school district.

6. Consider long-term alternatives for the future of Waldheim Park, which may involve the extension of public sewage service.

Waldheim Park was built as a religious camp, with outdoor facilities for religious services, recreation areas and bungalows for persons visiting during the summer. However, the individual septic systems are inadequate for the current use. It would be desirable to extend public sewage service to the site. The zoning ordinance should continue to offer alternatives if the owners decide to consider redevelopment.

# 7. Seek to preserve the majority of the School District-owned land along Emmaus Avenue.

Salisbury Township has been seeking to preserve an area of approximately 50 acres of undeveloped land along the south side of Emmaus Avenue that is owned by the School District. If the purchase of the land as parkland cannot be not achieved, and if the School District moves forward to sell the land for development, then any development should occur in a clustered-arrangement that would preserve the majority of the land. Many areas of the tract are steeply sloped or poorly drained.

This land would be particularly valuable for recreation (other than athletic fields) because it is used by the high school cross country team and because it connects to the Township's Franko Park to the south.

8. Use "access management" regulations (as recommended by the Lehigh Valley Planning Commission) to properly manage the locations and design of new driveways onto major roads.

The goal is to allow through roads (such as Emmaus Avenue) to continue to safely and efficiently serve through-traffic without conflicts from too many high volume driveways. PennDOT controls the specific design of driveways onto State roads, but the Township can use its ordinances to influence the number, location and spacing of driveways.

The Township also should continue to use its zoning authority to avoid new strip commercial development along major roads, which can result in traffic congestion and safety problems.

Ideally, new lots along major roads would have driveways that first enter onto a local street, and then the local street enters onto the major road at a carefully selected location that has excellent sight distances.

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### ENVIRONMENTAL CONSERVATION PLAN

Salisbury Township includes extremely important natural resources, including the mostly wooded Lehigh and South Mountains. The hydrology and other natural resources of Salisbury have great impacts upon the quality and quantity of groundwater and surface waters in the region. In particular, where groundwater reaches the surface at springs and seeps, it greatly impacts creeks and rivers and feeds into wetlands and other habitats. Salisbury Township is a stopping point for a wide variety of migratory birds, and a home and breeding grounds for many other species of birds and wildlife.

Salisbury Township includes the headwaters of the Saucon and Trout Creeks. The Trout Creek and many other areas drain to the Little Lehigh Creek, which is a major drinking water source for Salisbury and Allentown. Other areas in drain directly to the Lehigh River. The mountains and areas at the base of the mountains are particularly critical for recharge of the groundwater supplies.

The Lehigh County Conservation District in 2011 completed a Natural Resource Inventory (NRI) for Salisbury Township. That effort provided detailed mapping and analysis of many natural resources, including water resources, water quality, birds and habitats. A full copy of that report is available on the Township's website.

### **Prime Agricultural Soils**

The United States Department of Agriculture (USDA) rates soil types for their ability to support crop farming. Soils most conducive to producing food and sustaining high crop yields are given the designation of "prime" and are rich in nutrients, well drained and permeable, as well as resistant to erosion. Prime agricultural soils typically have gently rolling to flat topography. The USDA further assigns a soil rating, from Class I through Class VII, to estimate the average productivity of different soil types for crops.

Most of the prime agricultural soils in Salisbury Township have been developed or approved for development. The main remaining areas are lands along Cedar Crest Boulevard that are owned by the Lehigh Valley Health Network and several areas in eastern Salisbury, including an area of land along Cardinal Drive and areas off of Seidersville Road. There also are scattered areas of agricultural use and undeveloped prime soils in eastern Salisbury. Most of the prime agricultural soils in Salisbury are in the Linden, Duffield, and Washington soil series.

The Pennsylvania Municipalities Planning Code authorizes municipalities to use zoning to "preserve prime agriculture and farmland considering topography, soil type and classification and present use." The Wildlands Conservancy reports that approximately 160 acres of land in Salisbury was farmed, as of 2009. Most of the soils in this category in Salisbury Township are in the Linden, Duffield, and Washington soil series.

State regulations allow for the creation of Agricultural Security Areas (ASA). ASAs serve several purposes, including:

- 1) to provide legal protection for farmers from nuisance complaints and ordinance enforcement that may arise from normal farming practices,
- 2) to make property-owners eligible, if they wish, to apply to have the County purchase the development rights to permanently preserve their land, and
- 3) to make government condemnation of land much more difficult.

To establish an ASA, property-owners would first voluntarily sign a form requesting that there land be included in an ASA. The Township would then need to follow a series of procedural steps to establish the ASA, including forming an Advisory

Committee and a vote by the Board of Commissioners.

COMMONWEALTH OF PENNSYLVANIA



The State Department of Agriculture publishes an "Agricultural Security Areas Handbook" that lists all of the procedures and requirements for establishing an ASA. One entire section of that Handbook addresses how to establish an ASA that includes two municipalities.

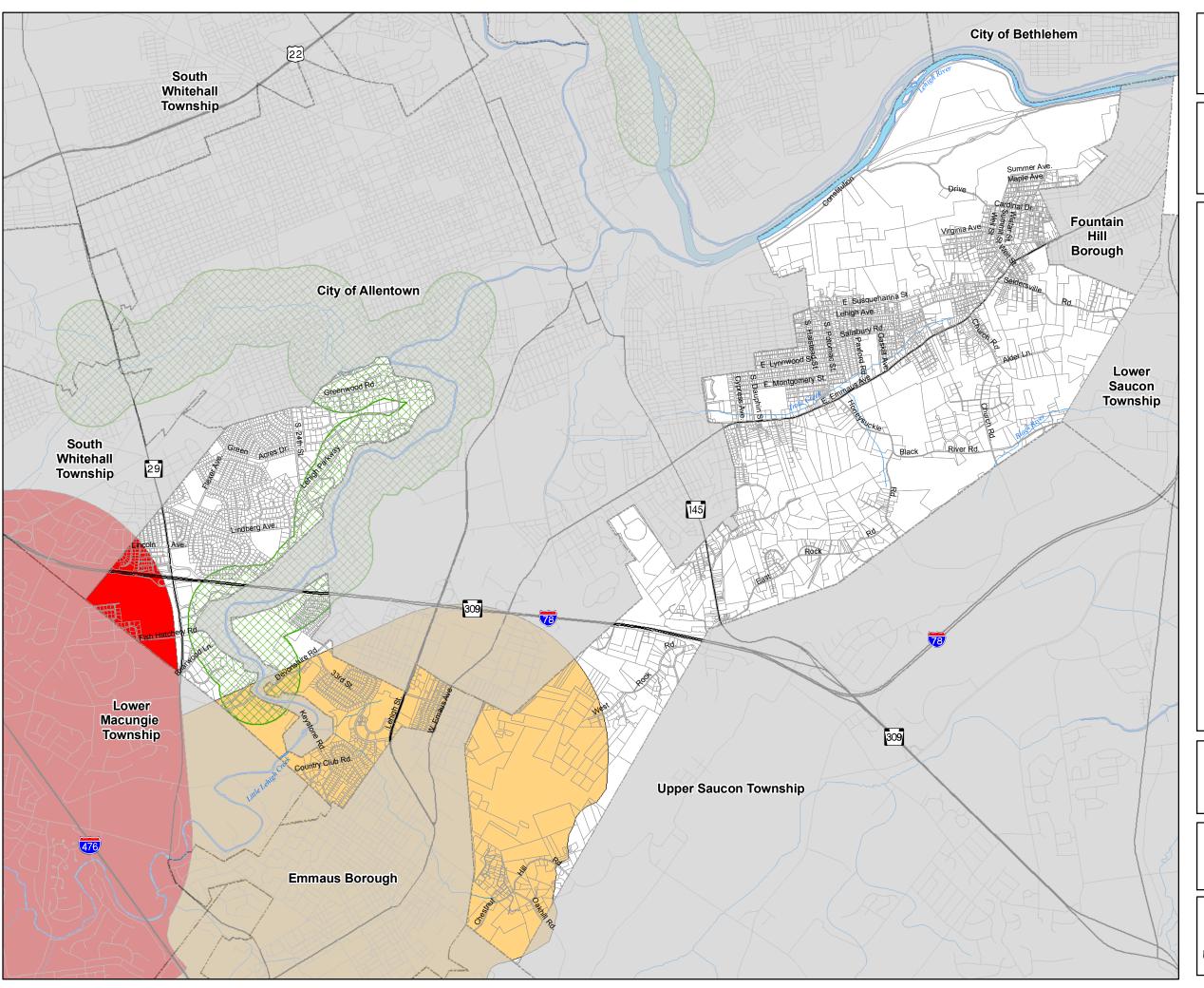
#### AGRICULTURAL SECURITY AREA

An ASA needs to include a minimum of 250 acres, with each parcel including at least ten acres. The lands do not need to be contiguous. Salisbury Township would probably need to participate in a joint ASA with an adjacent township to meet this requirement.

Many landowners have difficulty earning a full-time living from farming. Consideration should be given to offering additional flexibility in zoning regulations for parcels that are farmed and include more ten acres. The goal is to allow opportunities for a landowner to general additional income to make it easier to keep the land mostly undeveloped. The intent is to allow a wider variety of small business uses and a greater intensity than is now allowed as a home occupation, but with proper controls to avoid conflicts with neighboring homes.

## Geology

Much of the history of Salisbury Township is defined by its underlying rock formations. For centuries prior to European settlement, jasper was mined and even exported by Native Americans. This activity helped contribute to the health and vitality of the local Lenni Lenape tribe. Iron ore, limonite and magnetite were later quarried throughout the Township and contributed to the Industrial Revolution. Sandstone taken from the north slopes of South Mountain was used in buildings of Lehigh University, Moravian College, Bethlehem and Allentown.



# MAP 4.1 Source Water Protection Areas

PublicWater Authorities



Lehigh County Water Authority Zone III



Emmaus Borough Public Water Authority Zone III



City of Allentown - Zone A

## **December 2011**

### **Base Information Provided By:**

Lehigh Valley Planning Commission.

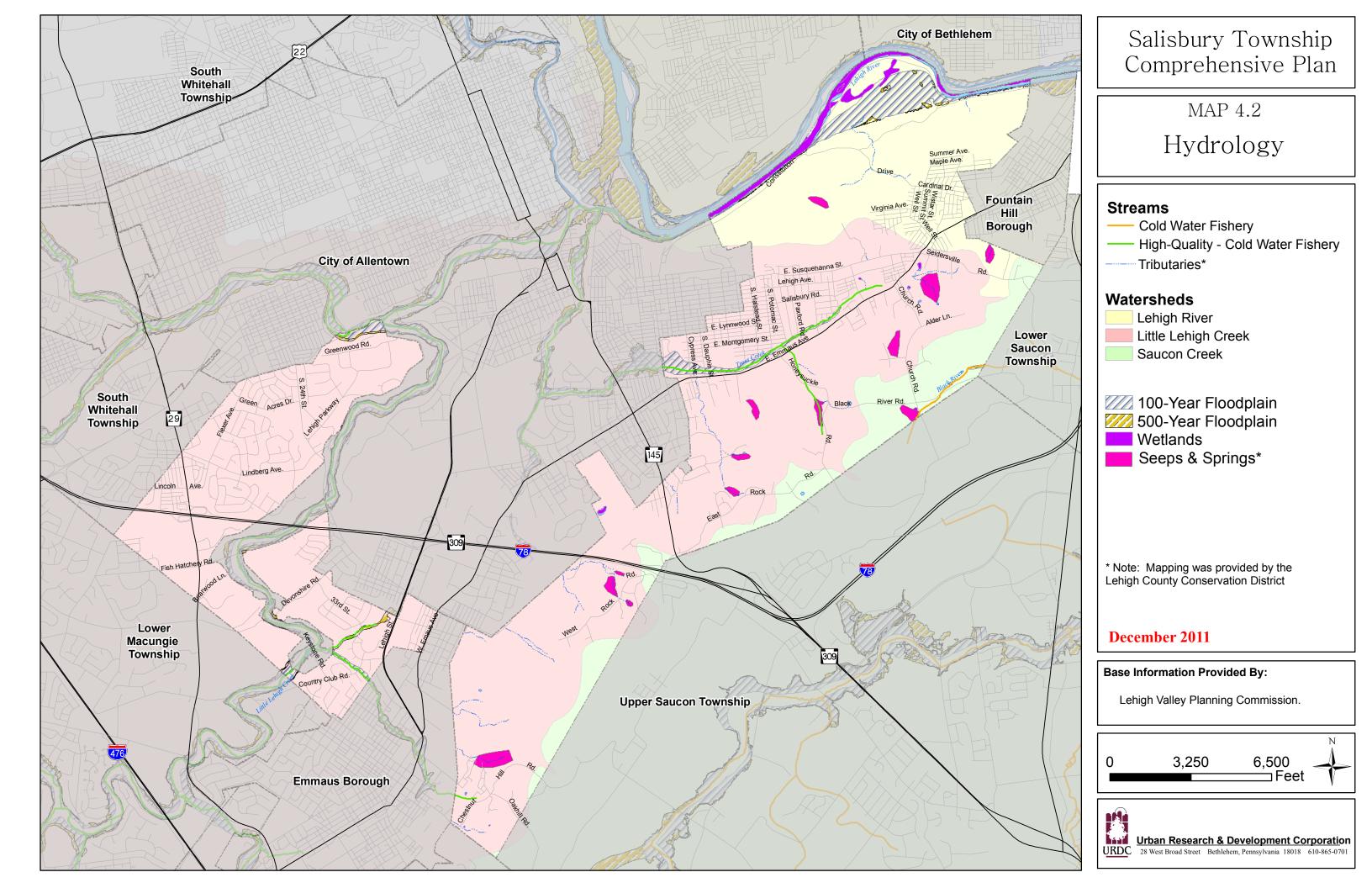
3,250

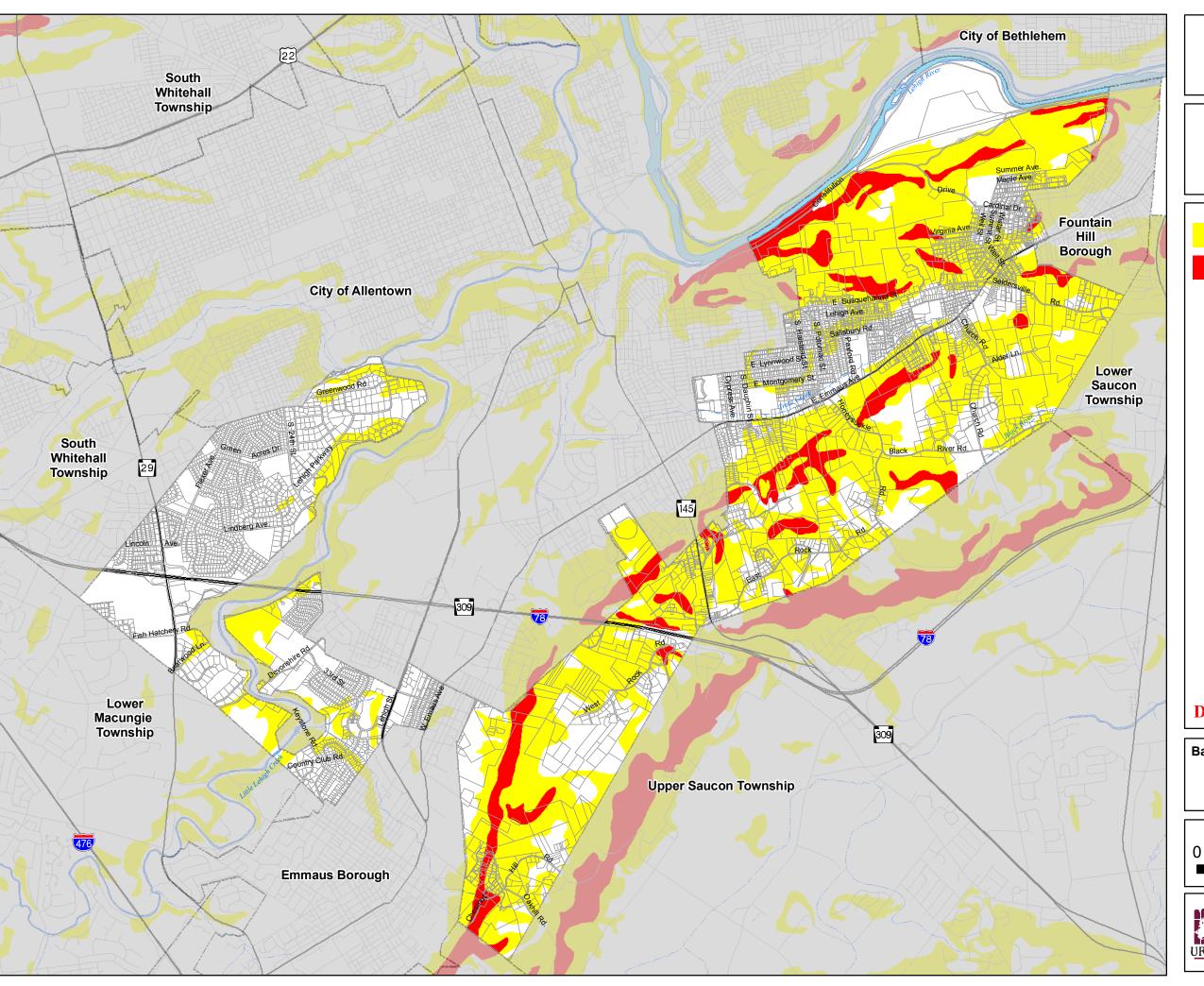
6,500

\_ Feet



URDC URDC Urban Research & Development Corporation 28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701





MAP 4.3 Steep Slopes

Slopes 12-25% Slopes 25% and greater

### **December 2011**

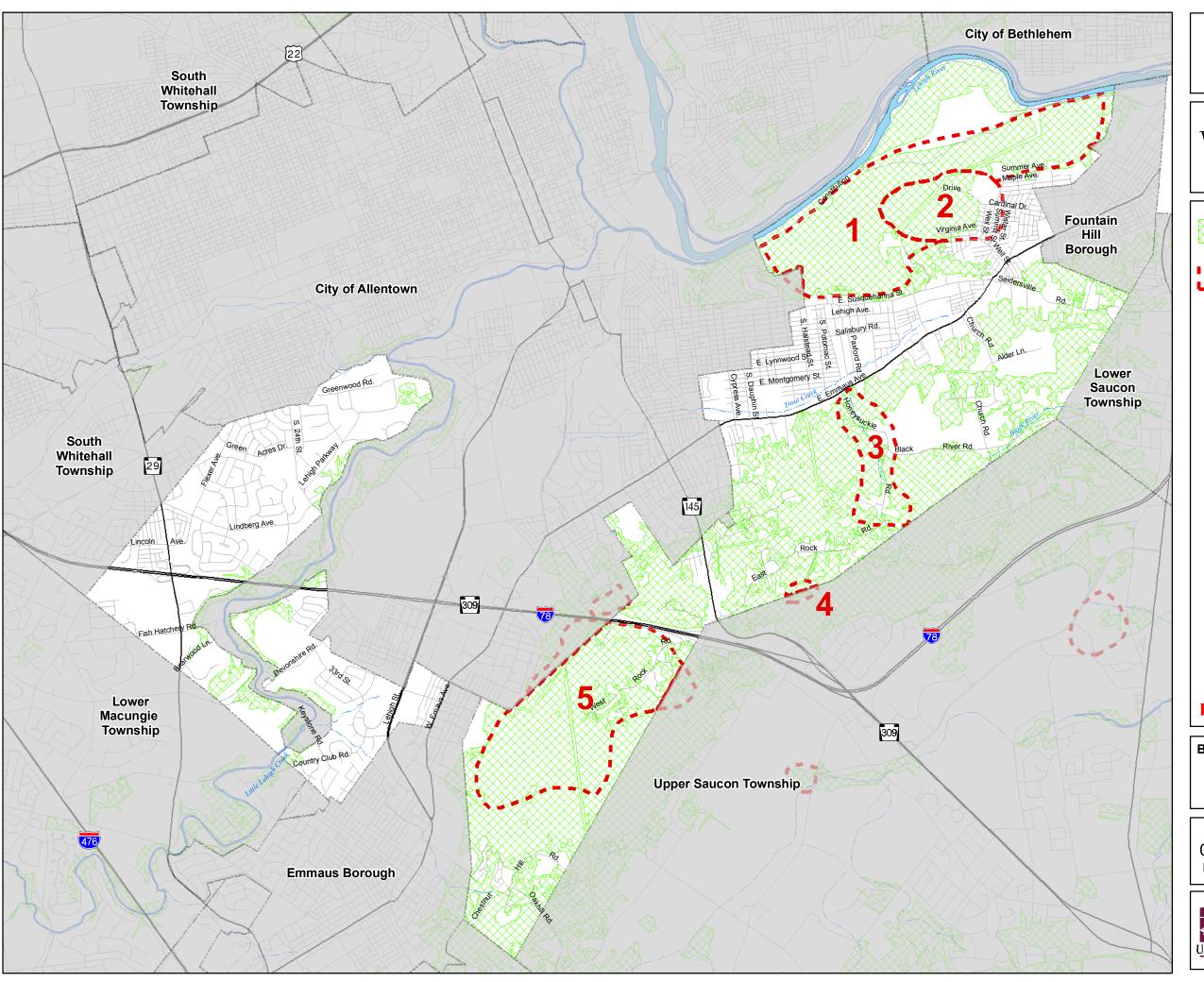
### **Base Information Provided By:**

Lehigh Valley Planning Commission.

6,500 Feet 3,250



URDC URDC Urban Research & Development Corporation
28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701



MAP 4.4 Woodlands & Unique Natural Areas

## Woodlands



## Unique Natural Areas

- 1 Lehigh Mountain2 Lehigh Mountain Seeps
- 3 Gauff Hill
- 4 Bauer Rock
- 5 Robert Rodale Reserve

## **December 2011**

### **Base Information Provided By:**

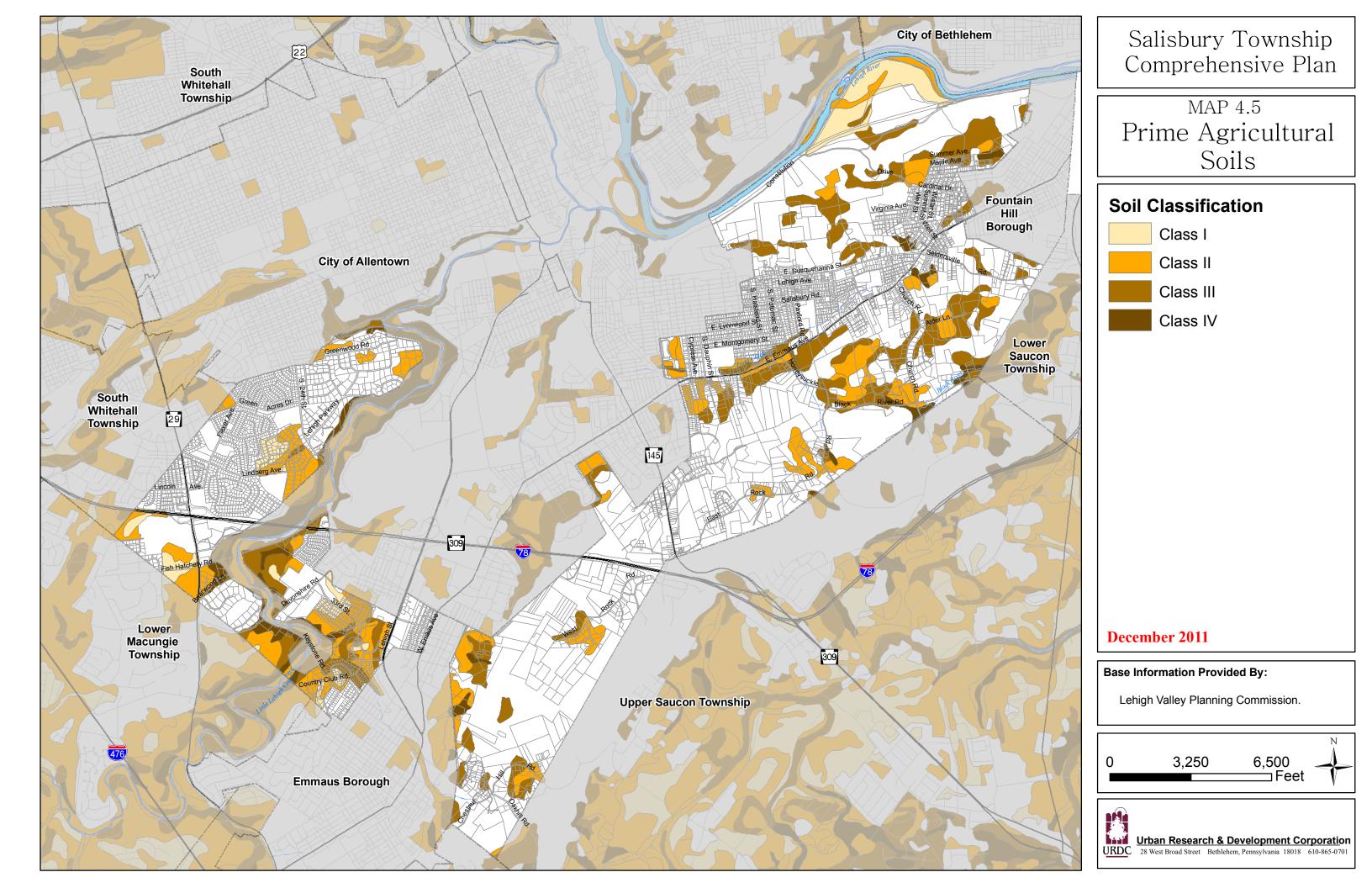
Lehigh Valley Planning Commission.

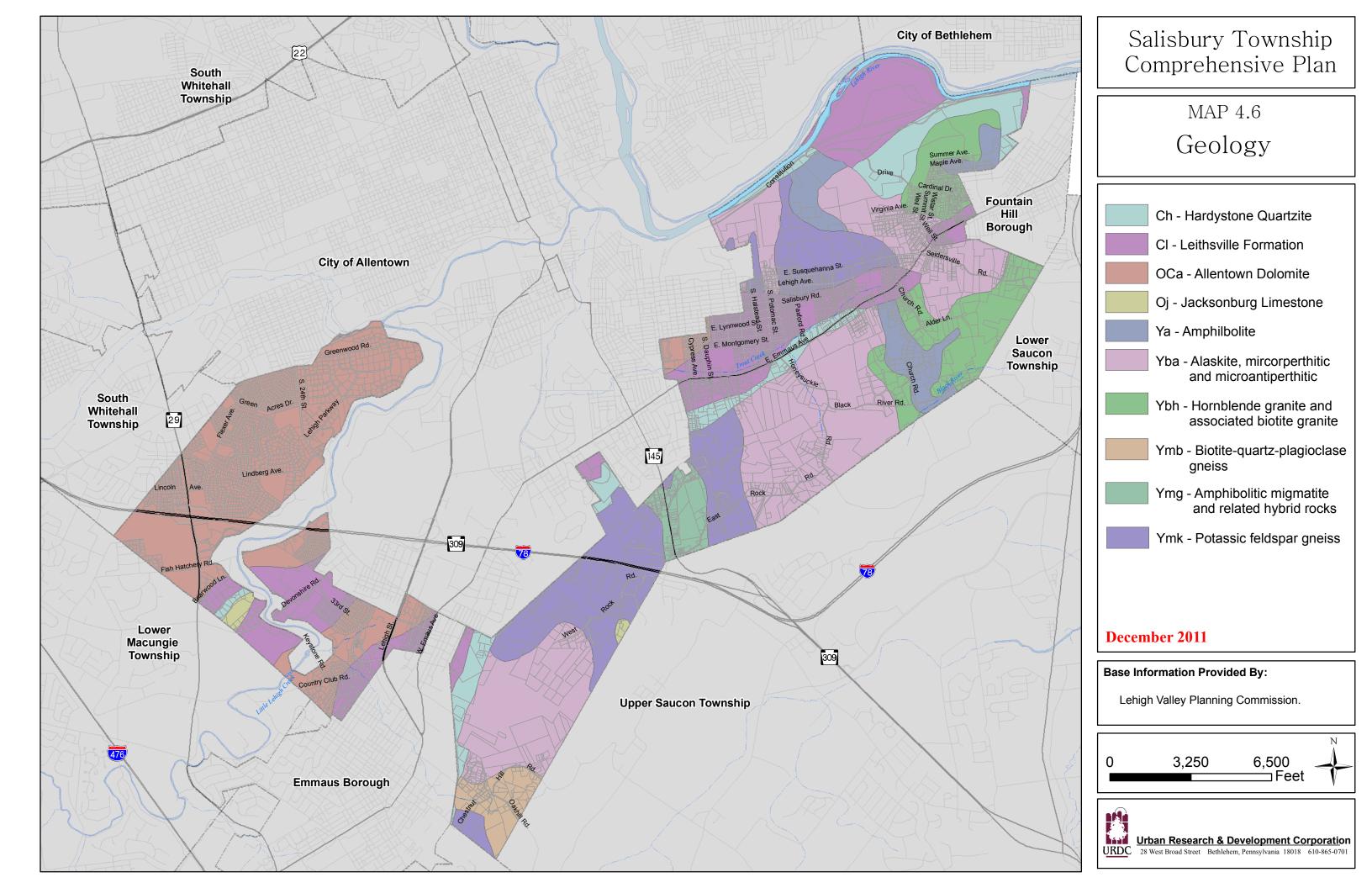
3,250

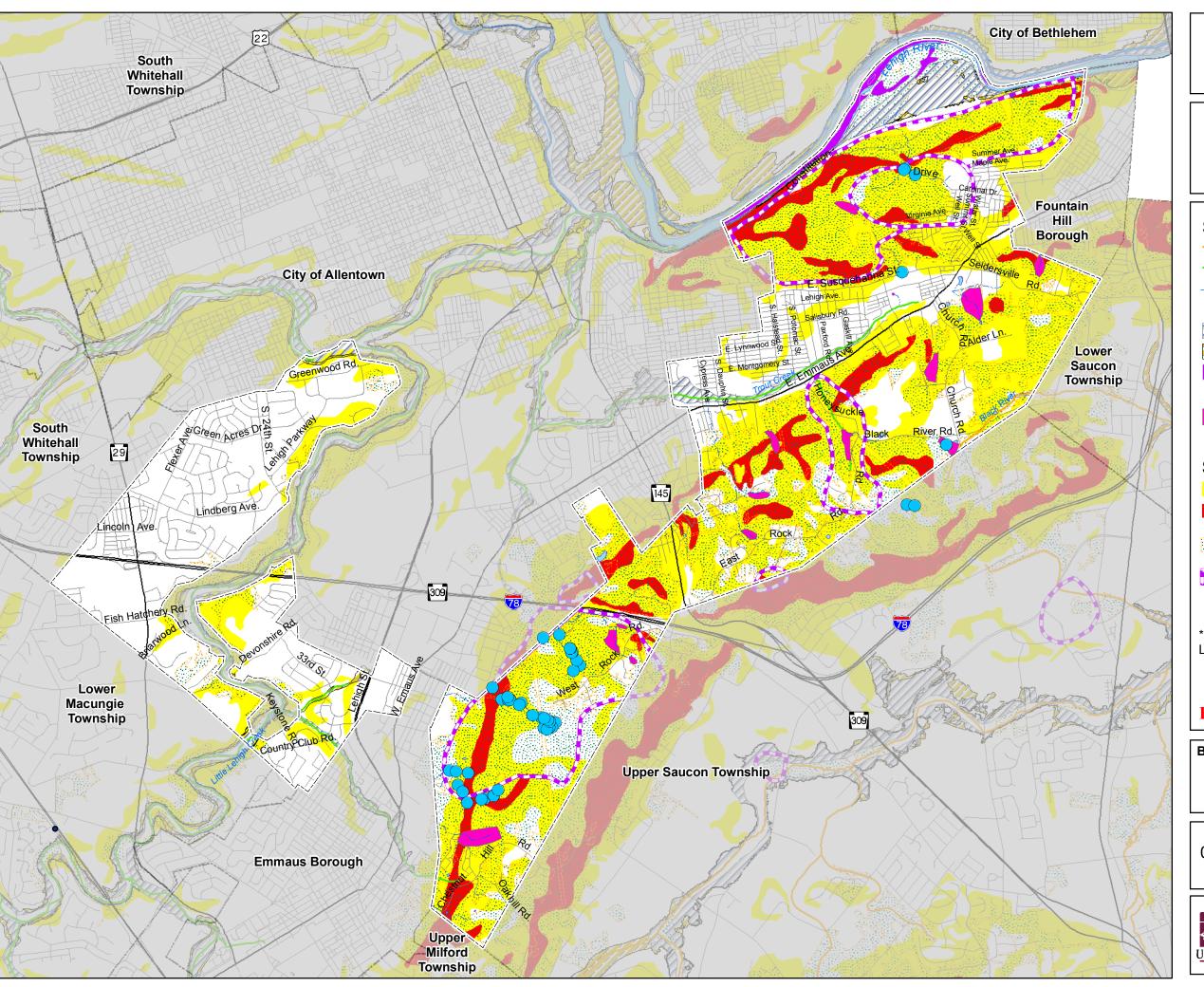
6,500 \_\_\_\_Feet











# MAP 4.7 Natural Features Composite

## **Stream Quality**

- Cold Water Fishery
- High-Quality Cold Water Fishery
- Tributaries\*
- 100-Year Floodplain
- 500-Year Floodplain
- Wetlands
- Seeps & Springs
- Predicted Seeps & Springs\*

### **SLOPE**

- 12 25%
- 25% and greater
- Woodlands
- Natural Areas

\* Note: Mapping was provided by the Lehigh County Conservation District

### **December 2011**

### **Base Information Provided By:**

Lehigh Valley Planning Commission.

3,250 6,500 Feet



URDC URDC URban Research & Development Corporation 28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701

Today, the geology of the township hinders or supports development. The geology is comprised of the upper and lower plate of a Blue Ridge Province thrust fault, with the pre-Cambrian age granite, gneiss, and amphibolites forming the rocks of the South Mountain. The valley bottom is comprised of Cambrian limestone and dolomite formations. along the base of the South Mountain, iron mines and jasper cliffs are found in the Hardystone Quarzite Formation.

Sinkholes are typically prevalent in karst/limestone areas, most of which were comprised of farmland before they were developed. The limestone geology results in creeks and springs of unique quality, which provide the region's drinking water supply through the Little Lehigh Creek, Schantz Spring on Schantz Road in Upper Macungie, and Crystal Spring in Allentown.

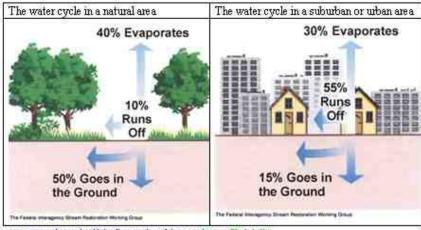
The Geology Map shows the locations of various geological formations in Salisbury Township.

### **Water Resources**

Understanding the hydrology of a landscape and the science of underground, surface and atmospheric quantity and quality of water is critical. Proper protection of underground and surface

waters needs to be addressed in development regulations to protect water quantity and water quality. Various intensities and methods of land development greatly affect the ability of rainwater to be recharged into the groundwater, or to result in increased stormwater runoff.

Many types of water resources are shown on the Hydrology Map, including many previously unmapped watercourses based



www.mmsd.com/wql/pics/impervious1 jpg water quality injatiye

upon work by the Lehigh County Conservation District. However, the Conservation District notes that not every watercourse or water feature has been mapped because they were not able to access many privately-owned lands.

From the enjoyment of its scenic or historic resources to the dependence on it for economic survival, a major body of water should be considered an asset carefully regulated. Protection of water quality is an utmost concern. Pennsylvania's *Chapter 93: Water Quality Standards* establishes ratings for rivers and streams with outstanding water quality that allow the Pennsylvania Department of Environmental Protection to protect, maintain and restore the quality of water. Streams and rivers with High Quality (HQ) or Exceptional Value (EV) rankings have sufficient data to suggest that the water chemistry, and biology, support and sustain native trout habitat and nationally valued outdoor

recreation opportunities. These waterways are afforded greater standards of protection from the impacts of development, discharge, and degradation than other waterways.

Salisbury stretches across three major watersheds: the Little Lehigh Creek, the Saucon Creek, and the Lehigh River. The Trout Creek, the major stream flowing through the township, is a tributary to the Little Lehigh Creek. The Little Lehigh Creek (including its tributary Trout Creek), and all the headwaters streams draining into the Little Lehigh, are designated High Quality Cold Water Fishery. The Black River (a tributary to Saucon Creek) and several other small headwaters tributaries to the Saucon Creek are designated Cold Water Fishery, as are the direct tributaries to the Lehigh River. The Lehigh River itself is designated Warm Water Fishery. Analysis by the Lehigh County Conservation District, as part of the Natural Resources Inventory of Salisbury Township, revealed nearly 22 tributaries which had been previously unnamed and unmapped, which are shown on the Hydrology Map.

Watershed	Acres
Little Lehigh	136
Saucon Creek	596
Trout Creek	2574
Lehigh River	5,208

While flooding can enrich the soil along undeveloped flood-prone areas, it can be disastrous along developed segments. Township regulations control the construction of buildings and other activities within the "100 Year Floodplain." The 100 Year Floodplain is mapped by the Federal Emergency Management Agency and is intended to show the extent of lands that would be flooded during the worst flood expected in an average 100 year period. However, recent experience has shown that severe storms have become more common that was previously predicted by FEMA.

"Riparian buffers" are important along creeks and rivers to filter out pollutants before they reach the waterways and to maintain high quality aquatic habitats and water quality. Vegetated buffers of trees and thick understory vegetation should be preserved and/or planted along creeks and the Lehigh River. This vegetation also reduces erosion and stabilizes streambanks. Buildings and paving should continue to be required to be setback sufficient distances from waterways. The first 25 feet from the bank of a waterway should not be disturbed at all except for activities to restore and replant the area. Within the next 50 to 100 feet, disturbance should be minimized.



The joint Federal/State NPDES program has been expanded to require that new land developments include extensive reviews, designs and features to protect water quality. These include Best Management Practices (BMPs) to promote groundwater recharge and to avoid erosion and sedimentation. In addition, the State Source Water Protection Program works to identify potential hazards to drinking water supplies, such as spills that could occur from facilities handling hazardous substances.



The State Stormwater Protection Program is a voluntary, community-based effort to protect the raw water quality of sources (wells, springs, streams, reservoirs) used by public water systems. That program has identified areas that have the most impact upon larger public water supply wells and springs. Portions of western Salisbury were determined to have potential impacts upon the Emmaus water supply wells, a Lehigh County Authority well and the City of Allentown Little Lehigh water intake (Map 4.1).

The most notable local water supply that is directly impacted by Salisbury is the Little Lehigh Creek water intake for the Allentown regional water system, which is along Martin Luther King Blvd. Large portions of Western Salisbury drain into the Little Lehigh Creek upstream of this water intake. The Allentown water system in turn provides the water supply for large portions of Salisbury.

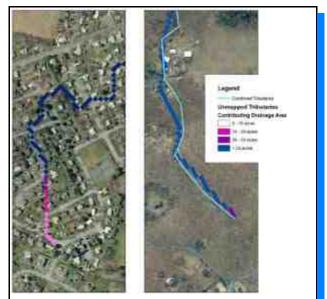
Lands in Salisbury also impact water supplies because of the springs (where groundwater emerges to the surface at a particular point) and seeps (which is where spring water breaks the surface of the ground in a larger widespread area) found all across the South Mountain range and lending water to the Trout and Little Lehigh creeks. The Natural Resource Inventory found that many local waterways suffered from excess silt, which results from uncontrolled runoff and soil erosion. The Natural Resource Inventory noted that without flows from springs, seeps, wetlands and headwaters streams, larger



streams downslope would dry up and water quality would deteriorate.

The Conservation District's Natural Resource Inventory found that a minimum of 34 seep/spring areas exist throughout the Township, and identified a 79-acre area that should be studied in more detail. The known seeps and springs are shown on the Hydrology Map.

Wetland areas are prevalent throughout undeveloped portions of Salisbury Township, and are extremely important to filter out water pollutants. Federal and state regulations control alteration of wetlands, but the Township has an important role to work with landowners to make sure that wetlands are identified before any alteration occurs. These wetland delineations require a detailed on-site study by a qualified professional. The National Wetlands Inventory has identified 73 acres of known wetland areas, but much larger wetland areas actually exist. The Natural Resource Inventory provides guidance on this issue. The U.S. Natural Resources Conservation Service's list of hydric soils provides one indication of where wetlands may exist.



Example of field surveys and GIS analysis of unmapped hydrological areas. Information provided by Lehigh County Conservation District for the 2011 Natural Resources Inventory.

Vernal ponds are depressions in the ground that are covered by shallow water for variable periods of time, but which may be dry during other periods. They are often (but not always) classified as wetlands and are important for many species of wildlife.

The Little Lehigh Creek was nominated as a Critical Water Planning Area in 2009, from a study conducted by the Pennsylvania Department of Environmental Protection. A Critical Water Planning Area is defined as a "significant hydrologic unit where existing or future demands exceed or threaten to exceed the safe yield of available water resources." Currently the watershed has been identified as needing continued review and further evaluation.

## **Steep Slopes**

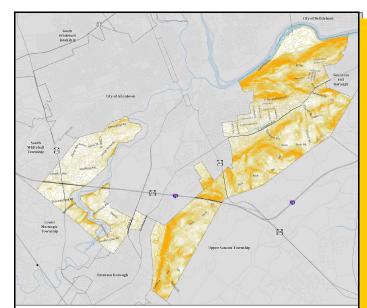
The topography of Salisbury helps to create a sense of place, with the highly visible scenic features of the South Mountain and Lehigh Mountain. The Lehigh Mountain and South Mountain provide scenic vistas, extraordinary outdoor recreation opportunities in the form of hiking, biking and wildlife viewing, and most importantly, protection of key sources of water from development.

The steep slopes also greatly limit the suitability of various lands for development. Steeper terrain is more prone to erosion and landslides from site work associated with development. It is also likely to cost more to develop for human use and as a result is often left untouched. Steep terrain left

undisturbed can be supportive of vegetated and woodland habitat. If thick vegetation is preserved

on steep areas, it avoids increased speeds and amounts of stormwater runoff and promotes a higher quality of water for streams and drinking.

Lehigh County provides detailed computerized mapping of local topography and contours. The measure of a slope, the result of a ratio of its vertical rise to its horizontal run, is most usually represented as a percentage. example, a property which rises 15 feet in elevation over the course of 100 feet of distance has a 15 percent slope. A slope of 15 to 25 percent is generally considered to be a moderately steep slope at is only suitable for very low intensity development, while a slope of 25 percent or greater is considered very steep and should remain undisturbed to the maximum extent feasible.



Five-foot contours help identify steep slopes located along South Mountain and Lehigh Mountain. Base information provided by Lehigh Valley Planning Commission.

A high percentage of Salisbury Township's undeveloped lands include extensive areas of steeply sloped lands. Most development on South Mountain has occurred on flatter plateau areas that are accessible from roads. The following are categories of sloped lands in Salisbury, as provided by the U.S. Natural Resource Conservation Service.

Slopes	Acres
25-60%	568
12-25%	257
8-15%	959
8-25%	3,635

### The Pennsylvania Highlands

From Connecticut to Maryland, a stretch of forested mountains acts as the green backdrop to an ever growing megalopolis that stretches from Boston to New York to Philadelphia to Baltimore. Each city benefits from the scenic beauty and ecological uniqueness of this stretch of mountains, known broadly as the Highlands. In fact, so unique and so important is the stretch of mountains, the federal government passed the Highlands Conservation Act to support land conservation in this area. The Act will provide matching conservation funding to forever guarantee the mountain range as a source of clean drinking water for New York, a tourism site and place of wonder for the entire population, and a haven for the species of plants and animals found only along the Highlands.

The Pennsylvania Highlands runs from the Delaware River, through the Lehigh Valley, and then southwest to the border of Maryland. Through the Lehigh Valley, mountain tops and rolling hills form the southern border of Lehigh and Northampton counties. The Highlands program seeks to not only preserve sensitive lands, but also to promote tourism and outdoor recreation. The Highlands program seeks to prevent inappropriate development for the long term benefit of water quality.



The Federal Highlands Program offers some funding to help preserve key natural areas.

#### Woodlands

Woodlands provide habitat for wildlife, shade and cool streams, provide oxygen and cleanse and cool the air, stabilize soil and prevent erosion, offer opportunities for enjoying a diverse and scenic landscape, and balance economic and societal needs with firewood or timber harvesting. Some areas have more open space between trees, while others have denser tree counts and less opportunity for sunlight to reach ground level vegetation. Such a distinction can have profound implications for diversity of habitat and protection of water quality.

The US Forest Service and the Pennsylvania Bureau of Forestry provide advice and reference material to property owners and municipalities to help manage timbering to promote long-term sustainable woodlands. State law requires that every municipality allow forestry in every zoning district by right. Reasonable regulations are allowed on forestry, which have been clarified by court decisions. For example, it is reasonable to require a professional forestry management plan, to limit the size of clearcutting, and to limit forestry near waterways and on very steep slopes.

Salisbury is approximately 48 percent forested. In areas of older woodlands, the majority of trees range from 80 to 120 vears of age. These trees are considered second and third-growth forest, since the time much of eastern Pennsylvania was de-forested a hundred years ago. What exists today of Salisbury's forestland should be carefully managed. Forest areas with healthy interior habitat, including understory shrubs and herbaceous plants, should be kept free of invasive species and unmanaged forestry practices. Invasive species of plants are not native to the area and can spread rapidly and choke out native trees, grasses and shrubs. Invasive



species are most commonly found near disturbed edges of forests.

Areas affected by diseases (such as the Chestnut blight and Dutch elm disease) or rampant deer browse should be considered for restoration. Deer in many areas browse the understory so heavily that the natural tree regeneration is difficult if not impossible.

### **Unique Natural Areas**

In 1999, the Lehigh Valley Planning Commission, in partnership with the Nature Conservancy, prepared the Natural Areas Inventory of Lehigh and Northampton Counties. In partnership with the Western Pennsylvania Conservancy, an update was completed in 2005 to provide greater detail of the existing flora and fauna throughout the Valley. Within Salisbury Township, the Inventory found four sites in need of special protection, with a fifth site in Allentown near the Salisbury border. A sixth site is near the Upper Saucon/Salisbury border. These areas are shown on the Woodlands and Unique Natural Areas Map (Map 4.4).

Robert Rodale Reserve— Nearly 300 acres of woodlands on South Mountain. The Robert Rodale Reserve is home to unique plant and amphibian species found around seeps, springs and vernal pools protected by the forest canopy. Species of rare or special concern status were identified. These lands generally stretch south of I-78 and east of Emmaus.

Lehigh Mountain— Nearly 500 acres of upland and lowland forest and wetland habitat were identified that are home to similar species of rare and special concern. These lands support a large number of nesting and migratory bird species, as well as provide good habitats for many reptile and amphibian species.

Lehigh Mountain Seeps— A natural community of seeps that includes documented PA. rare plant species that is on a central part of the Lehigh Mountain.

Gauff Hill— The stream systems on this site support PA. rare plant species. This area is located on South Mountain due south of the Truman School.

Jasper Cliff— Located adjacent to the City's South Mountain Reservoir and southwest of Waldheim Park, this site in Allentown is one of the largest and only formations of coarse jasper existing in Pennsylvania.

Bauer Rock — This site is located near the Salisbury/Upper Saucon border. It is a pinnacle of rock rising 40 feet above the ridgeline. It is part of Lehigh County's Big Rock Park.

These sites are all within the Pennsylvania Highlands region and are part of the South Mountain range.

The Lehigh Mountain Master Plan provides recommendations for the Lehigh Mountain, most of which is in public ownership. The South Mountain Conservation, Trails and Greenways Plan addresses areas that are in need of protection and recommends careful natural resource management.

### **Environmental Conservation Goals**

- 1. To preserve and protect sensitive natural features within the Township.
- 2. To protect and improve the water quality of groundwater, springs, seeps, wetlands, the Little Lehigh Creek, Trout Creek, the Lehigh River and other waterways.
- 3. To manage development in a way that respects the natural features of the land.
- 4. Encourage the continuation of agricultural activities.

### **Environmental Conservation Recommendations**

1. Work with the Wildlands Conservancy, the School District, property-owners and other groups to seek to permanently preserve additional environmentally sensitive lands.

Federal Highlands, State DCNR and County Open Space grants should be sought to preserve key tracts of land. This may include private ownership or homeowner association ownership with conservation easements, in which the landowner commits to not develop the land.

An emphasis should be placed upon preserving lands with important water resources, including seeps, springs, vernal pools, watercourse and wetlands. Also, lands should be preserved that are needed to provide continuous habitat and wildlife migration corridors between existing preserved lands.

# 2. Bolster Zoning and Subdivision and Land Development Ordinance language to strengthen environmental protections.

Proper buffer widths should be required from wetlands. New buffer and setback distances should be established from seeps, springs and ephemeral streams in accordance with the findings of the Salisbury Township Natural Resources Inventory. More detailed analysis of seeps, springs and other water features should be required on individual sites when they are proposed for development. The Township's current setbacks from creeks and the Lehigh River should be strengthened, and a greater emphasis placed upon preservation of trees and thick understory vegetation and/or new plantings along waterways.

Salisbury Township for many years has had strict zoning regulations in place regarding development on steeply sloped lands. These provisions are critical and should be continued. Disturbance of steeply sloped lands can result in soil erosion, excessive speeds and amounts of stormwater runoff, and driveways and roads that are so steep that they are hazardous during winter driving conditions.

# 3. Update the Township's zoning regulations concerning forestry and tree clearing as part of development.

Salisbury Township has extensive regulations in place on forestry and other tree cutting. These provisions should be re-examined to make sure they are as workable and effective as is practical and that they are consistent with the latest court decisions. It is desirable to maintain large contiguous areas of forests that serve as important habitats and travel corridors for animals.

Owners of woodlands who intend to do timbering should be encouraged to voluntarily work with the State Bureau of Forestry to develop a Forest Stewardship Plan to promote sustainable forest practices over the long-term. Too often, the high value trees are all removed, and less valuable and less diverse species are allowed to take over.

Great care is also needed during construction to make sure that trees that are intended to be preserved are actually protected from damage. This includes installing temporary fencing under the dripline of trees to avoid damage to trunks and compaction of the soil around the root systems. Parking and storage of materials should not be allowed within this area. Pavement around trees should be minimized to allow for water and air exchange in the soil. Moreover, changes in the grade level around trees should be held to an absolute minimum. Even a minor rise in the ground level over the root system of a tree can kill it.

# 4. Establish incentives in the Zoning Ordinance that promote use of "Green" methods of development.

The intent is to encourage certified green buildings that minimize energy consumption, promote recycling, promote bicycling and walking, ensure healthy conditions for occupants, and minimize environmental impacts. One less parking space should be required if a development provides bike racks. New development should also be designed so that it is convenient and safe for public transit riders to walk from transit stops to building entrances.

# 5. Update the Zoning Ordinance to promote use of solar and wind energy within appropriate areas.



Photo provided by treehugger.com

The types of wind turbines and solar panels are constantly evolving, with increased efficiencies and reduced costs. The Township should make sure that its Zoning Ordinance does not include any unintended obstacles to appropriate forms of wind and solar energy. Electric vehicle recharging stations should also be addressed.

# 6. Consider providing flexibility in the Zoning Ordinance to allow a wider range of accessory uses on agricultural parcels.

This flexibility should be possible on parcels of more than 10 acres that include agricultural uses. This approach is intended to help landowners generate supplemental income that will help keep their land in agriculture.

# 7. Encourage property-owners to plant trees and other thick vegetation along creeks, and to cooperatively manage important natural features.

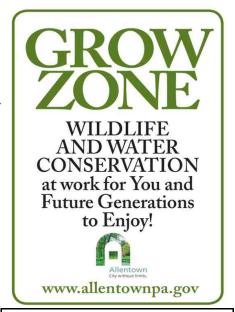
Funding is periodically available to plant "riparian buffers" along creeks and to stabilize streambanks. Property-owners should be asked to participate in these programs and/or to voluntarily plant new trees and shrubs. Mowing along creeks banks should be minimized. These vegetated buffers are important to improve water quality, reduce erosion, and improve wildlife and aquatic habitats.

PPL and other private landowners should be encouraged to remove invasive species. Meadows of native species are desirable under power lines to provide better bird and wildlife habitats.

The Natural Resource Inventory found that the quality of many vernal pools are deteriorating because they are filling with silt. The importance of vernal pools should be explained to property-owners and they should be encouraged to remove silt with shovels to improve their ecological functions.

The Natural Resource Inventory also highlights locations where naturalized areas can be incorporated into various Township parks and public school sites. The goal is to provide better wildlife habitats, reduce mowing near creeks and provide areas for environmental education.

Private landowners should be encouraged to allow access to their lands for additional Natural Resource Inventory work, even if the land is not proposed for development. The intent is to identify additional areas of seeps, springs, watercourses, vernal pools and similar natural features.



Successful programs, such as Allentown's Grow Zone, educate landowners and recreational users about the importance in establishing buffers along streams.

When development is proposed near a wetland or a groundwater seep, the Township should seek that the developer screen the area for bog turtles, and seek to minimize alterations where and when bog turtles are found.

# 8. Explore asking voters in a referenda to approve a dedicated tax or an open space bond for the permanent protection of open space within the Township.

State law allows voters of a Township to enact an increase in real estate mileage or the earned income tax, which can then only be used to buy and preserve open lands. A municipality can also approve a bond that is used to preserve open lands at the present time while the land is still available, and then it is paid off over time from proceeds of this special tax or regular funding sources.

### COMMUNITY FACILITIES AND SERVICES PLAN

Public services in Salisbury Township include emergency service protection, public and private schools, community water service and central water service. Some services are provided directly by Salisbury Township, while other services are provided by separate authorities or by other entities under contract to the township. This chapter addresses the following major topics:

- Government Administration
- Township Buildings
- Capital Improvements
- Police Protection
- Fire Protection
- Emergency Medical Service
- Library
- Schools

- Recreation and Open Space
- Sanitary and On-Lot Sewer Service
- Water Service
- Public Works
- Trash, Recycling and Yard Waste
- Men's Community Corrections Center And Detox / Rehab Center

### **Government Administration**

Salisbury Township is chartered as a First-Class Township in Pennsylvania with a five-member elected Board of Commissioners. As with all local governments, the township operates as a collaboration between elected and appointed officials, paid staff, and advisory committees. The township actively recruits volunteers for additional advisory committees, including an environmental advisory council (EAC). The township continually works to provide the most cost-effective, high-quality services.

The Township generates much of its revenue through taxes. The Earned Income Tax, generates approximately \$1.7 Million and the Real Estate Tax generates approximately \$1.36 Million. The 2011 millage rate is at 3.57 mills, including 3.09 for General Fund, 0.30 for Fire purposes and 0.18 for Library services. For example, a property owner who has a home assessed at \$70,000 pays \$249.90 in Township real estate taxes (\$216.30 for General Fund; \$21.00 for Fire Protection; \$12.60 for City of Allentown Library services).

Salisbury Township elects five Commissioners by Ward. The ward numbers increase east to west (see Map 5.1). Every ten years the Township is required, by the Municipal Reapportionment Act, to realign its Ward boundaries base upon new U.S. Census population data. The intent is to establish wards that are equal in population size.

### **Township Buildings**

The Salisbury Township administration operates in a modern structure at 2900 South Pike Avenue which was renovated in 1995 (Map 5.1). A new public works building was created in 2000 adjacent to the administrative offices. Township public works and police administration offices are housed at 3000 South Pike Avenue. The police department had major building renovations in 2009 and is currently undergoing minor improvements. All information pertaining to the Township can be found at http://www.salisburytownshippa.org/.

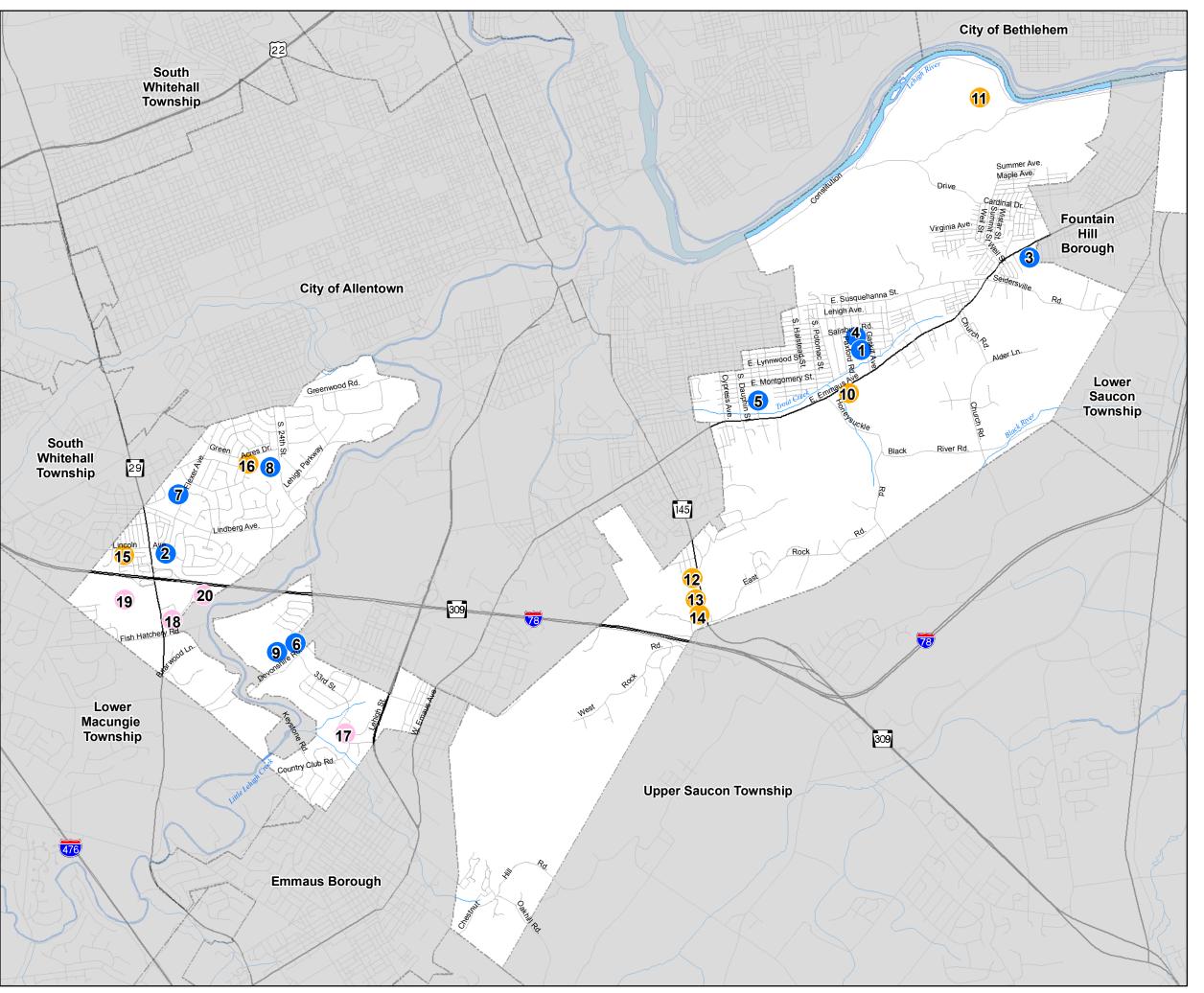


### **Capital Improvements**

Salisbury Township pays for its services and facilities through a five (5)-year capital improvements program. The most recent program addresses facility, service and equipment needs through 2016. The plan is reviewed, adjusted, and approved annually.

### **Police Protection**

Salisbury Township provides its own police protection. The Police Department is housed in the Public Safety Building along South Pike Avenue (Map 5.1). The building was renovated and expanded in 2009. The Township's force consists of a chief, two sergeants, twelve full-time officers (including a School Resource Officer), a detective, and three part-time officers. Over the past 15 years, the duties and specialties of the Police Department have expanded dramatically. The Department now has a School Resource Officer, a Traffic Safety Officer, a Quick Response Unit to assist on ambulance and emergency medical calls, a Community Policing Officer, and a K-9 Unit. The Police Department prepares annual reports which includes information and statistics regarding staffing, the number and types of crimes, traffic crashes and revenues.



# MAP 5.1 Community Facilities

### **Educational Institutions**

- 1. Harry S Truman Elementary School
- 2. Lehigh Christian Academy
- 3. Kids Peace
- 4. Salisbury Administration Building
- 5. Salisbury High School
- 6. Salisbury Middle School
- 7. St. Thomas Moore School
- 8. Swain School
- 9. Western Salisbury Elementary School

## **Municipal & County Services**

- 10. Eastern Salisbury Fire Company
- 11. Lehigh County Treatment Center
- 12 Salisbury Township Municipal Building
- 13. Salisbury Police Department
- 14. Salisbury Public Works Department
- 15. Western Salisbury Fire Company
- 16. Western Salisbury Fire Company

### **Health Services**

- 17. Devonshire Nursing Home
- 18. Manorcare Health Services
- 19. Lehigh Valley Hospital Cedar Crest
- 20. Sunrise Senior Living

### **December 2011**

### **Base Information Provided By:**

Lehigh Valley Planning Commission.

3,250 6,500 ⊐Feet



Urban Research & Development Corporation URDC 28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701

### **Fire Protection**

Salisbury Township is served by three volunteer fire companies (Map5.1):

- 1. **Eastern Salisbury Fire Department**, Fire Station #1, located at 1000 East Emmaus Avenue.
- 2. Western Salisbury Fire Department, Fire Station #2, located at 3425 Eisenhower Avenue; and
- 3. Western Salisbury Fire Department, Fire Station #3, located at 2694 Green Acres Drive

Fire protection needs include such items as additional fire fighters, new equipment and on-going training. Both fire companies have websites with additional information:

- http://www.easternsalisburyfire.org
- http://www.westernsalisbury.org



### **Emergency Medical Service**

Ambulance service is provided by:

- Cetronia Ambulance Corp in the western portion of the Township;
- Emmaus Ambulance Corp in the Lehigh Street corridor; and
- St. Luke's Emergency Transport Services in the eastern portion of the Township.

### Library

Salisbury Township participates and funds the Allentown Free Library located at 1210 Hamilton Street in Allentown. The millage currently is set at .18 for every \$1,000 of assessed valuation. This means that a property assessed at \$75,000 pays \$13.50 towards the support of the Library. Residents have the opportunity to become a cardholder, borrow books, and have access to computers free of charge.

### **Schools**

Salisbury Township comprises the Salisbury Township School District. The district includes four schools (Map 5.1):

- Salisbury High School (grades 9-12)
- Salisbury Middle School (grades 6-8)
- Harry S. Truman Elementary School (grades K-5)
- Western Salisbury Elementary School (grades K-5)

All information pertaining to the Salisbury Township School District can be found at www.stsd.org/.

According to the Salisbury Township School District, the enrollment for the current school year (2010–2011) is 1,633 students, a decrease of 2.2 percent from the previous year. Enrollments have continued to show slight decreases over the past five years. The School District continually monitors enrollment trends and has a capital plan for addressing needed improvements.

Table 5.2 Salisbury School District Enrollment, 2006–2010

School Year	Total	Change From Previous Year	
	Enrollment	Number	Percent
2010-2011*	1,633	(-36)	-2.2%
2009-2010**	1,669	-50	-2.9%
2008-2009**	1,719	-76	-4.2%
2007-2008**	1,795	-12	-0.7%
2006-2007**	1,807	-48	-2.6%

Sources: \*Salisbury Township School District
\*\*Pennsylvania Department of Education

Other schools in Salisbury Township include:

- Kids Peace
- Lehigh Christian Academy
- St. Thomas Moore School
- · Swain School
- · Wiley House

### **Recreation and Open Space**

Salisbury Township has a Recreation Advisory Committee that guides the recreation and park systems programs. The five member board is appointed by the Board of Commissioners. Salisbury's parks are maintained by the township's public works department.

Small parks such as Berger and Louise Lane Park serve the immediate neighborhood while Walking Purchase Park and the Robert Rodale Reserve are beneficial to residents and non-residents of the township (Map 5.2). Within the township opportunities have risen in the past to jointly own, maintain and provide security for certain tracts of



land. Walking Purchase Park / Lehigh Mountain Park are jointly owned by Salisbury Township, City of Allentown and Lehigh County. In addition to the municipal lands Salisbury has lands owned by Wildlands Conservancy and the Salisbury School District that provide public recreation sites.

Privately owned recreation sites add to the wealth of outdoor public recreation opportutnies that are in Salisbury Township. Waldheim Park offers property owners/renters a rustic village setting at the base of South Mountain. Other areas such as Lehigh Country Club and Kids Peace Broadway Campus Recreational Area provide recreational opportunities to all economic sectors of the public. In addition, local church's and private schools have recreational sites within Salisbury Township.

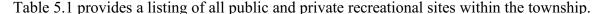
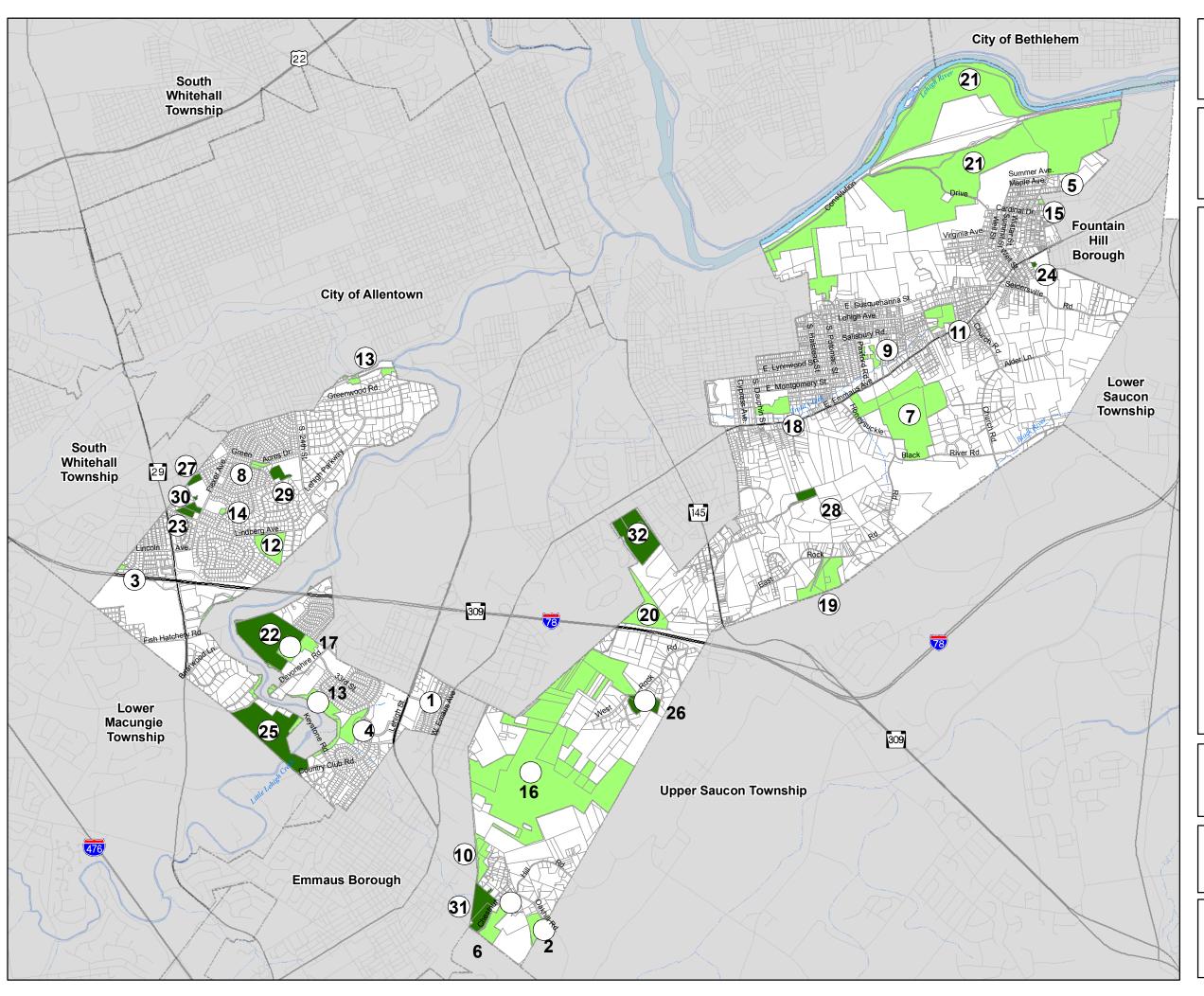




Table 5.1
Public and Private Recreation Sites

Map ID	Name	Estimated Acreage				
Puk	Public Recreation Sites					
1	Berger Park	0.24				
2	Buehler Properties	36.69				
3	Cedar Crest Gardens	3.15				
4	Devonshire Park	13.12				
5	Dodson Park	2.83				
6	Emmaus Borough Open Space	19.89				
7	Franco Farm Recreation Area	87.78				
8	Green Acres Park	2.88				
9	Harry S. Truman Elementary School Recreational Area	4.42				
10	Klines Lane Athletic Field and Open Space	22.99				
11	Laubach Park	14.23				
12	Lindberg Park	19.76				
13	Little Lehigh Parkway (partial)	18.95				
	Louise Lane Park	0.93				
15	River Road Playground	0.63				
16	South Mountain Preserve	321.83				
16	Robert Rodale Reserve	481.67				
17	Salisbury Middle School and West Salisbury Elementary Recreational Area	16.07				
18	Salisbury Township Senior High School Recreational Area	11.66				
19	South Mountain Big Rock Park	55.71				
20	South Mountain Reservoir	115.35				
21	Lehigh Mountain Park / Walking Purchase Park	603.61				
	Total Public Recreation Sites	1854.36				
	ate Recreation Sites					
	Boots and Saddles Riding Club	60.99				
	Christ Methodist Church Athletic Fields	3.16				
	Kids Peace Broadway Campus Recreational Area	0.58				
	Lehigh Country Club	251.30				
	Mountain House Girl Scout Camp	14.80				
	Saint Thomas More School Recreational Area	3.32				
	South Mountain Grove	35.22				
	The Swain School Recreational Area	5.26				
	Trident Club	2.98				
31	Unami Fish and Game Association	38.37				
32	Waldheim Park	39.88				
	Total Private Recreation Sites	455.86				



# MAP 5.2 Parks & Outdoor Recreation



#### **Public Recreation**

- Berger Street Park
   Buehler Properties
- 3. Cedar Crest Gardens
- 4. Devonshire Park
- Dodson Park
- 6. Emmaus Borough Open Space
- 7. Franko Farm Recreation Area
- 8. Green Acres Park
- 9. Harry S. Truman Elementary School Recreational Area
  10. Klines Lane Athletic Field and Open Space
- 11. Lauback Park
- 12. Lindberg Park
- 13. Little Lehigh Parkway
- 14. Louise Lane Park
- 15. River Road Playlot
- 16. Robert Rodale Reserve
- 17. Salisbury Middle School & West Salisbury Elementary Recreational Area

- Salisbury Township Senior High School Recreational Area
   South Mountain Big Rock County Park
   South Mountain Reservoir
- 21. Walking Purchase Park



### Private Recreation

- 22. Boots & Saddle Riding Club
- 23. Christ Methodist Church Ballfield
- 24. Kids Peace Broadway Campus Recreational Area
- 25. Lehigh Country Club
- 26. Mountain House Girl Scout Camp
- 27. Saint Thomas More School Recreational Area
- 28. South Mountain Grove
- 29. The Swain School Recreational Area
- 30. Trident Swim Club
- 31. Unami Fish & Game Commission
- 32. Waldheim Park

### **December 2011**

### **Base Information Provided By:**

Lehigh Valley Planning Commission.

3,250

6,500

⊐Feet



**Urban Research & Development Corporation** URDC 28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701

The Salisbury Township Park, Recreation, and Open Space Plan was adopted in December, 2005. The plan outlines goals for preserving natural areas and open space as well as goals for enhancing and updating parks located within the township. The plan calculates total recreational lands per one thousand people, according to the National Parks & Recreation Association guidelines, and states "When factoring in this collection of park and open space, the amount of available land far exceeds the recommended ratio."

The Lehigh Mountain Park Master Plan focuses on the conservation of over 500 acres located in the heart of the Lehigh Valley. Lehigh Mountain Park exists today through over 20 years of partnerships between the Wildlands Conservancy, the County of Lehigh, City of Allentown and Salisbury Township. The park originated as two distinct areas: the Lowlands (300 acres) and the Uplands (230 acres) according to the plan. These protected acres serve as habitat for flora and fauna, protect and enhance water quality/sources, and allow for recreation and eco-tourism opportunities. According to the plan, the most immediate priorities for protecting and developing Lehigh Mountain Park are:

- Develop a resource conservation plan to protect the ecological integrity of the Uplands forest and to preserve or restore the Park's historic features,
- Install gated access to the Park to eliminate illegal uses and dumping,
- Clean up the areas where illegal dumping has taken place, and
- Install signage describing the site, its allowed uses and emergency information.



### **Sanitary Sewer Service**

The majority of the developed areas of Salisbury are served by public sewage service (Map 5.3). Outlying uses and uses on South Mountain rely upon individual on-lot septic tanks with absorption fields.

The majority of Salisbury is served by the Allentown wastewater treatment plant on Kline's Island. Salisbury is authorized to use 2.09 million gallons per day of treatment capacity, with the actual use averaging 1.216 million gallons per day. The collection system is under the direct control of the Township Government.

An area of eastern Salisbury adjacent to Fountain Hill is served by the Bethlehem wastewater treatment plant. Salisbury is authorized to use 20,600 gallons per day of capacity, with actual use averaging 16,000 gallons per day.

The two main sewage interceptor lines serving Salisbury follow the Little Lehigh Creek and Trout Creek. The sewer system was also extended to serve a portion of East Rock Road and an additional area on South Pike Avenue near Old South Pike Road.

The Township is required to have an Official Sewage Facilities Plan. One of the main intents of a sewage facilities plan is to clearly designate areas that are and are not planned for extension of public sewers. This designation then becomes legally binding on developers, unless an amendment is officially accepted to the Plan. The Township's current Official Sewage Facilities Plan was prepared in 1994. The Plan recommended that the following areas should be studied for sewer service alternatives because of the higher percentage of problem sites:

- Overlook Springs
- Ironwood Lane
- E. Rock Road, Saucon Avenue, Mt. Top Lane
- Honeysuckle Road

Malfunctioning on-lot septic systems are a health hazard for both the affected homeowner and for the surrounding neighborhood. Many property owners in Salisbury Township use on-lot septic systems. Sewage drains out of the home through a pipe and discharges into the septic tank. Septic tanks are watertight chambers of various shapes (typically cylindrical or rectangular) and sizes constructed of various durable materials (typically concrete) which are resistant to corrosion or decay. The tanks detain the sewage, allowing sufficient time for solids to settle (becoming sludge) and the floatable scum layer to rise to the top. The sewage flows through pipes, trickling out through perforations into a stone bed, percolating through the soil.

As the septic system is used, the sludge continues to accumulate in the bottom of the septic tank. As the sludge level increases, the sewage has less time to settle before leaving the tank. If sludge accumulates too long, no settling occurs, and solids escape into the absorption field. Eventually, the absorption field becomes clogged, and the system may malfunction.

To maintain the septic system in good working order, the tank (or cesspool) MUST be pumped periodically. All to often, people wait for visible evidence of system problems (sluggish toilets or spongy, moist areas in the lawn), which is often too late for pumping to correct the malfunction. For a properly designed septic system, the tank should be inspected and pumped every 1-5 years. The frequency of pumping depends on several factors, such as the capacity of the septic tank, the amount of wastewater generated, and the volume of solids in the wastewater. It is imperative that people utilizing on-lot sewage disposal are made aware of the importance of periodic tank pumping.

Since must of Salisbury Township will likely continue to use on-lot sewage disposal, steps should be taken to ensure the safety and health of the general public. State and local regulations minimize problems associated with the siting, design and construction of on-lot septic systems. Ordinances which require the testing, acceptance and preservation of a secondary as well as a primary absorption area on each lot proposing to utilize on-lot sewage disposal help ensure adequate area to construct a replacement system, should the primary system malfunction at any time. After a system has been designed and installed, maintenance becomes the most important aspect of preventing system malfunction.

Two of the most cost-effective ways of reducing water and sewage costs is through a) water conservation and b) reducing infiltration of stormwater into the sewage lines. The Township has undertaken efforts to reduce stormwater infiltration.

#### **Water Service**

Most of the developed areas of Salisbury (other than homes on South Mountain) are served by public water service (see Map 5.3). Water service is provided to residents and businesses of Salisbury by four methods:

- public water service from the Borough of Emmaus to areas that are immediately adjacent to the Borough,
- public water service from the City of Allentown to the majority of the developed areas of western and eastern Salisbury,
- public water service from the City of Bethlehem to developed areas adjacent to Fountain Hill,
- a relatively small, private central water system serving numerous homes north of Fish Hatchery
   Road (west and south of the Lehigh Valley Hospital Center property), and
- individual private wells for scattered homes and businesses, including homes on South Mountain and portions of areas west of Fountain Hill on the base of Lehigh Mountain.

Portions of Salisbury make up the drainage area that flows towards the intakes, wells or reservoirs of all three of these public water systems, except the City of Bethlehem sources. Emmaus, Allentown and Bethlehem have DEP approved Source Water Protection Plans.

#### **Public Works**

The Salisbury Township Department of Public Works is located at 3000 South Pike Avenue, Allentown, PA 18103. The Department of Public Works' responsibilities are diverse and complex and cover all four seasons. The Director of Public Works is responsible for the administration of services. The Department is comprised of a Utility Division, which handles all water and sewer matters and a Highway Division which handles all street, parks and ground. At times employees from both Divisions perform joint activities and tasks, such as snow plowing. The Department of Public Works is responsible for maintaining the Township's physical infrastructure, vehicle maintenance, and yard waste drop-off centers and leaf and branch pick-up.

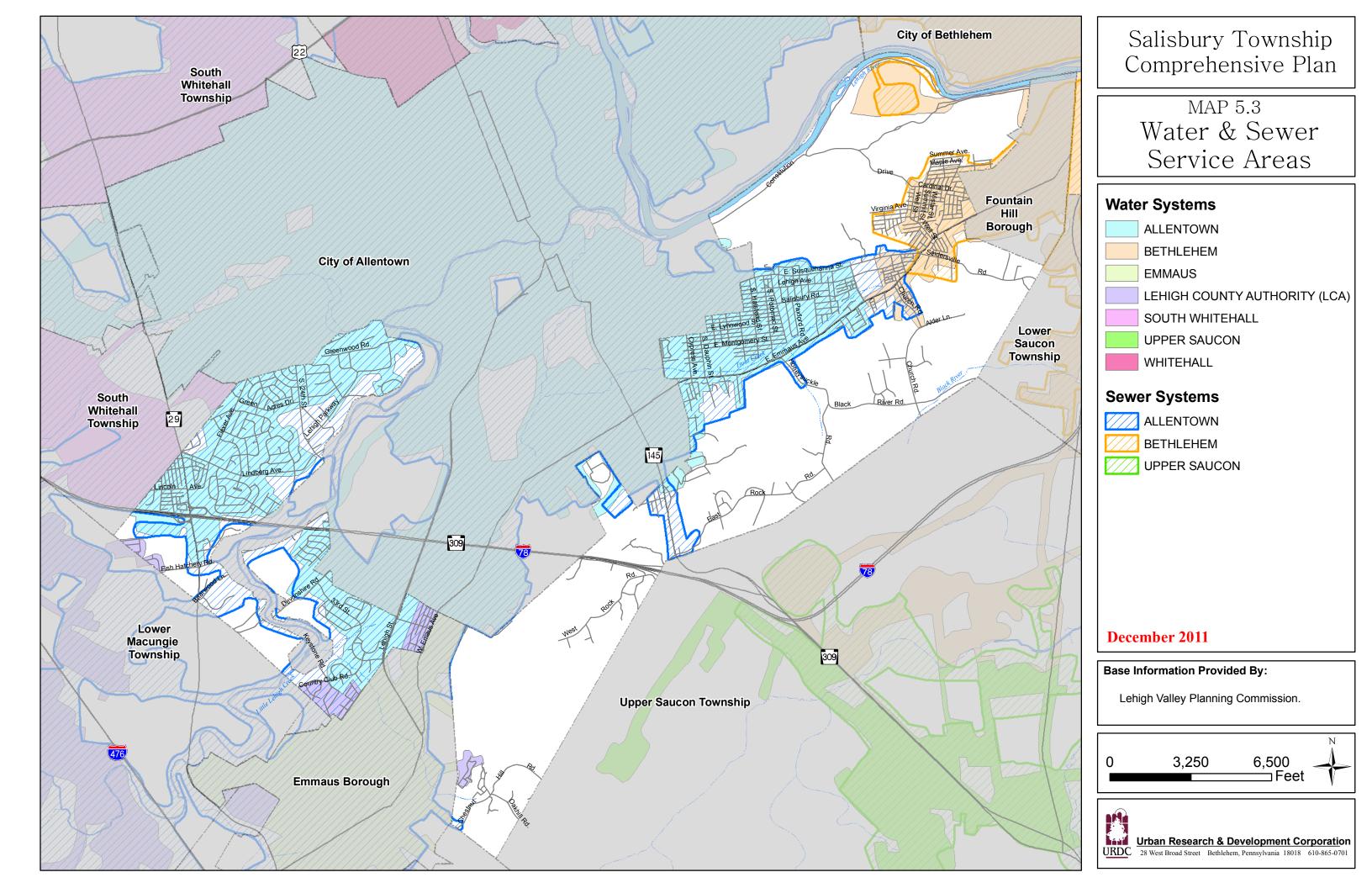
### Key services include:

- Vehicle Maintenance
- Storm Drains and Water Run-off
- Sanitary Sewer System
- Water Line Delivery System
- Parks
- Road Maintenance and Reconstruction
- Street Cleaning
- Snow Plowing and Removal
- Traffic Line Painting
- Leaf Collection
- Branch Collection

## Trash, Recycling and Yard Waste

Curbside trash is collected two days a week, bulky / whitegood items (appliances) of reasonable size and weight can be scheduled for pickup (one item per residential dwelling per week). Salisbury Township participates in single-stream recycling where all recyclables (paper and containers) can be mixed together in one container. The Township also offers two Summer Yard Waste Drop Off Centers:

- Devonshire Drop Off Center along Devonshire Road across from the Wester Salisbury Church; and
- Franko Drop Off Center behind the Eastern Salisbury Fire Company.



Additional information regarding trash, recyling and yard waste is available on the Salisbury Township website at <a href="http://salisburytownshippa.org">http://salisburytownshippa.org</a>.

### Men's Community Corrections Center and Detox / Rehab Center

Lehigh County's Men's Community Center, located at 1600 Riverside Drive, is a 300-bed community-based facility that houses male work release participants. This pre-release program affords individuals the opportunity to secure work prior to release, to pay thier cour costs and child support, and to develop a work ethic. Participants also perform community service work.

Lehigh County is also building a 31-bed Detox and Rehab Center at its Riverside Drive site. Twenty-one (21) beds will be used for rehab and 10 beds would be used for detox.

# **Community Facility and Services Goals**

- 1. Maintain high-quality community facilities and services for current and future development in the most cost-efficient manner.
- 2. Continue to cooperate with other municipalities and other entities to increase the efficiency and effectiveness of services whenever possible, such as libraries, police, fire, ambulance/rescue, recreation, maintenance, and administration.
- 3. Continue to provide, maintain and enhance park, recreation and open space areas, and offer recreational programs.
- 4. Ensure there is economical, efficient public water and sewer service for existing and future development.
- 5. Manage the rate, volume, and quality of storm runoff for public safety and welfare and the protection of property and the environment.
- 6. Assure environmentally responsible and economical solid waste disposal and recycling services.
- 7. Provide adequate government administration.
- 8. Strengthen the school/community link by developing a strong relationship with the Salisbury Township School District which involves sharing more information and facilities, and establishing stronger communications.

# **Community Facility and Services Recommendations**

### **Education and Library Service**

1. Maintain and strengthen the relationship between the Township and the Salisbury Township School District.

Salisbury Township and the Salisbury Township School District should maintain and strengthen their relationship. The school district is a major contributor to the quality of life in the area and provides invaluable services not only in education but in life skills development. The Salisbury Township School District, like other school districts in Pennsylvania, employs a separate planning process for identifying capital needs for public education. Nevertheless, the district can

develop strong liaisons with the township. The Township should foster strong relationships with the school district. Examples of potential cooperation include:

- Serving on community and school advisory boards.
- Developing agreements for joint use and maintenance of school and/or municipal parks.
- Sharing data and other research results.
- Supporting plans for developing new infrastructure, including school and park improvements.



Enrollments and development activity should be continually monitored by the school district. The Salisbury Township School District's long range plan should continue to be used as a guide for future school planning.

Salisbury Township and the school district should regularly discuss the status of proposed and potential developments. Monitoring development and sharing information about developments are critical to school district plans for future growth.

#### 2. Continue to support the Allentown Public Library.

The Township should continue to support the Allentown Public Library. This support can be provided through an annual contribution, as in the past, and through letters of support in grant applications.

# **Trash Collection, Recycling and Solid Waste Facilities**

#### 1. Continue curb-side trash collection and recycling.

Weekly trash collection and recycling pickups are important services that should be continued. The service works to keep Salisbury Township clean and litter free. Grants should be sought, when and if available, to help reduce costs.

# 2. Target areas to control bulk trash dumping, and continue to organize trash and litter clean-up events.

Some areas of the Township are the scene of unlawful trash dumping, such as along Constitution Drive through Walking Purchase Park. This area and other areas should be targeted for continued clean-up events. Gates, surveillance cameras and additional policing should also be explored to help control dumping.

#### 3. Carefully control solid waste facilities.

The Pennsylvania Municipal Waste Planning, Recycling, and Waste Reduction Act of 1988 (Act 101) grants powers and assigns duties to counties and municipalities relating to solid waste management. Counties are responsible for preparing and implementing a waste management plan. The plan must contractually assure the existence of waste disposal capacity for a ten-year period. Solid waste disposal in Salisbury should be in accord with the *Lehigh County Municipal Waste Plan*.

Although it is unlikely that a sanitary landfill would be proposed in Salisbury Township, given the limited amount of suitable land and the current PA DEP regulations, other solid waste facilities such as transfer stations could be proposed in the future. Given their inherent nature, these facilities should be carefully regulated through zoning to avoid land use conflicts and traffic problems.

The Township's yard waste drop off sites are a major benefit. The adequacy of these sites to accommodate current and projected demands should be continually monitored.

### Parks, Recreation and Open Space

1. Use and update the adopted Salisbury Township Parks, Recreation and Open Space Plan.

The goals, objectives and recommendations in Salisbury Township's *Park, Recreation and Open Space Plan* (adopted in 2005) should be used and updated to help guide park, recreation and open space improvements in the Township.



2. Work with the City of Allentown and Lehigh County to implement the Lehigh Mountain Master Plan.

Salisbury Township, the City of Allentown and Lehigh County jointly own Lehigh Mountain, which includes Walking Purchase Park. The *Lehigh Mountain Master Plan* (2010) provides recommendations for recreational use and natural feature preservation. Salisbury Township should continue to work the City and County to implement the Plan. All three entities should cooperation in the pursuit of grant funding to assist with implementation.

#### 3. Offer a variety of recreational programs.

The Township, with the assistance of the Salisbury Township Recreation Director, should continue to offer recreational programs to Township residents. Township now offers a Summer Playground Program at four of its parks (Green Acres, Lindberg, Devonshire and Laubach); Township children who have completed kindergarten through age 12 are eligible to participate in a variety of activities. The Township, with input from the Recreation Director and the Recreation Advisory Committee, should explore additional recreational programs that could be provided to serve all age groups.

# 4. Use the Salisbury Township Recreation Advisory Committee to provide input on needed park improvements and recreational programs.

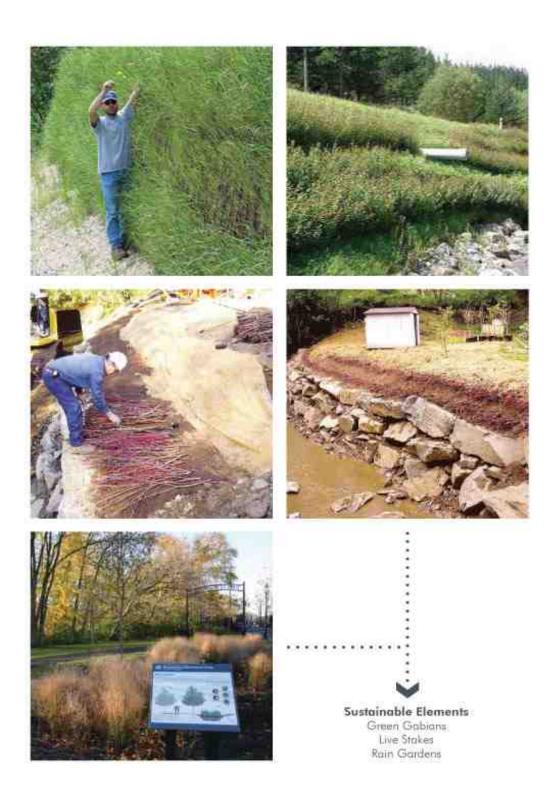
The Salisbury Township Recreation Advisory Committee should continue to provide suggestions on needed park improvements and recreation programs. Each year the Committee prepares a "Project List" of needed improvements to the Township's existing parks.

### 5. Use PA DCNR's Top 10 Best "Green/Sustainable" Practices

The Township should use the following green/sustainable practices at its recreation and conservation sites:

- Promote groundwater recharge infiltration and manage storm water on site;
- Create and/or enhance riparian and wetland buffers;
- Minimize impacts or changes to the natural landscape;
- Include an abundance of trees on the site;
- Maintain and/or enhance native wildlife habitat;
- Manage invasive species on the site and plant natives;
- Minimize unnecessary and "costly" maintenance practices (pesticides, fertilizers, mowing, leaf collecting, watering, etc.);
- Reference "LEED" certification guidelines for buildings and implement what is practical;
- Maximize walkability to the site and within the site; and
- Provide opportunities for passive recreation experiences on the site.

The use of these practices will help in developing sustainable sites that are practical, conserve resources and have a positive impact on the environment.



### **Storm Drainage**

### 1. Upgrade the Township's existing storm water system over time.

Salisbury Township should upgrade its storm water system as opportunities arise. This should be accomplished as part of street reconstruction and new development, and with financial assistance from state and/or federal sources, if possible.

#### 2. Require developers to adequately address and control storm water.

When new development takes place, State law requires developers to address and adequately control storm water drainage. This should be enforced, in part, by the Township through up-to-date regulations in zoning, and subdivision and land development ordinances.

#### 3. Identify and correct storm water infiltration problems.

This can be done by continuing to identify and correct infiltration. Grant funding should be pursued to pay for studies and improvements.

# 4. Use vegetation and other techniques to control storm water.

The following techniques can be used to help control storm water:

- Minimize the amount of natural vegetation that is disturbed by new development, on wooded slopes.
- Encourage the planting of thick vegetation along waterways and drainage channels.
- Promote alternatives to large, unlandscaped storm water basins, such as directing water into stone-filled infiltration trenches, "raingardens" or underground "dry wells" so that more runoff can be absorbed into the ground instead of just stored and released.





### 5. Meet requirements of the Federal/State MS4 Stormwater Program.

The MS4 program is a joint Federal/State environmental program that is designed to improve water quality by properly managing stormwater runoff. Salisbury Township is one of many municipalities that will face increasing requirements under this program in the next few years.

The first step of the program is to provide public education about actions that residents and businesses can take to protect water quality. The DEP website has many educational materials that can be posted on the Township website or that can be printed as handouts.

The program also encourages signage on stormwater inlets that lets people know that the inlets drain directly to waterways, as opposed to being carried to a treatment plant. The goal is to avoid dumping of used oil and other contaminants. There should be publicity about local businesses that are willing to receive used motor oil.

A related element involves the Federal/State NPDES permit system. This system generally requires a detailed plan, DEP and Conservation District review, and issuance of a permit if more than one acre will be disturbed. This requirement even applies for redevelopment projects. To obtain the permit, "Best Management Practices" are typically instituted to protect water quality and promote recharge of runoff into the groundwater. However, great care is needed in the design of infiltration methods in areas of the township that have limestone geology, to avoid the creation of sinkholes.

Each municipality is required to put into place procedures to minimize water pollution from municipal operations. For example, trucks that were loaded with potential contaminants cannot be washed in a location where the runoff may enter a waterway. The EPA is specifically requiring that townships document all of these procedures.

Eventually, the MS4 program is expected to require that municipalities spend funds to retrofit existing stormwater detention basins and drainage channels to improve water quality.

#### **Sanitary Sewer Service and Central Water Service**

#### 1. Use and update the Township's Act 537 plan.

The township's Act 537 plan should continue to be periodically updated to evaluate sanitary sewer service needs and to make recommendations for improvements to the sanitary sewer system, and extensions into appropriate new service areas.

### 2. Identify and correct infiltration and inflow (I&I) problems.

The Township should continue to identify and correct infiltration and inflow problems to the sanitary sewer system. This will reduce storm water infiltration flows into the Township's sanitary sewer system and thereby help control costs.

### 3. Continue to work with City of Allentown and protect source water areas.

Salisbury Township should continue to cooperate with the City of Allentown in providing an adequate supply of quality water to the Township. The Township should coordinate service needs and allocations with the City as more development takes place. It will be important to protect the identified source water protection areas in the Township (Zone A and Zone B for the Little Lehigh intake) and incorporate appropriate best management practices to maintain a high quality water supply.

#### 4. Encourage more water conservation.

Salisbury Township should encourage water conservation wherever possible. Building codes enforced by the Township should require the use of water saving plumbing fixtures in new residential construction. Industrial and commercial users should be encouraged to recycle and reuse water, especially cooling water. The Township's code enforcement personnel should, at a basic level, be able to provide information to commercial and industrial applicants on how they can improve efficiency and reduce the demand for water.

While no such developments have been proposed to date, in the future large water bottling operations for off-site use should be controlled to the maximum extent allowed by the law. Some communities treat large bottlers as industrial uses limited to an industrial district due to the large numbers of tractor-trailers and loading/unloading operations. Other communities allow bottlers with special exception approval but require water studies and very large minimum lot size requirements which ensure that land will be preserved to allow recharge.

Water conservation should be practiced by each and every individual. There are various ways to reduce water consumption in the home. Low-flow shower heads, toilets, and sinks are all available. Public education is important to make sure that residents know about methods and devices available for water conservation. Changing individual water usage habits is a difficult process. Informational pamphlets and public workshops promoted by the municipal governments, such Salisbury Township, can be effective public education tools.

# **Hospital and Health Services**

#### 1. Continue to cooperate with area hospitals and health providers.

Lehigh Valley Health Network and the Township should partner on community projects and programs, in line with their common mission to improve the heath status of the community. Working together to provide recreational trails, fitness trails, trail linkages and park improvements are just some of the possible joint-venture projects that should be pursued.

#### 2. Periodically examine the need for additional health services.

Healthcare providers and organizations should periodically examine the need for additional facilities and services in the area.

#### **Police and Fire Protection**

### 1. Continue and enhance the Salisbury Township Police Department.

Salisbury Township should continue to provide adequate funding for its local police force. The Township and the Police Department should continue to identify and address needs (equipment, building improvements, etc.). Opportunities for grant funding should continue to be pursued. The police should also continue to cooperate with the police forces in the City of Allentown and other area municipalities, and with the State Police. Since police service is one of the most expensive local services, consideration should be given to working with adjacent municipalities on such items as joint purchases, and the sharing/coordination of certain responsibilities where appropriate.

Neighborhood Block Watch Programs should be promoted. The Block Watch Program puts residents and police together to prevent crime and solve neighborhood problems. This partnership requires cooperation, communication and community involvement.

### 2. Strengthen fire, ambulance, and rescue services.

As discussed earlier in this chapter, fire, ambulance, and rescue services are provided by the Eastern Salisbury Fire Department and Western Salisbury Fire Department. The fire departments should continue mutual aid agreements with the other area fire departments and continue to periodically make improvements to equipment and vehicles, as needed. The possibility of consolidation should be examined. Other needs that should be addressed include: training, retaining and recruiting new members, and new equipment including a mini-pumper, and a combined rescue-pumper body.

Also, it is important that the emergency service providers train together, and coordinate the provision of the specialized vehicles, equipment, and similar needs. Police, fire, EMS and other emergency service providers should meet periodically to discuss key items, such as emergency management planning and coordination.

# **Municipal Administration and Facilities and Services**

# 1. Cooperate with adjacent municipalities to share costs and services.

Salisbury Township and the adjacent municipalities should continue their cooperation and explore more ways to share costs and services. The "Shared Municipal Services" program, administered by the Pennsylvania Department of Community and Economic Development, provides matching grants to promote the cooperation among municipalities in order to increase the efficiency of public services.

#### 2. Maintain and improve municipal buildings...

Improvements to existing buildings and the development of any new future buildings should be planned and scheduled as part of a Capital Improvements Program (see *Implementation Tools* section in the chapter of the Plan).

# TRANSPORTATION PLAN

This chapter addresses the following major topics:

- Major Roadways and Roadway Classifications
- Public Transportation
- Pedestrian Circulation
- Bicycle Mobility
- Railroads
- Airports

# **Major Roadways and Roadway Classifications**

The areas in and around Salisbury are served by roads that fall into one of the following four functional classifications (Map 6.1):

- 1. Expressway:
- Expressways handle the highest levels of traffic volumes at the highest speeds (55 mph and above). An expressway is a multilane facility with access limited to interchanges which primarily serves to carry "through traffic" and to connect arterial roadways. Parking along expressways is prohibited. Interstate 78 is the only expressway in the Township.
- 2. Arterial:
- An arterial is typically a two- to four-lane facility that is subjected to high traffic volumes at medium to high speeds (40 mph to 55 mph). Arterials serve primarily to convey traffic to and from the expressway interchanges but can also interconnect other arterial or collector roadways. A moderate degree of access control is usually encouraged along arterials, and parking is usually prohibited. Arterials within the study area include PA 145 (South Pike Ave.), PA 29 (Cedar Crest Blvd.), S. 24<sup>th</sup> St, Lehigh St., W. Emmaus Ave., E. Emmaus Ave., and E. Susquehanna St.
- 3. Collector:
- A collector is a two-lane roadway that distributes traffic from the arterial roads amongst the individual areas served by the local road networks. Speeds are generally in the 30 mph to 40 mph range, and parking is usually permitted at least along one side of the roadway. Lindberg Ave. and Seidersville Rd are examples of collector roadways.

#### 4. Local:

Local roads provide direct access to individual residences as well as to the smaller commercial and institutional uses. The maximum permitted speed is typically 25 mph. Access to local roads is unlimited, and roadside parking is usually permitted wherever space allows.

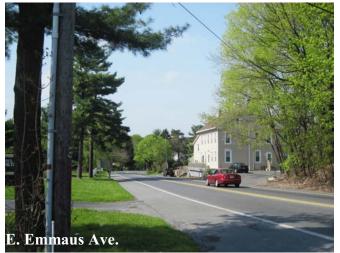
Traffic counts conducted in 2008 show that the township has a high percentage of vehicles traveling along its roadways. Salisbury includes a major expressway that commuters who work in the New York metro area use daily. The Lehigh Valley Hospital is located at the intersection of I-78 and PA 29. In addition, Salisbury has arterials that connect the cities of Allentown and Bethlehem.

Average daily traffic counts range from 200 to 99,000. All roadways classified as arterial or expressway have over 10,000 average counts. The eight roadways which average over 10,000 counts are:

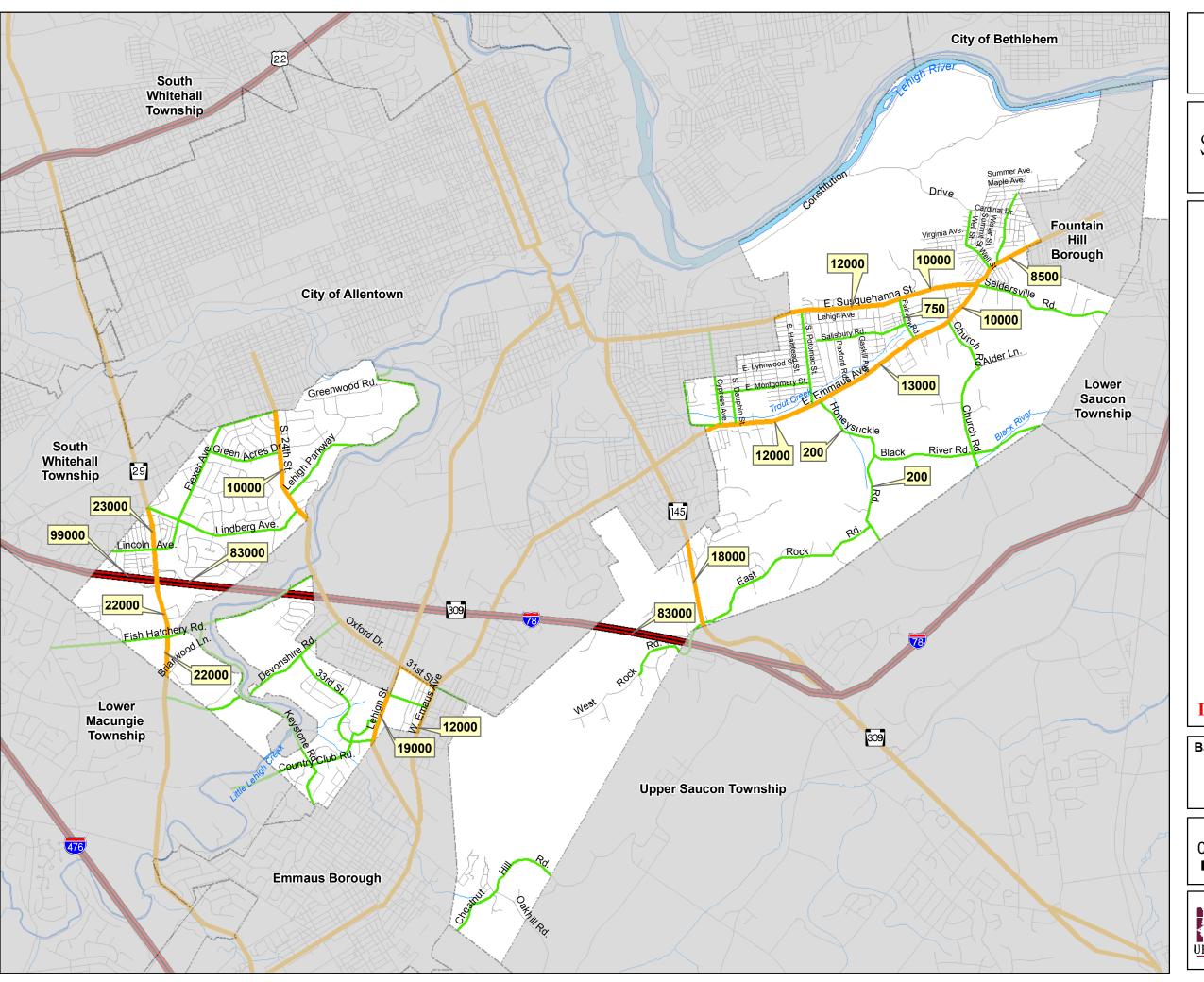
- I-78 / PA 309
- PA Route 29
- Lehigh Street
- W. Emmaus Avenue

- PA Route 145
- S. 24<sup>th</sup> Street
- E. Emmaus Avenue
- E. Susquehanna Street

The LVPC's Lehigh Valley Traffic Safety Report 2004 to 2008, identifies problematic corridors within Salisbury Township. According to the study, GIS mapping and analysis were done to identify multiple injury and high frequency crash corridors using all crash types over the analysis years to determine safety deficiencies on the roadway network. Multiple injury corridors are ones containing four or more fatal/major injury crashes per mile. South Pike Avenue is the only corridor in the township considered a multiple injury corridor. From the intersection of Seidersville Road and Emmaus Avenue



east, on each roadway, these two corridors are considered a high frequency corridor. High frequency corridors are defined as ones that contain crash rates greater than 2.5 times the statewide average rate for a class of roadway. Locations where both multiple injury and high frequency corridors overlap were given special consideration as candidates for high priority corridors to be further studied to determine crash contributing factors. Cedar Crest Boulevard from I-78 / PA 309 to Fish Hatchery Road is the only high priority corridor.



Salisbury Township Comprehensive Plan

MAP 6.1 Street Classification & Traffic Volumes

# Class

Expressway

Arterial

Collector

All Other Streets Are **Local and Private Streets** 

Traffic Volume, 2008

# **December 2011**

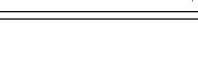
# **Base Information Provided By:**

Salisbury Zoning Ordinance, 1993 Lehigh Valley Planning Commision, PennDOT, 2008.

3,250

6,500

Feet





Urban Research & Development Corporation URDC 28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701

# **Public Transportation**

The Lehigh and Northampton Transportation Authority (LANTA) provides public transportation service for Salisbury residents (Map 6.2). LANTA provides bus service for the Lehigh Valley and provides senior citizen and handicap pickup transportation. In February 2010, LANTA completed a comprehensive plan update which recommended changes to scheduling, routes, and services.



In efforts to consolidate and refocus their efforts in the denser populations within the Lehigh Valley, LANTA is planning on redirecting and renaming its routes to implement their planning strategy. In Salisbury Township, LANTA's trunk corridor, a corridor which will be the highest level of service, is planned to extend along E. Susquehanna Street from Fountain Hill and the City of Bethlehem west into Emmaus Borough and the City of Allentown via Lehigh Street. Also, the Lehigh Valley Medical Center (Lehigh Valley Hospital Campus) is considered a major hub due to the number of jobs in the immediate area.

Below is a sample of LANTA'S future planning efforts:

- Better communication with municipal officials and planning agencies
- Bus shelter retrofitting
- Increased pedestrian infrastructure
- Transit friendly design (bus bump out)
- Increased density along trunk corridors / mixed-use land use practices
- Technology enhancements
- Informative way-finding systems

### **Pedestrian Circulation**

Walking is a form of transportation that is becoming increasingly more popular. Salisbury has limited areas with connected sidewalks and pathways. Much of the township lacks sidewalks which make pedestrian circulation very dangerous. Areas do exist where sidewalks are located, such as along Susquehanna Street where commercial development is built closer to the roadways.

Residential connections to parks, commercial and educational areas that lack pedestrian connections throughout the township directly influences residents to rely more heavily on their vehicles. Many parts of Salisbury have local destinations within a half-mile radius of residential areas. These areas are prime locations to allow for pedestrian connections to promote a healthier lifestyle and reduce the township's residents reliance on the automobile.

# **Bicycle Mobility**

Biking is an important and essential mode of transportation. The Lehigh Valley is experiencing an upswing in the development of regional trails and safe street improvements designed for bicycle mobility (Map 6.2). While other municipalities around the Lehigh Valley have begun developing and enhancing areas for bicycle mobility, Salisbury Township is falling behind.

Areas within the township for biking include Lehigh Mountain Park and South Mountain Park. Mountain biking is the largest activity within these two large recreational areas. Throughout the township there are no designated bike lanes or share the road signage and no designated trail systems connecting park, commercial, residential and/or educational areas. Connections to the Lehigh Parkway Trails in the City of Allentown and to the Southside Greenway in the City of Bethlehem are needed.



Photo provided from: bikevmb.com

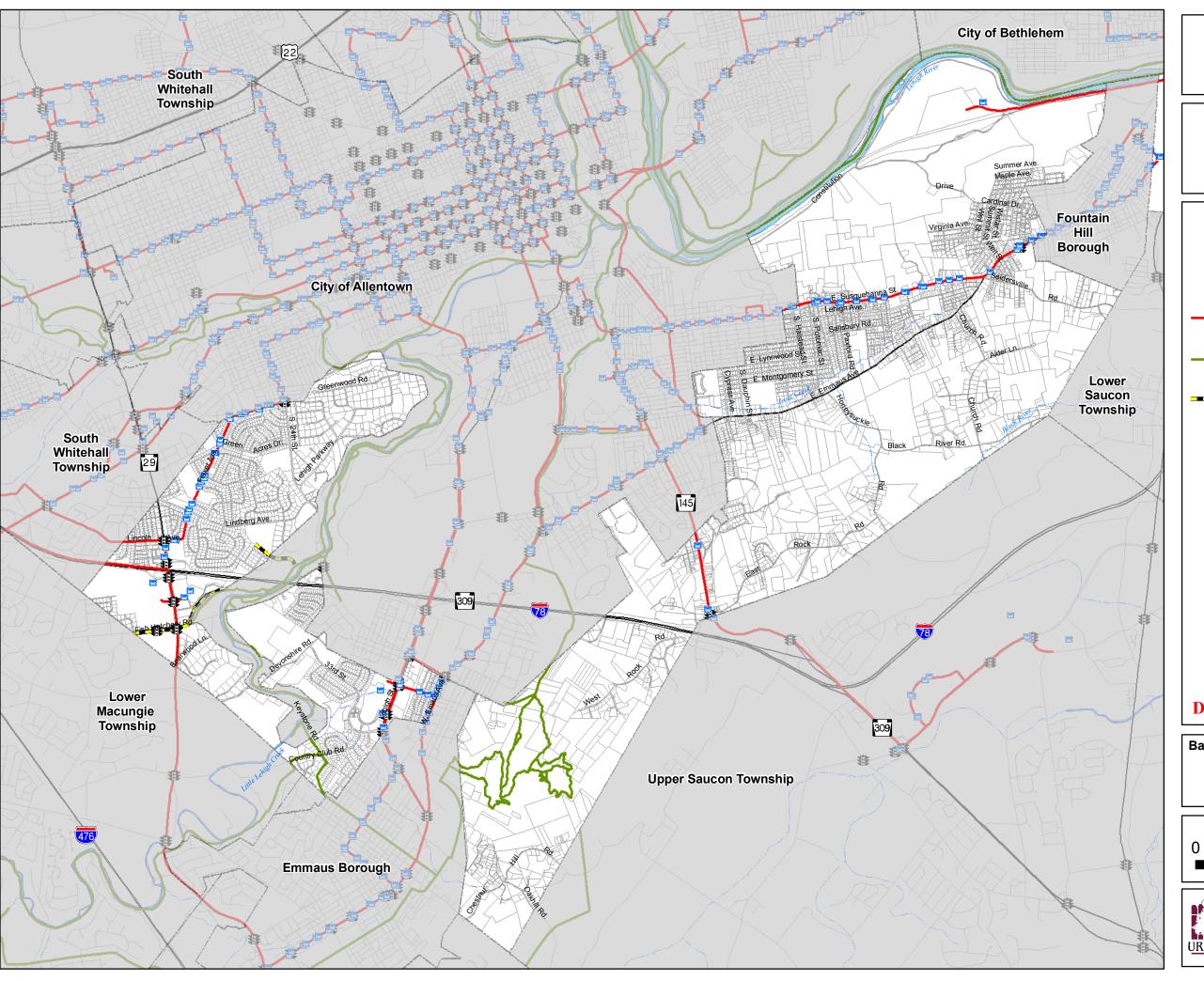
It has been documented that bicyclists

use Emmaus Avenue and Susquehanna Street as bicycle routes. These corridors do not have safety enhancements for biking but Emmaus Avenue has a large shoulder that possibly could be enhanced to include essential safety features.

There is a limited amount of installed bike racks throughout the township. Bicycle racks and designated parking areas are becoming a high priority for higher density areas, such as portions that are within Salisbury Township. Also, the inclusion of bike racks on LANTA buses allows residents to ride their bikes to designated bus stops and take their bikes with them to their next location.

# **Access Management**

Lehigh Valley Planning Commission completed an Access Management Study for Salisbury Township in 2011. The study outlines recommendations to control traffic congestion on major roadways. Recommendations include using internal circulation within sites, limiting access to collector or local roads rather than arterial streets and driveway placements.



# Salisbury Township Comprehensive Plan

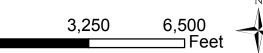
MAP 6.2 Transportation

- Lanta Bus Stops
- Traffic Signals
- Lanta Bus Routes
- **Trails**
- Proposed Trail Link

# **December 2011**

# **Base Information Provided By:**

Lehigh Valley Planning Commission.





Urban Research & Development Corporation

# **Railroads**

Norfolk Southern owns and operates a freight rail line along the Lehigh River which connects to South Bethlehem. Another line runs through western Salisbury Township, south of Lehigh Street.

# **Airports**

Airports do not exist in Salisbury Township, although the Queen City Airport is in close proximity. Queen City Airport is owned and operated by the Lehigh-Northampton Airport Authority and services small aircraft.

# **Transportation Goals**

- 1. Make efficient and safe use of all transportation options.
- 2 Continue to maintain and update the road system.
- 3. Control access to new developments to further control congestion problems along highly traveled routes.
- 4. Create a highly-used trail network for bicycle and pedestrian usage.
- 5. Continue to enhance public transportation opportunities.

# **Transportation Recommendations**

1. Work with PennDOT to carry out projects and resolve traffic problems that involve State Roads.

Salisbury Township should continue to work with PennDOT on state owned roadways. Routes 78, 309, 145 and 29, including Emmaus Avenue and Susquehanna Street traverse through Salisbury. These major arterial roadways need continuous maintenance and Salisbury should continue to work with PennDOT on issues pertaining to these roadways.

2. Continue to address general road improvements.

Salisbury Township should continue all road repair such as grading banks, resurfacing of the street and assessing traffic light signals should continue. The ongoing efforts help create a safe transportation network, while also halting problems before they become to large. Storm water issues should also be regularly completed to further enhance all transportation connections.

3. Work to implement the LVPC Access Management Study goals and recommendations.

The Lehigh Valley Planning Commission completed an Access Management Study in 2011. The strategies outlined in the study should be reviewed and implemented to better control and manage access along roadways. The following is an overview of the recommendations provided by LVPC:

- Sufficient stacking distance shall be provided to prevent blockage of internal circulation within the site.
- Where it is found to be necessary, a raised channelization, consistent with PennDOT publication 12M. Design Manual Part II, may be required to restrict particular turning movements.
- Limit access to collector or local roads rather than arterial streets.
- Driveways along arterial roads shall be separated from the nearest intersection of the arterial road with a public road by 150 feet.
- Private driveways on corner lots serving single-family detached dwellings shall be located at least 40 feet from the point of intersection of the nearest street right-of-way.
- Record joint agreements between property owners when shared driveways and/or cross access are used.
- For shopping center and office developments under the same ownership the development shall be served by an internal circulation network.
- When the need for an acceleration, deceleration and/or left turn lane is demonstrated by an approved traffic study, the appropriate lanes shall be provided.

### 4. Promote pedestrian and bicycle circulation through national and state design guidelines.

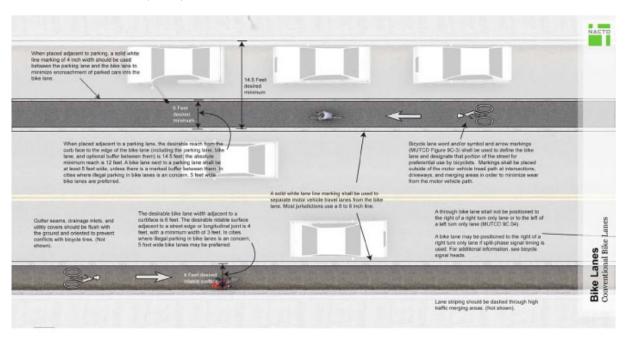
Pedestrian improvements such as enhanced crosswalks, curb cuts and improved sidewalk conditions should be added throughout the township. Salisbury Township should create continuos walking paths through higher density areas, such as the area between Emmaus Avenue and Susquehanna Street. Salisbury Township School District schools, major parks and commercial activity are located within a quarter-mile radius of this entire area. Creating walkable, continuos sidewalk connections to-and-from residential homes will allow all residents safely walk to these destinations.



Current national and state-wide regulations offer examples of technical designs that can enhance the township's street effectiveness to create safe bicycle routes. Representative publications include:

- American Association of State Highway Transportation Officials
   Guide for the Development of Bicycle Facilities (1999)
- U.S. Department of Transportation - Federal Highway Administration
   - Manual on Uniform Traffic Control Devices (MUTCD)
- National Association of City Transportation Officials - Urban Bikeway Design Guide (2011)
- PennDOT & NJDOT -Smart Transportation Guidebook (2008)

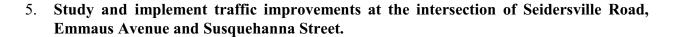




Examples of new design techniques to create safer pedestrian and bicycle connections within Salisbury Township include:

- Streets such as Emmaus Avenue can use shoulder lanes as bike lanes with new, effective signage and striping efforts. Buffered bike lanes may also be placed along this corridor, allowing for safer separations between motorists and bicyclists.
- Streets such as Susquehanna Street and Lindberg Avenue can create a designated bike lane or place a sharrow and share-the-road signage to inform motorists that the road is also acceptable for bicycling. In addition, creating pathways that also work as sidewalks are an effective way to create a multi-use path within residential areas.
- Rural roads such as East Rock Road, Honeysuckle Road and Church Road can provide signage to inform motorists that the road is also acceptable for bicycling.

In addition to the national and statewide publications, Salisbury Township can also refer to the Pedestrian & Bicyclist Safety Report completed for Lehigh and Northampton Counties by the Lehigh Valley Planning Commission in 2006. This report outlines major pedestrian/bicycle crashes, promotes safe development and engineering techniques, and provides goals and recommendations for municipalities.





An enhanced, detailed study of the intersection should be studied and improved for vehicular, bicycle and pedestrian uses. With the new development in the City of Bethlehem, specifically the Sands Casino, the acknowledgment of LANTA creating a trunk route through this intersection and increased traffic between Route 22 and I-78, this east west connection should have a detailed study. Further studies should consider peak hour vehicular traffic, new land use and development potential, and bicycle and pedestrian traffic, at the minimum.

6. Continue and include roadway design standards in the Subdivision and Land Development Ordinance.

The Township's Subdivision and Land Development Ordinance (SALDO) is currently being updated. As part of that process, recommendations of the Lehigh Valley Planning Commission regarding access management are intended to be incorporated. Access management involves controlling the location and design of new roads and driveways onto through-roads in a manner that avoids traffic congestion and safety problems. For example, it is desirable to make it possible for a motorist to visit more than one adjacent business without having to re-enter a major road two or more times. Adjacent businesses can be encouraged to use a shared driveway that is located to maximize sight distances.

In addition, the road standards should be updated to minimize environmental impact. For example, consideration should be given to promoting vegetated areas in the middle of cul-de-sac turnarounds.

# 7. Work to implement the goals and recommendations outlined in LANTA's comprehensive plan.

LANTA completed their comprehensive plan 2011. This plan outlines their future endeavors and promotes cooperation with the municipalities within the Lehigh Valley. LANTA is planning on enhancing bus facilities, such as bus stop shelters, signage and restructuring and renaming their routes. Salisbury should continue to work with LANTA to incorporate good land use practices, promote safe, walkable neighborhoods and



cooperate with LANTA's efforts in providing a safer, regional public transportation commitment.

# 8. Study and implement a township-wide trail network.

Trails that are currently located within the township are situated within the confines of South Mountain and Lehigh Mountains park areas. The City of Allentown's Lehigh Parkway, which connects to many neighborhoods in the western portion of Salisbury, has a prominent trail system. These existing trail systems create the base for an extensive, regional trail network



Salisbury should study a township-wide

trail network to safely connect their parks, schools and other areas. The study will help produce safer routes for pedestrians and bicyclists while adding to the recreational opportunities for township residents. Local connections, such as Lindberg Park to Franco Park are trail connections that will create a better quality of life throughout the Township and surrounding communities. Connections should be addressed to create a local and regional trail network. Major regional connections, could include:

- Lindberg Park to Lehigh Parkway
- Lehigh Valley Hospital to Lehigh Parkway
- Lehigh Mountain to South Bethlehem Greenway

#### 9. Promote the cooperation with private landowners to create easements for a trail system.

Pedestrian easements can be granted by private landowners to create a comprehensive trail network. A private landowner can provide a governmental or non-profit agency the rights to a portion of the his property for the creation of a trail. The State Trails Act greatly limits the liability of a property owner who allows free use of their property for a trail. In addition, the property owner may be eligible for federal tax deduction for the donation of land. This effort between a governmental or non-profit agency and private landowner has been very successful in throughout Pennsylvania.

# 10. Separate, to the extent possible, conflicting uses on the public street system in order to minimize safety problems. Give special attention to pedestrian and bicycle routes.

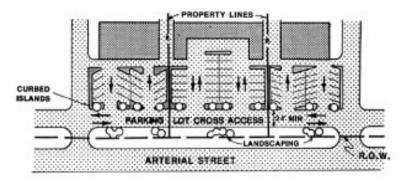
Areas of conflict can create areas known as choke points. Choke points are structures within the right-of-way path along sidewalks, walking paths or shoulders. These structures may include telephone poles, mailboxes, street signage and other permanent structures. In high pedestrian areas, all structures should be moved to allow for at least a four-foot to five-foot, unobstructed pathway.

# 11. Review new developments for adequacy of parking based upon need, the potential for joint use of parking facilities, opportunities to encourage ride-sharing, and spaces provided for bicycles.

As opportunities arise for businesses to share parking spaces, Salisbury Township should be proactive by assisting in the design and agreement options. The new Access Management Study, provided by the LVPC, outlines new literature that can be enhance this opportunity.

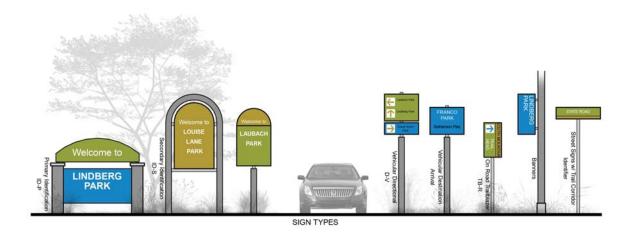
Ride-sharing or park-and-ride lots could be included into Salisbury Township along or near the Interstate 78 corridor. I-78 is a major corridor connecting residents of the Lehigh Valley to the New York/New Jersey metropolitan area. As residents use this corridor to travel for work or tourism, a ride-sharing park-and-ride would be an adequate use within this immediate area.

Salisbury should also include literature for the creation and placement of bicycle spaces in its zoning when new or redevelopment takes place. For example, a credit can be provided when a development places five bike spaces in return for one less vehicle parking space.



# 12. Provide adequate signage along all bike paths including areas of conflict with pedestrians and automobile traffic.

Signage as a directional and wayfinding markers should be placed around the township. All Signage should conform to regulations from PennDOT. Signage can be placed at the location of intersections directing people to view historic sites, parks and recreation areas, schools, commercial districts, etc. Signage can also be placed on roadways to inform motorists of bike lanes. All signage should conform to regulations from PennDOT.





### 13. Continue to upgrade traffic signals as needed.

As traffic signals are upgraded in congested areas, consider installing: a) a system in which emergency vehicles can change a traffic signal to green in the direction they are headed, and b) backup power that allows a traffic signal to continue to operate during a power outage.

# 14. Continue to cooperate regarding a multi-municipal traffic improvement project to St. Lukes Hospital.

Salisbury Township has endorsed a plan to create a rear access from Riverside Drive to St. Lukes Hospital. This traffic improvement will provide alternative access to St. Lukes Hospital, benefitting Salisbury Township, Fountain Hill and the City of Bethlehem. Salisbury should continue to cooperate to move the project forward.

# COMMUNITY DEVELOPMENT AND REVITALIZATION PLAN

# **Community Development and Revitalization Needs**

Salisbury Township has many community development and revitalization needs. These needs relate to public infrastructure (sewer, water, storm water, etc.) and park improvements, housing rehabilitation, commercial revitalization, enhancing economic development, historic preservation, improving the image and identity of the Township, and other needs identified during the preparation of this Comprehensive Plan. Many of these needs are addressed in other sections of this Comprehensive Plan; other needs are explained and addressed in this part to achieve the specific goals listed below. This part of the Plan also ties into the goal of the Community Facilities Plan to provide high quality community facilities and services.

# **Community Development and Revitalization Goals**

- 1. Improve the image and identity of Salisbury Township.
- 2. Preserve historic sites and structures, and increase awareness of the Township's history.
- 3. Promote economic development and tourism, particularly outdoor recreation-based tourism.
- 4. Seek to improve the attractiveness of commercial and industrial areas, which will also help to attract new investment and new customers.
- 5. Seek the rehabilitation or redevelopment of housing that is not in good condition.
- 6. Establish pathways and connections to parks, schools and other key activity nodes.



# **Community Development and Revitalization Recommendations**

### **Image and Identity**

1. Use gateways, signs and banners to enhance the Township's image and identity.

The Township's geography and the physical separation by the City of Allentown makes it difficult for residents and others to identify with the Township. This problem was identified and discussed during the public meetings held during the preparation of this Comprehensive Plan. The addition of landscaping and attractive entry signs at gateways into Salisbury, along with decorative banners can enhance the Township's image and identity.

Several possible locations for consideration are shown on the Community Revitalization Map. Grants for these items should be pursued through Lehigh County's Department of Community and Economic Development and/or the State.

# **Gateway Examples**











# 2. Make people aware of the Township's unique natural and historic resources.

Salisbury has very special and unique natural and historic resources. Residents, visitors and others should be made aware of the importance of South Mountain, Lehigh Mountain and the many other natural resources documented in the recently completed *Natural Resources Inventory* (prepared by the Lehigh County Conservation District) through education and information.

It is equally important to identify and publicize historic sites in Salisbury to strengthen Salisbury's image and identity.















#### **Historic Preservation**

# 1. Identify potential National Register historic sites and districts, and pursue National Register designation.

Currently, there are no designated sites or districts on the National Registry of Historic Places in Salisbury Township. Some research was undertaken in the past, particularly for a proposed Historic District around the Western Salisbury Church and the nearby stone bridge over the Little Lehigh Creek. However, that work was not finalized for submission to the Pennsylvania Historical and Museum Commission (PHMC).



People with an interest in historic

preservation should be encouraged to complete the research and documentation for listing on the National Register. Listing on the National Register does not by itself place any additional regulations upon a private property owner. However, listing does offer public recognition of the building, site, or area of historic importance. Listing can also provide limited federal income tax benefits as part of a major historic rehabilitation of an investment property. The listing also provides protection against actions involving federal or state funds which would adversely affect the building or site. Grants are available from PHMC for historic site inventories and related research.

# 2. Use Local Historical Markers to tell stories about Salisbury's history.



Additional historical markers should be used to tell interpretive stories about Salisbury's history. An example is the sign at the Commix Hotel which describes how the Commix Hotel was a meeting site for rebels in the Fries Insurrection in 1799. Local historians should be encouraged to research and develop sign messages to support additional local historical markers. Interpretation signs with historic information would also be useful at entrances to the Walking Purchase Park. Grant funding or donations for this program should be pursued.

# 3. Continue to provide information about Salisbury's unique history.

Information about Salisbury Township's history is available on the Township's website and in the booklet prepared by William L. F. Schmehl entitled *Salisbury: Born the Year the Liberty Bell Was Hung and Rung – 1753*. In order to educate residents and others about Salisbury's unique history it will be important to continue to provide this information.

# **Economic Development and Tourism**

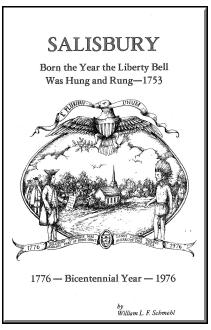
# 1. Encourage appropriate and compatible economic development.

Nonresidential areas are extremely important to Salisbury
Township in order to provide necessary services and jobs for residents and to help moderate the
tax burden on residents. The Land Use Plan identifies appropriate locations for industrial and
commercial uses. Understanding that "quality attracts quality," the Township should adopt
zoning regulations which encourage high quality in industrial and commercial development.

For example, street trees and other landscaping could be further emphasized. Continued emphasis is needed upon evergreen buffer yards that buffer businesses from adjacent neighborhoods. The sizes and heights of billboards and other signs should continue to be carefully controlled. Zoning regulations should be used to carefully control the types of uses and use performance standards to protect the environment and to prevent excessive traffic in areas where traffic movement is restricted by the existing road system.

# 2. Promote outdoor-recreation based tourism in the Township.

Given the many significant natural resources and historic sites in Salisbury, tourism should be promoted in the Township. This will contribute to the Township's overall economic development and help increase the Township's image and identity. Attractions such as mountain biking, bird watching, canoeing and kayaking along the Lehigh River, hiking along Lehigh Mountain and South Mountain should be promoted and included in a brochure and map. The recognition that Salisbury is playing an active part in the Highlands area preservation will also attract tourists. The possibility of a self-guided tour with interpretive signs should be considered. Salisbury's attractions need to be tied into adjacent areas, such as the Lehigh Parkway system and cultural activities in Allentown.



#### Attractive commercial, residential, and industrial areas

1. Establish guidelines to improve the attractiveness of commercial, residential and industrial development, particularly along major corridors.

Although most of the Township is now developed, some vacant land still exists for development. Most of the remaining open land is constrained by natural features, such as steep slopes or poor drainage.

Developers should be encouraged to use appropriate design standards. The Township should encourage developers to use the following guidelines to design and locate structures, adjacent open space, and complementary landscaping. The guidelines are divided into four topics: site planning, architecture, landscape architecture and signage. All four sections should be used together when planning and reviewing new development proposals.

# Site Planning

- 1. Orient uses to minimize objectionable views, such as service areas and the backs of buildings, from roadways and from scenic overlooks.
- 2. Match scale and character of buildings and other uses to the scale and character of the site and the surrounding environs.
- 3. Encourage use of joint use driveways where they will reduce environmental impact or improve traffic safety.
- 4. Minimize impervious cover.
- 5. Provide landscaping along the perimeter of parking areas.
- 6. Place new utility lines underground, and seek to bury existing lines or move them to alleys where practical.
- 7. Minimize the grading by the use of retaining walls, building orientation and running with contours.
- 8. Avoid placing buildings on cleared ridgelines to protect views.
- 9. Use curved driveways when developing in wooded areas to obscure the

#### Architecture

- 10. Minimize the height of the proposed structure, especially on ridgelines and in very visible locations.
- 11. Reduce the building mass by breaking up the building into smaller components.
- 12. Use indigenous building materials, such as stone or materials with a similar appearance.
- 13. Use compatible, earth tone colors that blend with the existing environment.
- 14. Design structures to fit the topography rather than excessively grading the site.
- 15. Use pitched roof design features.

### Landscape Architecture

- 16. Minimize tree removal, especially on South Mountain.
- 17. Establish vegetative buffers adjacent to roadways.
- 18. Screen objectionable views.
- 19. Maximize parking lot landscaping.
- 20. Use native plant materials.
- 21. Include Best Management Practices for stormwater management, including promoting groundwater recharge.

# Signage

- 22. Avoid overly bright or frequently changing message signs.
- 23. Use materials that are compatible with the proposed or existing buildings and landscape elements.
- 24. Locate signs on the building in consistent sign bands.
- 25. Group signs on one sign structure.
- 26. Consider signs that are not internally illuminated.
- 27. Minimize temporary signs.
- 28. Use consistent typography on signs.

# 2. Provide incentives to encourage attractive and desired developments.

In order to encourage attractive and desired development, the Township should consider providing incentives to developers. One example would be in the form of a density bonus for open space / cluster development where higher density development is permitted on one part of a property if the remaining land is preserved for open space. The overall density would remain the same, but more open space would be provided, and roadway and utility line costs would be reduced.

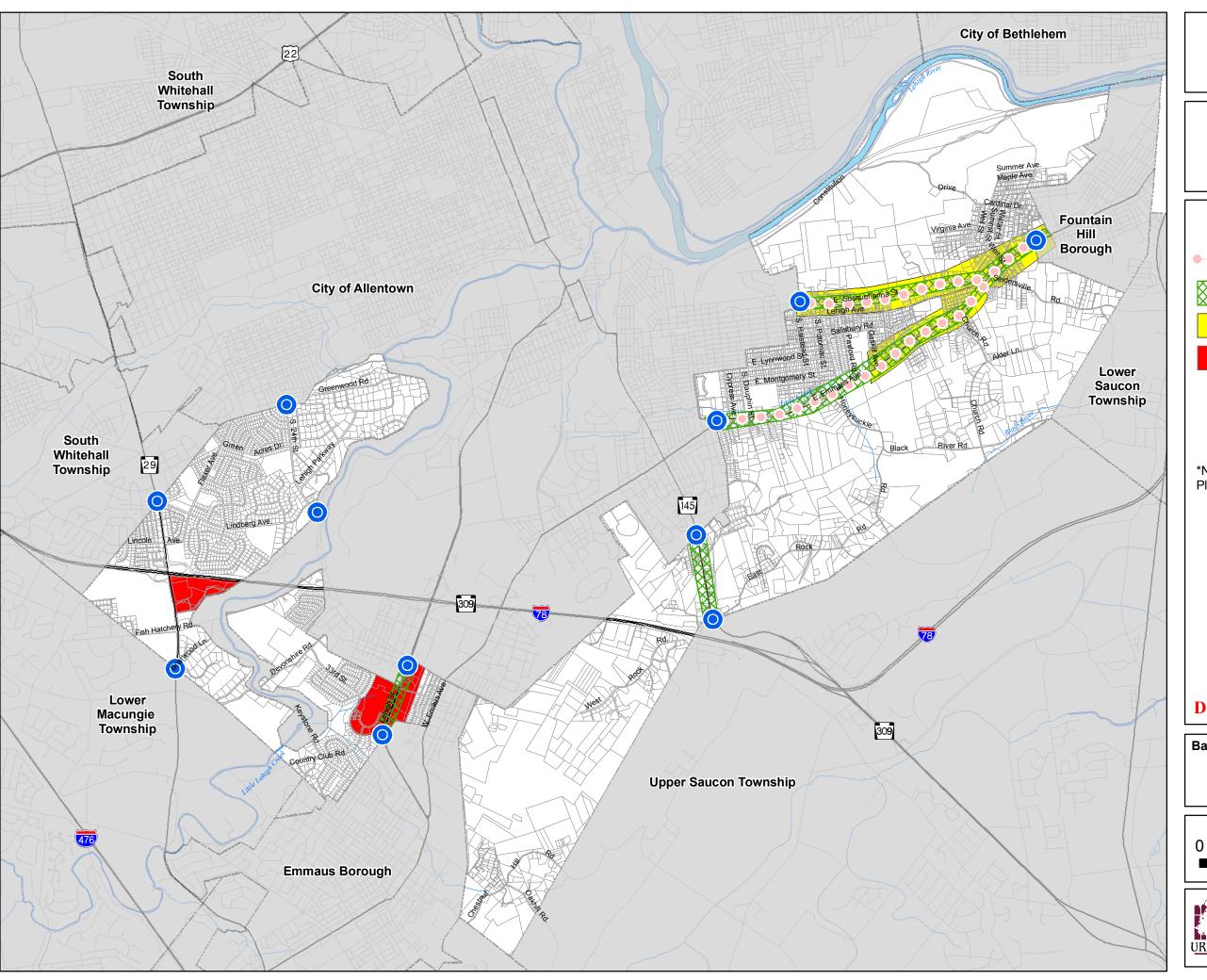
Density bonuses also could be considered for developments limited to persons age 55 and older and spouses, with no children under age 18. Density bonuses are logical for senior housing because the typical household of older persons generates less traffic, less need for parking, and less water and sewer usage compared to other types of housing. Housing for older persons also does not generate additional public school students, thereby avoiding significant increases in public education expenses.

### Residential rehabilitation and commercial revitalization

### 1. Target older areas of the Township for housing rehabilitation.

Older homes along the Susquehanna Street and Emmaus Avenue corridors should be targeted for housing rehabilitation. Owners of homes in these areas and other areas with older homes should be encouraged to take advantage of available housing rehabilitation programs. Most housing rehabilitation efforts involve grants or low-interest loans to rehabilitate homes owned by households with low or moderate incomes.

The Lehigh County Department of Community and Economic Development offers forgiveness loans to eligible households. Funds are provided as a zero interest rate five-year depreciating lien on owner-occupied properties. The lien will be forgiven after five years if the homeowner maintains ownership and occupancy. Eligible uses of the funds include replacement or repair to: roofs, foundations, plumbing, weatherization, sanitary plumbing including septic, heating systems, electrical systems, and water and sewer hook-ups. Homeowners can also be connected to other weatherization programs, such as the program of the Community Action Council of the Lehigh Valley.



# Salisbury Township Comprehensive Plan

MAP 7.1 Community Development



Complete Streets

Corridor Enhancements

Housing Rehabilitation

Commercial Rehabilitation

\*NOTE: See also Township Sewage Facilities Plan for areas in need of sewage improvements

# **December 2011**

# **Base Information Provided By:**

Lehigh Valley Planning Commission.

3,250 6,500 Feet



URDC URDC 28 West Broad Street Bethlehem, Pennsylvania 18018 610-865-0701

# 2. Encourage commercial revitalization in key areas of the Township.

There are several areas of the Township that should be targeted for commercial revitalization or enhancement, as shown on the Community Revitalization Map. Revitalization of these areas can enhance the appearance and functionally of these areas, and possibly result in new economic development opportunities. Concept plans should be prepared to show such items as how underused areas might be redeveloped, how parking and access could be improved, and how building facades, signs and landscaping can be made more attractive.



# 3. Consider additional enforcement systems to address quality of life and building maintenance issues.

If the need arises, Salisbury Township should consider ordinances to address quality of life issues. This may include a system of enforcement using tickets that are similar to parking tickets. The tickets would be issued by a sworn civilian enforcement employee. These types of fines can be levied without the involvement of a District Magistrate, although a person can still appeal to the Magistrate. The fines should increase with repeat offenses.

For example, this system of tickets and fines could be used for persons who do not keep their property clear of trash, who do not properly put their trash out for collection or do not separate recyclables from their trash. This type of system is in effect in Allentown and other cities.

If the need arises in the future, Salisbury Township should also consider other ordinances to address property conditions. For example, a requirement could be adopted that buildings need a codes inspection before they can be sold. Or, housing units that are rented can be required to undergo a periodic codes inspection, such as once every three years. The goal is to identify and correct safety hazards, as well as make sure buildings are properly maintained. This type of program should be designed to be funded by annual fees and fines.

#### High quality community facilities and services

### 1. Identify and prioritize community facility and services needs annually.

In order to maintain a high quality of life in Salisbury, it will be important to identify and prioritize community facility and services needs on an annual basis as part of the Township's Capital Improvement Program (CIP). The Salisbury Planning Commission, the various departments, the Recreation Advisory Committee, and other appropriate Township entities should all be involved in providing input to the Board of Commissions and Township Manager. Example guidelines for helping to establish priorities are included in the *Action Plan* section of this report.

# 2. Keep abreast of grants and funding assistance, and continue to aggressively pursue funds.

County, state and federal funding programs should be pursued to help fund and finance community development and revitalization projects and programs. Opportunities for funding from foundations and other sources also should be explored. Since funding programs constantly change, it will be important to continually identify and keep abreast of the available funding programs.

# Pathways and connections

#### 1. Prepare a Pathways Plan.

A pathways plan should be prepared to examine and plan for possible connections between the Township's neighborhoods and its parks, schools and other activity nodes. Pathways could be in a variety of different forms such as sidewalks, trails, bike lanes, or informal walkways. The plan completed could when incorporated into the Salisbury Township Parks, Recreation and Open Space Plan. Grant funding for this plan should be pursued through the programs offered by Pennsylvania Department Conservation and Natural Resources (DCNR), the Pennsylvania



Department of Transportation (PennDOT), Lehigh County and other funding providers.

# 2. Provide connections to parks, schools and other key activity nodes.

Although a Pathways Plan may be a longer-range project, opportunities for some connections could be made in the short-range. One such connection is the linkage between Lindberg Park and Lehigh Parkway where an easement has already been established. Other potential linkages between neighborhoods, and parks, schools and other activity nodes should be identified. Uniform signage should be developed and placed throughout the Township to identify connections and attractions as part of a way-finding system. Grant funding for these connections should be pursued through the programs offered by DCNR, Lehigh County and other funding providers.

# 3. Work with PennDOT to designate Susquehanna Street and Emmaus Avenue as "Complete Streets."

A "Complete Street" is for everyone. Complete Streets are designed and operated to enable safe use for motorists, pedestrians, bicyclists and transit riders. A Complete Street may include: sidewalks, bike lanes (or wide pavement shoulders), comfortable and accessible public transportation stops, frequent and safe crossing opportunities, and other features. The Township should work with PennDOT to designate Susquehanna Street and Emmaus Avenue as



complete streets. These streets are being targeted because they serve to link key areas of the Township and offers special opportunities (wide shoulders in many places, connections to school complexes and other activity nodes, access management, etc.).

Note – "Emaus Avenue is the spelling used by PennDOT. Salisbury and Allentown should jointly seek a change to the proper spelling of "Emmaus Avenue."

# Examples of Complete Streets & Pedestrian Connections















# **ACTION PLAN**

# **Summary and Phasing of Recommendations**

Table 8.1 summarizes the major recommendations of the *Salisbury Township Comprehensive Plan*. Certain items are recommended as high priorities. The timing of each recommendation is listed, as well who should have the primary responsibility to carry out the recommendation.

Table 8.1 Summary and Phasing of Recommendations

	Summary and	1		1	
	Recommended Action	Page with Full Description	High Priority	Timing	Prime Responsibilities (See abbreviations at end of this table)
FU	TURE LAND USE AND HOUSING RECO	OMMENDATION	s		
1.	Update development regulations regarding natural features, particularly to address seeps, springs and similar features and to avoid increased flooding or harm to water quality.		√	Short Range	BC, PC
2.	Work with the Wildlands Conservancy and other entities to preserve the most environmentally sensitive lands in permanently preserved open space.		√ .	Ongoing	BC, PC
3.	Adjust the boundaries of the Conservation-Residential zoning district in selected locations to reflect the availability of more detailed mapping of slopes.		√	Short Range	BC, PC
4.	Require a larger minimum tract size for new twins, townhouses and apartments in the R-4 zoning district to avoid incompatible infill development.		√	Short Range	BC, PC
5.	Provide additional zoning incentives for housing that is limited to persons aged 55 and older.		<b>√</b>	Short Range	BC, PC
6.	Consider long-term alternatives for the future of Waldheim Park, which may involve the extension of public sewage service.		<b>√</b>	Short Range	BC, PC
7.			<b>√</b>	Short Range	BC, PC

	Recommended Action	Page with Full Description	High Priority	Timing	Prime Responsibilities (See abbreviations at end of this table)
7.	Seek to preserve the majority of the School District-owned land along Emmaus Avenue.		<b>√</b>	Short Range	BC, PC, STSD
8.	Use "access management" regulations (as recommended by the Lehigh Valley Planning Commission) to properly manage the locations and design of new driveways onto major roads.		√	Ongoing	BC, PC
9.	Carry out revisions recommended in the Future Land Use Plan and accompanying text, including creating a new Health Care Overlay Zoning District for portions of the Lehigh Valley Health Network properties.		√	Ongoing	BC, PC
EN	VIRONMENTAL CONSERVATION REC	OMMENDATION	<b>IS</b>		
1.	Work with the Wildlands Conservancy, the School District, propertyowners and other groups to seek to permanently preserve additional environmentally sensitive lands.	4.10		Short Range	BC, PC, EAC
2.	Bolster Zoning and Subdivision and Land Development Ordinance language to strengthen environmental protections. Establish buffer and setback distances from seeps, springs and wetlands.	4.11	V	Short Range	BC, PC, EAC
3.	Update the Township's zoning regulations concerning forestry and tree clearing as part of development.	4.11		Short Range	BC, PC, EAC
4.	Establish incentives to promote use of "Green" methods of development.	4.12		Short Range	BC, PC, EAC
5.	Update the Zoning Ordinance to promote use of solar and wind energy within appropriate areas.	4.12		Short Range	BC, PC, EAC
6.	Consider providing flexibility in the Zoning Ordinance to allow a wider range of accessory uses on agricultural parcels.	4.12		Short Range	BC, PC, EAC

	Recommended Action	Page with Full Description	High Priority	Timing	Prime Responsibilities (See abbreviations at end of this table)
7.	Encourage property-owners to plant trees and other thick vegetation along creeks, and to cooperatively manage important natural features.	4.12	<b>√</b>	Short Range	BC, PC, EAC
8.	Explore asking voters in a referenda to approve a dedicated tax or an open space bond for the permanent protection of open space within the Township.	4.13		Short Range	BC, PC, EAC
COI	MMUNITY FACILITIES AND SERVICES	RECOMMEND	ATIONS		
1.	Maintain and strengthen the relationship between the Township and the Salisbury Township School District.	5.13		Ongoing	BC, STSD
2.	Continue to support the Allentown Public Library.	5.14		Annually	ВС
3.	Continue curb-side trash collection and recycling.	5.14		Ongoing	ВС
4.	Target areas to control bulk trash dumping, and continue to organize trash and litter clean-up events.	5.14		Periodicall y	ВС
5.	Carefully control solid waste facilities.	5.14		Ongoing	BC, PC
6.	Use and update the adopted Salisbury Township Parks, Recreation and Open Space Plan.	5.15		Ongoing & Periodicall y	BC, PC, RC
7.	Work with the City of Allentown and Lehigh County to implement the Lehigh Mountain Master Plan.	5.15		Short Range	BC, City of Allentown, Lehigh County, PA DCNR
8.	Offer a variety of recreational programs.	5.15		Annually	BC, RC
9.	Use the Salisbury Township Recreation Advisory Committee to provide input on needed park improvements and recreational programs.	5.16		Ongoing	BC, RC
10.	Use PA DCNR's Top 10 Best "Green/Sustainable" Practices.	5.16		Ongoing	BC, PW, EAC, PC
11.	Upgrade the Township's existing storm water system over time.	5.18		Ongoing	BC, PW, PA DEP

	Recommended Action	Page with Full Description	High Priority	Timing	Prime Responsibilities (See abbreviations at end of this table)
12.	Require developers to adequately address and control storm water.	5.18		Ongoing	BC, PC
13.	Identify and correct storm water infiltration problems.	5.18		Ongoing	BC, PW, PA DEP
14.	Use vegetation and other techniques to control storm water.	5.18		Ongoing	BC, PW, PC, EAC
15.	Meet the requirements of the Federal/State MS 4 Stormwater Program.	5.19		Ongoing	BC, PW, PC, EAC
16.	Use and update the Township's Act 537 plan.	5.19		Periodicall y	BC, PC, Township Engineer
17.	Identify and correct infiltration and inflow (I&I) problems.	5.20		Ongoing	BC, PW, PA DEP
18.	Continue to work with City of Allentown and protect source water areas.	5.20		Ongoing	BC, PC, City of Allentown, EAC
19.	Encourage more water conservation.	5.20		Ongoing	BC, PC, EAC
20.	Continue to cooperate with area hospitals and health providers.	5.21		Ongoing	BC, Health Providers
21.	Periodically examine the need for additional health services.	5.21		Periodicall y	BC, Health Providers
22.	Continue and enhance the Salisbury Township Police Department.	5.21		Ongoing	BC, Salisbury Police Dept.
23.	Strengthen fire, ambulance, and rescue services.	5.22		Ongoing	BC, Local and Area Providers
24.	Cooperate with adjacent municipalities to share costs and services.	5.22		Ongoing	BC, Adjacent Municipalities
25.	Maintain and improve municipal buildings.	5.22		Periodicall y	ВС
TRA	ANSPORTATION RECOMMENDATION	s			
1.	Work with PennDOT to carry out projects and resolve traffic problems that involve State Roads.	6.5		Ongoing	BC, PD, PennDOT, PC
2.	Continue to address general road improvements	6.5		Ongoing	PW

	Recommended Action	Page with Full Description	High Priority	Timing	Prime Responsibilities (See abbreviations at end of this table)
3.	Work to implement the LVPC Access Management Study goals and recommendations.	6.5		Ongoing	BC, PD, PC
4.	Promote pedestrian and bicycle circulation through national and state design guidelines.	6.6		Short Range	BC, PC, PennDOT, LVPC
5.	Study and implement traffic improvements at the intersection of Seidersville Road, Emmaus Avenue and Susquehanna Street.	6.8	√	Short Range	PennDOT, LVPC, PC, PD, BC
6.	Continue and include roadway design standards in the Subdivision and Land Development Ordinance.	6.8		Ongoing	PC, PennDOT, BC, LVPC
7.	Work to implement the goals and recommendations outlined in LANTA's comprehensive plan.	6.8		Long Range	PC, BC, LANTA
8.	Study and implement a townshipwide trail network.	6.9	<b>√</b>	Short Range	PC, BC, PA DCNR
9.	Promote the cooperation with private landowners to create easements for a trail system.	6.9		Short Range	PC, BC, PA DCNR, WC
10.	Separate, to the extent possible, conflicting uses on the public street system in order to minimize safety problems; Give special attention to pedestrian and bicycle routes.	6.10		Periodicall y	PC, BC, LVPC, PennDOT
11.	Review new developments for adequacy of parking based upon need, the potential for joint use of parking facilities, opportunities to encourage ridesharing, and spaces provided for bicycles.	6.10		Ongoing	PC, LVPC
12.	Provide adequate signage along all bike paths including areas of conflict with pedestrians and automobile traffic.	6.11		Short Range	PC, BC, PW, RC
13.	Continue to upgrade traffic signals as needed.	6.11		Ongoing	PW
14.	Continue to cooperate a multi- municipal traffic improvement project regarding to St. Lukes Hospital	6.11		Ongoing	PC, BC, PennDOT, LVPC

	Recommended Action	Page with Full Description	High Priority	Timing	Prime Responsibilities (See abbreviations at end of this table)		
COI	COMMUNITY DEVELOPMENT AND REVITALIZATION RECOMMENDATIONS						
1.	Use gateways, signs and banners to enhance the Township's image and identity.	7.1	<b>√</b>	Short Range	PC, LCDCED, PADCED, PW, PennDOT		
2.	Make people aware of the Township's unique natural and historic resources.	7.2		Ongoing	EAC, WC, RC, PA DCNR, PHMC		
3.	Identify potential National Register historic sites and districts, and pursue National Register designation.	7.2		Long Range	PC, BC, PHMC, PA DCNR		
4.	Use additional local Historical Markers to tell stories about Salisbury's history.	7.3		Periodicall y	PC, PHMC, EAC, PennDOT, PW		
5.	Continue to provide information about Salisbury's Unique history.	7.3		Ongoing	PC, RC		
6.	Encourage appropriate and compatible economic development.	7.3		Ongoing	PC, BC, PADCED, LCDCED, LVCOC, LVEDC		
7.	Promote outdoor-recreation based tourism in the Township.	7.3		Ongoing	PC, BC, PADCED, LCDCED, LVCOC, LVEDC, PA DCNR, PHMC		
8.	Establish guidelines to improve the attractiveness of commercial, residential and industrial development, particularly along major corridors.	7.4	√	Short Range	PC, BC		
9.	Provide incentives to encourage attractive and desired types of development.	7.5		Periodicall y	PC, BC, LCDCED, PADCED, LVEDC		
10.	Target older areas of the Township for housing rehabilitation.	7.6	√	Short Range	PC, DC, LCDCED, PADCED, PHFA		
11.	Encourage commercial revitalization in key areas of the Township.	7.6		Ongoing	PC, BC, LCDCED, PADCED, LVCOC, LVEDC		
12.	Consider additional enforcement systems to address quality of life and building maintenance issues.	7.6		Short Range	BC		

	Recommended Action	Page with Full Description	High Priority	Timing	Prime Responsibilities (See abbreviations at end of this table)
13.	Identify and prioritize community facility and services needs annually.	7.7		Annually	PC, BC, PW, PD
14.	Keep abreast of grants and funding assistance, and continue to aggressively pursue funds.	7.7		Ongoing	PC, BC
15.	Prepare a Pathways Plan.	7.7	<b>√</b>	Short Range	PC, BC, PA DCNR
16.	Provide connections to parks, schools and other key activity nodes.	7.8	<b>√</b>	Short Range	PC, BC, PA DCNR, EAC, PennDOT, RC, STSD
17.	Work with PennDOT to designate Emmaus Avenue and Susquehanna Street as "Complete Streets."	7.8		Long Range	PennDOT, PC, BC

BC = Salisbury Township Board of Commissioners

EAC = Salisbury Township Environmental Advisory Council

FD = Salisbury Township Fire Department

LANTA = Lehigh and Northampton Transportation Authority LCDCED = Lehigh County Department of Community Development

LVCOC = Lehigh Valley Chamber of Commerce

LVEDC = Lehigh Valley Economic Development Corporation

LVPC = Lehigh Valley Planning Commission

PADCED = Pennsylvania Department of Community and Economic Development
PA DCNR = Pennsylvania Department of Conservation and Natural Resources

PC = Salisbury Township Planning Commission
PD = Salisbury Township Police Department
PennDOT = Pennsylvania Department of Transportation
PHFA = Pennsylvania Housing Finance Agency
PHMC = Pennsylvania Historical Museum Commission
PW = Salisbury Township Department of Public Works

RC = Salisbury Recreation Committee STSD = Salisbury Township School District

WC = Wildlands Conservancy

# **Potential Funding Sources**

#### POTENTIAL SOURCES OF FUNDING AND FINANCING

State, federal and county governments; public and private organizations/entities; and foundations provide various opportunities for funding assistance. Grants and loans from various sources should be used to help fund revitalization activities and other plan implementation items. Since funding sources are always changing, with new programs being added and older programs being revised or deleted, it will be important to continually keep abreast of current funding opportunities. The following table identifies some of the funding assistance programs that should be considered for implementation. The Township should establish, research and continually update a database of available grants and other funding sources. Many funding providers post their grant program offerings on the Internet.

Table 8.2 Potential Funding Sources

Name of Program	General Description of Program	Administering Agency
Business In Our Sites Grants and Loans	Empowers communities to attract growing and expanding businesses by helping them build an inventory of ready sites.	PA Department of Community and Economic Devel- opment (PA DCED)
Community and Business Develop- ment Program	The Community and Business Assistance Program provides grants for community and business assistance projects that, in the judgment of the Department of Community and Economic Development (DCED), are consistent with the authorizing legislation and these program guidelines, and meet all requirements of the DCED Single Application for Assistance.	PA DCED
Community and Municipal Facilities Assistance Pro- gram	The Community and Municipal Facilities Assistance Program provides grants for community and municipal facility projects that, in the judgment of the Department of Community and Economic Development (DCED), are consistent with the authorizing legislation and these program guidelines, and meet all requirements of the DCED Single Application for Assistance.	PA DCED
Community Conservation and Employment Program	The Community Conservation and Employment Program provides grants for community and economic development projects that, in the judgment of the Department of Community and Economic Development (DCED), are consistent with the authorizing legislation and these program guidelines, and meet all requirements of the DCED Single Application for Assistance.	PA DCED
Community Development Block Grant (CDBG)	Offers grants for a wide variety of activities, provided the applicant proves by survey or census that the project will benefit 51% low and moderate income persons or handicapped persons or eliminate "blighted" conditions in officially designated areas. For example, funds can be used for housing rehabilitation, handicapped accessibility, street and sidewalk improvements, parks / recreation / trail linkages, planning, and historic rehabilitation.	Lehigh County DCED

Name of Program	General Description of Program	Administering Agency
Community Economic Develop- ment Loan Program	Low-interest loans for projects in distressed communities.	PA DCED
Community Services Block Grant (CSBG)	Federal grants to support programs that promote economic self-sufficiency of low-income individuals. Designated Community Action Agencies serving individuals whose income is at 125% of the federal poverty level are eligible for funding. Funds may be used for: case management, job training, food and nutrition, transportation, education, housing, drug and alcohol, and economic development.	Community Action Commission of the Lehigh Valley, Inc., PA DCED and U.S. Dept. Of Health & Human Services
C2P2 - Community Conservation Partnerships Program	Provides 50% matching grants to municipalities to: develop plans for parks/recreation/trails; prepare park/greenway master plans; acquire parkland/nature preserves/greenways; and rehabilitate and improve public recreation areas/greenways.	PA Department of Conservation and Natural Resources (PA DCNR)
Downtown Revita- lization Assistance	The Pennsylvania Downtown Center (PDC) promotes and supports the vitality of Pennsylvania's downtowns and traditional neighborhood business districts by providing local groups with the techniques and strategies needed to recapture or sustain their downtowns as a vibrant civic, social, and economic center of activity.	Pennsylvania Downtown Center (PDC)
	The Economic Development Administration (EDA) offers grants and technical assistance for economic development. Some of the major EDA programs are listed below:  Public Works and Economic Development Program - Public Works and Economic Development investments help support the construction or rehabilitation of essential public infrastructure and facilities necessary to generate or retain private sector jobs and investments, attract private sector capital, and promote regional competitiveness, including investments that expand and upgrade infrastructure to attract new industry, support technology-led development, redevelop brownfield sites and provide eco-industrial development.  Economic Adjustment Assistance Program - The Economic Adjustment Assistance Program provides a wide range of technical, planning and infrastructure assistance in regions experiencing adverse economic changes that may occur suddenly or over time. This program is designed to respond flexibly to pressing economic recovery issues and is well suited to help address challenges faced by U.S. regions and communities.  Community Trade Adjustment Assistance Program - EDA's Community Trade Adjustment Assistance (Community TAA) Program, which was created by the American Recovery and Reinvestment Act of 2009, is aimed at helping to create and retain jobs by providing project grants to communities that have experienced, or are threatened by, job loss resulting from international trade impacts.	Economic Development Administration (EDA) / U.S. Department of Commerce

Name of Program	General Description of Program	Administering Agency
	<ul> <li>Planning Program - The Planning Program helps support planning organizations in the development, implementation, revision or replacement of comprehensive economic development strategies (CEDS), and for related short-term planning investments designed to create and retain higher-skill, higher-wage jobs, particularly for the unemployed and underemployed in the nation's most economically distressed regions.</li> </ul>	
Economic Growth and Development Assistance	The Economic Growth and Development Assistance Program provides grants for projects fostering economic growth and development in Pennsylvania that, in the judgment of the Department of Community and Economic Development (DCED), are consistent with the authorizing legislation and program guidelines, and meet all requirements of the DCED Single Application for Assistance.	PA DCED
Elm Street Program	Grant funds for planning, technical assistance and physical improvements to residential and mixed use areas in proximity to central business districts. Elm Street is a 5-year program. A Plan that meets the Elm Street Plan required must be prepared prior to designation. Planning Grants (\$25,000) are available from PA DCED. Operational grants (\$50,000 maximum per year), and Residential Reinvestment grants (\$250,000 maximum per year) should be pursued annually over the five years. Elm Street involves five specific program areas: 1) organization; 2) promotion; 3) design; 4) neighborhoods and economy; and 5: clean, safe and green activities.	PA DCED
Emergency Responders Resources & Training Program (ERR)	ERRTP funds may be used for emergency responder improvement projects. These projects must demonstrate a benefit to community activities associated with police, fire, ambulance or related public safety services.	PA DCED
Historic Preserva- tion - Certified Local Government Grants	Provides modest-sized matching grants to provide technical assistance to municipalities that have official historic districts and meet other criteria to be "certified."	Federal, admini- stered by PA Historical and Museum Commis- sion (PHMC)
Historic Preserva- tion Survey and Planning Grants	Matching grants for historic surveys, historic preservation planning and National Register nominations. Available to municipalities and nonprofit organizations. Cannot be used for construction.	Federal, administered by PHMC
Historic Preserva- tion Tax Credits	Offers federal income tax credits for a percentage of the qualified capital costs to rehabilitate a certified historic building, provided the exterior is restored. The program is generally limited to income-producing properties.	National Park Service
номе	U.S. Department of Housing and Urban Development (HUD) program that provides municipalities with funding and technical assistance to expand the supply of decent and affordable housing for low and very low moderate income persons. Uses may include: rehabilitation; new construction; acquisition of rental or sales housing and rental assistance.	PA DCED / HUD
Home Ownership Choice Program (HCP)	An initiative of the Pennsylvania Housing Finance Agency (PHFA) to finance new, single-family home construction in blighted areas of the Commonwealth.	PA Housing Finance Agency (PHFA)

Name of Program	General Description of Program	Administering Agency
	The Home Town Streets Program provides funding for a variety of streetscape improvements that are aimed at reestablishing downtown and commercial centers. The Safe Routes to School Program provides grants and is designed to work with both school districts and pedestrian and bicycle safety advocates to make physical improvements that promote safe walking and biking passages to schools. Both programs require a 20% local match.	PennDOT
Housing and Redevelopment Assistance	Provides state-funded grants for community revitalization and economic development activities at the local level. The program assists the community in becoming competitive for business retention, expansion and attraction.	PA DCED
Industrial Sites Reuse Program, PA ("Brownfields")	Provides grants of up to 75% and low-interest loans for assessment of environmental contamination and remediation work at former industrial sites. Available to private companies, nonprofit economic development agencies, or authorities that own the land. Mainly targeted towards cities. Financing is not available to the company that caused the contamination.	PA DCED in cooperation with PA DEP
Intermunicipal Projects Grants	Promotes cooperation between neighboring municipalities so as to foster increased efficiency and effectiveness in the delivery of municipal services at the local level.	PA DCED
Keystone Historic Preservation Funds	Provides 50% matching grants to fund analysis, acquisition, or rehabilitation of historic sites. The site must be on the National Register of Historic Places or officially determined to be eligible for listing. The site must be accessible to the public after funding. Grants can be made to public agencies or nonprofit organizations.	PHMC
Keystone Recrea- tion, Park and Conservation Fund	State grants to improve the physical facilities of public libraries.	PA DCED
Land Use Planning and Technical Assistance Pro- gram (LUPTAP)	This program provides grant funds for the preparation of community comprehensive plans and the ordinances (e.g., zoning and SALDO) to implement them. It promotes cooperation between municipalities in making sound land use decisions that follow or adhere to the Governor's Executive Order on Land Use. Priority is given to any county government acting on behalf of its municipalities, any group of two or more municipalities, or a body authorized to act on behalf of two or more municipalities. Applicants are to provide a minimum of 50% match consisting of cash or in-kind services. There are no minimum or maximum amounts.	PA DCED
Land and Water Conservation Fund	The Land and Water Conservation Fund (LWCF) provides matching grants to state and local governments for the acquisition and development of public outdoor recreation areas and facilities.	National Park Service in coop- eration with PA DCNR
Lehigh County Casino Revenue Grants	Grants maybe used for capital projects, transportation needs due to increased traffic, safety and crime prevention or other requests which are needed as a result of the location of the casino in South Bethlehem.	Lehigh County DCED
Local Banks	Local banks in the area can contribute funding and financing toward Plan implementation, including making donations for revitalization projects.	Local Banks

Name of Program	General Description of Program	Administering Agency
Local Government Capital Projects Loan Program	This Program provides low-interest loans for equipment and facility needs of small governments with populations under 12,000.	PA DCED
Local Municipal Resources and Development Program (LMRDP)	Grants to municipalities for improving quality of life within the community. Grants may be used for: construction or rehab of infrastructure, building rehabilitation, acquisition and demolition of structures / land, revitalization or construction of community facilities, purchase of upgrade of machinery and equipment, planning of community assets, public safety, crime prevention, recreation, and training.	PA DCED
Main Street Initiatives Streetscape Amenities Grants	Provides 50% grants up to \$8,000 for banners, benches, trash receptacles, planters, bike racks, signage, and street trees.	Lehigh County DCED
Main Street Program	The Pennsylvania Main Street Program offers grants to local governments to fund "Main Street Managers" to coordinate downtown revitalization strategies and commerce activities. Includes: Anchor Building Grants, which assist in the renovation of integral buildings that are vital to the downtown's health; and Downtown Reinvestment Grants, which provide financial incentives to municipalities for development projects to help eliminate decline.	PA DCED
National Recrea- tional Trails Funding (Symms NRTA)	Provides grants for the acquisition and development of recreation trails (which may include trails for motorized vehicles). A 50% local match is required. Applications may be made by federal, state or local government agencies or organizations.	Federal, admini- stered by PA DCNR
Neighborhood Partnership Program (NAP/NPP)	Corporate tax liability credit for businesses that sponsor a neighborhood organization to develop and implement a neighborhood revitalization plan by contributing a substantial amount of cash per year over an extended period of time.  Programs must serve clients who are low-income and residents of economically distressed neighborhoods specified by the neighborhood organization. Projects must fall under one of the following categories: housing; education; health and social services; community development; job training; crime prevention; and community participation.	PA DCED
PA Infrastructure Investment Authority (PennVest)	Offers low-interest loans for construction and improvement of drinking water and wastewater systems. 100% grants may be available for highly-distressed communities. Mainly intended for public systems, but some private systems may be approved. Water projects are funded through the Drinking Water Revolving Loan Fund. Sewage projects are funded through the Clean Water Revolving Fund. PennVest is also authorized to provide loans for projects to control existing stormwater problems, such as separating stormwater from sanitary sewage. The "Advance Funding Program" provides low-interest loans for feasibility studies and engineering of systems if the utility cannot fund such work itself.	PennVest, PA DEP (Bureau of Water Supply Management) – Involves both U.S. EPA and state funds
Pennsylvania Community Trans- portation Initiative Program	Grants are available from PennDOT as part of the Pennsylvania Transportation Initiative Program. Funds can be used for a variety of transportation projects and initiatives.	PennDOT

Name of Program	General Description of Program	Administering Agency
PennDOT's Local Technical Assis- tance Program	The Pennsylvania Department of Transportation provides technical assistance for Walkable Communities Program studies and other studies.	PennDOT
Rails to Trails, PA	Provides grants for feasibility studies, master site plans, acquisition, and improvement of former railroad lines for recreation trails. A 50% local match is required. Open to municipalities, authorities, and non-profit.	DCNR
Regional Partnership Grants	Provides 50% grants to a maximum of \$8,000 for zoning, subdivision and land development ordinances, joint purchases, fire services, police and land use activities.	Lehigh County DCED
Save America's Treasures	Save America's Treasures Grants are available for preservation and/or construction work on National significant artifacts and historic structures and sites. A dollar for dollar, non-federal match is required. The maximum grant request for all projects is \$700,000.	National Park Service
TEA-21 Transportation Enhancements Program (part of federal Transportation Efficiency Act)	The Transportation Equity Act for the 21 <sup>st</sup> Century (TEA-21) authorizes Federal surface transportation programs for highways, highway safety, and transit.	U.S. DOT funds administered by PennDOT
Tree Vitalize Metro Grants	A partnership involving Lehigh County, Pennsylvania DCNR and other state entities. A maximum grant of \$25,000 in state funds for acquiring and planting trees.	Lehigh County DCED
Urban Development Program (UDP)	Provides grants for urban development and improvement projects. Funds may be used for: construction or rehab of infrastructure, building rehabilitation, acquisition and demolition of structures/land, revitalization or construction of community facilities, purchase of upgrade of machinery and equipment, planning of community assets, public safety, crime prevention, recreation, and training.	PA DCED
Urban Forestry Grants / Tree Improvement Program / Mini- Grant for Planting Trees/PA Community Forest Grants	Several DCNR grants provide funding for tree planting projects on public property or along streets. There is also a Federal "America the Beautiful" grant program for tree planting.	PA DCNR

Name of Program	General Description of Program	Administering Agency
USDA Rural Development Housing and Community Development Programs	<ul> <li>Various USDA funding assistance programs are available, including:         <ul> <li>Housing Repair and Rehabilitation Grants - To dwelling owners / occupants age 62 or older who have very low incomes (50% of the area median income).</li> <li>Community Facilities - Provides grants and loans to assist in the development of essential community facilities.</li> </ul> </li> <li>Rural Community Development Initiative Program (RCDI) - Provides technical assistance and training funds to develop capacities to undertake housing, community facilities, and community and economic development projects.</li> <li>Rural Emergency Responders Initiative - Provides support rural emergency responder efforts by financing needed equipment, buildings and services.</li> </ul>	USDA, Rural Development

Sources: Publications and internet sites of various agencies; *Pennsylvanian* magazine; PA DCED, PA DCNR, PennDOT, PA Growing Greener Websites, Lehigh County Department of Community Development.

#### **Foundations**

In addition to governmental grants, foundations often donate services and materials, or provide funding for various projects. For example, the Greater Lehigh Valley Chamber of Commerce Foundation offers a \$1,000 community grants revitalization grants to improve the appearance of main streets in the Lehigh Valley. The grants can be used to fund a variety of projects intended to positively impact the Lehigh Valley's downtowns and surrounding traditional neighborhoods. A 50% local match is required. Projects that can be funded include:

- <u>Streetscape Amenities</u> such as Banners, Benches, Planters, Street Trees, Decorative Lighting, Gateway Signage, Landscape Plantings, Bicycle Racks, Directional Signage, Informational Kiosks.
- <u>Plan and Studies</u> such as Downtown Master Plans, Market studies, Parking Studies, Site/Project specific Feasibility studies.
- <u>Promotional Items</u> such as Informational Brochures, Advertising Campaigns; i.e. Billboards, Restaurant Guides.

The Township should identify other possible foundation grants that could be used to implement projects and programs.

#### **Priorities**

Priorities for implementation have been established as a result of the planning process (Planning Commission meetings, public meetings, etc.). Priorities will change as items are implemented and circumstances change. The following example guidelines can be used to help with prioritization:

Is the project consistent with this Comprehensive Plan?
Is the project needed to improve public safety?
Is there interest and support for the project?
Will the delay of scheduling the project result in a lost opportunity?
Will the project benefit the entire Township or a large area of the Township?
Can the project be funded, in part, by a state or federal grant or loan funds or a revenue
bond rather than with local revenues and/or general obligation bonds?

# **Intergovernmental Cooperation**

Lehigh County, the City of Allentown, other area municipalities, and the Salisbury Township School District should be encouraged to work with the Township of Salisbury whenever possible. The *Salisbury Comprehensive Plan* helps to establish a framework for further cooperative ventures. Intergovernmental cooperation often decreases the cost and improves the quality of many services. The Pennsylvania Intergovernmental Cooperation Act provides broad and flexible authority to organize joint efforts as municipalities deem appropriate. Often, one municipality provides a service to a second municipality through a contract, but many other options are available, including joint agencies, ad-hoc committees or authorities. Salisbury should consider the following types of actions to promote intergovernmental cooperation:

- Shared services and shared staff Shared personnel can be particularly beneficial for specialized staff, such as different types of construction inspectors or zoning officers. Two or more municipalities can hire the same person to do the same job, with so many hours assigned to each municipality. Each municipality benefits from a highly-qualified, full-time person, as opposed to each trying to find a part-time person. Sharing staff can reduce turnover, which reduces training costs and reduces the potential for mistakes being made by inexperienced staff. In addition, shared staff are available during more hours of the day, which is beneficial to residents and business persons. Some municipalities also have a joint application and testing program for police officer applicants, which reduces costs and results in a larger pool of applicants.
- Shared consulting staff—Municipalities can also benefit from shared or common arrangements regarding consultants, such as municipal engineers, sewage engineers, or solicitors. This can promote good communications between municipal governments, reduce the costs of having professionals educated about complex issues, and eliminate time meeting with consultants of other municipalities to share information.

- Shared recreation programs Shared or coordinated recreation programs increase the types of programs that can be offered to residents. For example, one municipality may offer a gymnastics program while another municipality offers basketball programs, with residents of each municipality being allowed to participate in each at the same cost per person. Multimunicipal recreation programs have experienced great success in parts of Pennsylvania, where each municipality contributes funds towards one set of programs, often in partnership with a school district.
- *Joint yard waste collection and composting* Disposal of yard waste requires significant land and expensive equipment. Shared facilities can dramatically lower costs.
- **Snowplowing** Frequently, two municipalities must each send out a snowplow to clear different segments of the same street. Trading responsibility for plowing may save money by allowing a single snowplow to clear the entire length of a street.
- Joint purchasing Joint purchasing reduces the cost of preparing bid documents and legal ads for each municipality. Also, joint purchasing frequently results in lower costs because larger volumes are being purchased. Joint purchasing is particularly useful for annual purchases of standardized materials, such as road salt. The state also has arrangements that allow municipalities to "piggyback" upon state purchases. State law allows a similar process of "piggyback" bids between municipalities and a county. The Pennsylvania Intergovernmental Cooperation Act includes rules for joint municipal purchasing. Under state law, one municipality can be the lead municipality in purchases, without requiring multiple municipalities to seek bids. Municipalities can also join together to jointly purchase insurance, to hire traffic signal maintenance services, or to jointly contract for solid waste collection. Joint auctions can also be used to sell surplus vehicles and equipment.
- *Equipment sharing* Expensive equipment, such as paving, rolling, and grading equipment, is often needed by each municipality for only portions of the year. The equipment could be jointly owned or be owned by one municipality and leased by other municipalities. Another alternative is an arrangement allowing trading of equipment.
- *Joint tax collection* The Local Tax Enabling Act allows municipalities and school districts to contract with each other to have one office jointly collect local taxes.
- *Councils of Governments (COGs)* A COG is a separate, regional government agency that can be formed to provide municipal services, if authorized by municipalities. For example, various COGs in Pennsylvania provide code enforcement, promote good communications between municipal officials, study issues, and lobby for state or federal funding for projects.
- *Joint authorities* Municipalities can create formal joint municipal authorities to address many types of services, including recreation, public water, and public sewer. Authorities often have access to funding sources which are not available to local government because of the local government's ability to levy taxes.

- *Joint planning commissions* Municipalities can appoint joint planning commissions to serve in place of or in addition to municipal planning commissions.
- Incentives for intergovernmental cooperation in grants Many competitive state grant programs provide preference to projects that involve cooperation between more than one municipality. Therefore, if two similar projects are in competition for a grant, and one involves cooperation between several municipalities, the project with several municipalities involved is most likely to be funded.

# **Other Implementation Techniques**

#### Citizen Input, Outreach, and Involvement

Citizen input should be promoted to keep residents informed about community issues and encourage volunteer efforts to improve the Township. Volunteer efforts by citizen and civic organizations and individuals are essential to further improve the township. Community pride is a powerful motivator, and Salisbury must work to keep residents informed and provide opportunities for meaningful input while making use of new technologies for communication. Salisbury Township should keep its website regularly updated with information that will help spur public interest, enthusiasm, and involvement, including information on recreation programs and agendas for upcoming municipal meetings. Opportunities for citizen involvement should also be highlighted through the newspaper and other media.

#### **On-Going Planning**

Planning is a continuous process. The *Salisbury Township Comprehensive Plan* should be implemented through a continuous process of follow-up planning and action. Short-term actions must be taken with some understanding of the long-range ramifications, both benefits and consequences. The plan should be consistently used as an overall guide for decisions relating to land use, housing, environment conservation, historic preservation, community facilities, transportation and community development initiatives. In addition, the plan should be reviewed periodically and, if necessary, updated to reflect changing trends.

# **Implementation Tools**

The many available implementation tools should be used, as appropriate, to carry out the plan. The Salisbury Township Comprehensive Plan establishes overall policies for guiding future conservation and development. However, the plan is only a guide for local policy. In Pennsylvania, the following major tools are available to help implement the plan:

- Zoning ordinance
- Subdivision and land development ordinance
- Construction codes
- Official map

- Computerized mapping
- Capital improvements planning
- Municipal annual spending
- Federal, state, and county grants

# **Zoning Ordinance**

Municipal zoning ordinances are the primary legal tool to regulate the uses of land and buildings. Zoning ordinances include a zoning map that divides a municipality into different zoning districts. Each district permits a set of activities and establishes a maximum density of development. Salisbury Township's zoning ordinance and zoning map should be updated as needed to be generally consistent with the Salisbury Township Comprehensive Plan and to modernize standards and to address local concerns. In addition to regulating land uses and densities, zoning also controls:

- Building height.
- Percentage of a lot that may be covered by buildings and paving.
- Minimum distances that buildings may be placed from streets and property lines.
- Minimum size of lots.
- Maximum sizes and heights of signs.
- Protection of important natural and historical features.

#### **Subdivision and Land Development Ordinance**

A Subdivision and Land Development Ordinance (SALDO) regulates the creation of new lots, the construction of new streets by developers, and the site engineering of new commercial, industrial, and institutional buildings. The SALDO also contains design standards and required improvements for new development. The SALDO is being updated at the same time as this Comprehensive Plan is being prepared.

#### **Construction Codes**

By State law, a modern, standardized construction code applies within all Pennsylvania municipalities. Pennsylvania's model code, which was prepared by a national organization, is particularly important to minimize fire hazards.

A municipal property maintenance code is a tool many municipalities use to help control blight. Enforcement of a maintenance code requires the staff to regularly monitor conditions in the area covered by the code.

# Official Map

The Pennsylvania Municipalities Planning Code (MPC) grants municipalities the authority to adopt an Official Map. An Official Map can designate proposed locations of new streets, street widenings, intersection improvements, parks, natural areas, trails, greenways, and other municipal uses. The map may cover an entire municipality or only certain areas. The Official Map process is particularly useful to reserve rights-of-way, such as for a future street widening.

When an Official Map is adopted by the governing body, the municipality is provided with a limited amount of authority to reserve land for the projects on the map. If land designated on the map is proposed for development, the municipality has one year to either purchase the land for its fair market value or decide not to proceed with the project. The 1-year period provides time for the municipality to raise funds to acquire the land and avoid lost opportunities. If the 1-year period is not in effect, a building permit can be obtained almost immediately to construct a building that could obstruct future municipal projects. An Official Map also serves to provide notice to property owners about the municipality's future plans.

# **Computerized Mapping**

The Lehigh Valley Planning Commission (LVPC) maintains a computerized mapping system, often referred to as a Geographic Information System (GIS). This information is updated regularly, and is a good source for planning.

#### **Capital Improvements Planning**

The Township should continually plan and budget for major capital expenditures. "Capital" improvements are projects involving a substantial expense to construct or improve major public facilities that have a long life span and that are not funded through annual operating expenses. Examples of capital projects include major street improvements, major storm sewer construction projects, and parkland acquisition.

A municipal Capital Improvements Program (CIP) identifies needed projects, establishes project priorities, identifies possible funding sources, and helps to budget for the project. A typical CIP looks five years in the future. A CIP should identify major street reconstruction projects that will be needed over the next few years. Coordinating street reconstruction helps utilities avoid the need to cut into a street shortly after repaving. Through a CIP, many different projects can be combined into a single bond issue, which avoids the high administrative costs of multiple bond issues. A CIP also allows a municipality to carefully time any bond issues to take advantage of lower interest rates.

#### **Other Implementation Tools**

Municipal budgeting can influence the implementation of local comprehensive plans and community revitalization plans. In addition to establishing local priorities and providing municipal funds for projects supported by the plan, local budgets establish municipal tax rates, which influence business and personal decisions about locating inside or outside a municipality. Also, grants from federal, state, county and other sources can help finance projects and reduce the financial burden on local taxpayers. Salisbury should continue to aggressively pursue potential project funding from both the public and private sector.

# Role of the Township Board of Commissioners

Final decisions on nearly all matters affecting the development and preservation of Salisbury Township rests with the Township Board of Commissioners. Therefore, close communications and cooperation between the planning commission, the Township staff, and the elected officials will remain essential in continuing to improve quality of life in Salisbury.

# Role of the Township Planning Commission

The Salisbury Planning Commission has the responsibility for the preparation and implementation of the comprehensive plan, and the preparation of zoning and subdivision ordinances. The planning commission reviews proposed developments. The planning commission also has a role in reviewing proposals of other government agencies.