

The land use plan for Greenville Borough and Hempfield Township discusses three main elements: existing land use inventory, land characteristics and coverage; future land use plan; and local land use controls. The existing land use inventory, land characteristics and coverage involves inventorying and identifying the existing land uses within the community. This Parcel-based data was used as a base map and the current land uses were identified through a series of field views. The future land use plan identifies probable land use patterns for the future based upon current land use trends, growth patterns, and natural development constraints. Local land use controls are discussed, both ones that Greenville and Hempfield have in place as well as other land use ordinances that may be suitable for the future .

A. Existing Conditions

EXISTING LAND USE INVENTORY

With only 1.9 square miles and 6,380 residents, dense development is characteristic of Greenville Borough and single family homes are the prevalent land use. The borough is a built-out community with little room for expansion. In contrast, Hempfield Township is a rural community characterized by large tracts of farmland and open space. In recent years, the township has been experiencing growth, mainly in the form of new housing developments. Figure 10-1 presents a map of existing land uses in Greenville Borough and Hempfield Township.

The following land use categories and corresponding descriptions were used in the existing land use inventory:

Agriculture: Land being used predominantly for agricultural purposes—the commercial production and preparation for market crops, livestock and livestock products and the production, harvesting and preparation for market or use of agricultural and similar crops and commodities. All agricultural land is located in Hempfield Township, primarily in the southern and eastern portions of the township.

College: This category includes land that is owned and occupied by Thiel College for uses related to the college. Due to the unique nature of a college, it has been placed as its own category rather than keeping it with other community facilities. Land uses within the college property include housing, recreation, and school / administration facilities. Located on College Avenue in Greenville Borough with Hempfield Township surrounding it, Thiel College has been expanding in recent years and now occupies land on the west side of College Avenue.

Commercial: Included are areas used by private individuals or by organizations for capital gain, which may include retail shopping, automotive, financial, professional, governmental and miscellaneous recreational and service activities to which the public requires direct and frequent access. The commercial district in the project area primarily occupies downtown Greenville and along Main Street, continuing out Hadley Road in Hempfield Township. Commercial uses are also found sporadically along Mercer Street in Hempfield Township.

Community Facilities: Sites containing any building or structure owned or operated by a governmental agency or nonprofit community service provider open for public uses with or without a fee that provides a service to the public. Included in this category are municipal offices, fire departments, ambulance providers, police departments, post offices, and churches. There are many community facilities located within Greenville Borough and Hempfield Township. Some of the larger landholders in this category include UPMC Horizon, Greenville Water Authority and Sewage Authority, and the Greenville Area School District.

Light Industrial: Sites involved in such activities as construction, car demolition, and light manufacturing. Light industrial is almost nonexistent in the project area. Light industrial areas are found scattered throughout the project area as well as in the southern tip of Hempfield Township, where Reynolds East Business Park is being developed. Currently, there are only two businesses located in the park although it is expected that this number will increase significantly in coming years.

Heavy Industrial: Included are uses such as factories, mills, and earth moving or excavation and transportation companies. A few of the heavy industries located in Hempfield Township include White Rock Silica and Sand, which operates a stone quarry on Methodist Road and Hodge Foundry, which is located off of Leech Road.

Open Space: Open space is defined as unimproved land or developed land that is not built upon or substantially altered which can be publicly or privately owned. These areas may have important ecological functions, natural resources, or cultural resources that are worthy of conservation and protection. Open space in the project area is almost entirely located in Hempfield Township.

Single Family Residential: This category includes all dwellings used for single-family residential purposes. Residential property accounts for a large percentage of land use in the project area. Of that, the majority is classified as single family residential. Single family residential differs significantly between Greenville Borough and Hempfield Township, where the houses are closer together and on small lots in the borough and found on large, spread out lots in the township. With the only significant amount of land available for development, Hempfield Township has been experiencing an influx of new housing, located along Mercer Street, Hamburg Road, Hadley Road, and Fredonia Road.

Two-Family Residential: This category includes all dwellings used for two-family residential purposes (duplexes). Found sporadically in the midst of single family residential areas, duplexes do not comprise a large percentage of housing types in the project area.

High Density Residential: This category includes dwellings inhabited by three or more families (apartments, town homes). Located only in Greenville, there are a few high density residential facilities, with one being a senior care facility.

Residential / Commercial: This category includes land that is for both commercial and residential uses. Land classified as residential / commercial are comprised primarily of businesses operated out of a home and buildings that have commercial use on the first floor and housing units on the

second and third floors. There are a few home based businesses found in Hempfield Township, although primarily this category can be found along Main Street in Greenville Borough. Upon further investigation, it was found that not all businesses are capitalizing on the residential potential of their second and third floors of their buildings. Many were found to be vacant.

Recreation: Land currently used for passive or active recreation purposes. There are three large recreation areas in the project area: Hempfield Township Municipal Park (Fredonia Road), Greenville Country Club (Mercer Street), and Riverside Park (Memorial Drive). There are also a few smaller parks and tot lots found in the borough.

Transportation: This category includes land that is primarily used for the movement of goods and services within a community, including public and private parking lots. The land along the railroads in the project area falls under this category as well.

Vacant Land: This land category is defined as that land which has been developed but upon which no structure is present. Vacant land is not prevalent in the project area. The two concentrations of vacant land are in Hempfield and are part of the housing developments currently under construction.

Vacant Commercial: This category includes improved land that was used as for commercial uses in the past but is no longer open for business. The majority of vacant commercial land is found in downtown Greenville, although only a small percentage of storefronts on Main Street are empty. The downtown maintains a high occupancy rate for businesses.

Vacant Residential: This land category is defined as that land which has been developed for residential uses but is currently unoccupied. As most of this data was collected through a windshield survey, the only land categorized as vacant residential were those homes that were obviously not occupied by tenants. Most of the vacant residential parcels can be found in the borough.

Vacant Heavy Industrial: This land category is defined as that land on which structures used for heavy industry still stand but are no longer in operation. The former Trinity North plant site in Greenville Borough and the Trinity South plant site are the most significant vacant sites in the project area. Both sites occupy large tracts of land that would be suitable for redevelopment.

Table 10-1 identifies the percentage of each land use classification in terms of acres for Greenville. These classifications are reflective of those on the existing land use map on Figure 10-1. The majority of the existing land use in Greenville Borough is being used as single family residential, with 45.6% of total available land being used in this capacity. Community facilities and Thiel College comprise over 20% of land use in the borough, which is tax exempt property.

Table 10-2 identifies the percentage of each land use classification in terms of acres for Hempfield Township. These classifications are reflective of those on the existing land use map on Figure 10-1. Almost half of all land in Hempfield Township is classified as open space and another quarter is being used in an agricultural capacity. The next largest category is single family residential, occupying 17.1% of the land. All other land use categories occupy less than five percent of total land in the township.

Land Use Code	Percent
Single Family Residential	43.6
Community Facilities	11.8
College	10.3
Open Space	9.3
Recreation	5.5
Transportation	4.8
Commercial	3.8
Vacant Heavy Industrial	3.3
Vacant Land	2.4
Multi-Family Residential	2.4
Two-Family Residential	1.1
Vacant Commercial	0.8
Light Industrial	0.8
Vacant Residential	0.1
Residential / Commercial	0.1

Land Use Code	Percent
Open Space	41.0
Agriculture	25.6
Single Family Residential	17.1
Community Facility	3.9
Recreation	3.9
Heavy Industrial	2.0
Commercial	2.0
Transportation	1.6
High Density Residential	0.8
Vacant Heavy Industrial	0.7
Vacant Land	0.7
Light Industrial	0.4
Residential / Commercial	0.3
Two-Family Residential	0.1
Vacant Commercial	0.1

LOCAL LAND USE CONTROLS

A comprehensive plan provides a logical basis for zoning and other land use ordinances. However, plans are dependent upon local laws, ordinances and private actions to implement the concepts and recommendations set forth in the plans. The Pennsylvania Municipalities Code (MPC) defines “land use ordinance” as “any ordinance or map adopted pursuant to the authority granted in Article IV, V, VI, and VII.” Land use ordinances are legislative actions exercised by the governing body of a municipality. As such, there are four types of land use ordinances:

- Official Map
- Subdivision and Land Development
- Zoning
- Planned Residential Development Provisions (PRD) as part of the zoning ordinance

The most common methods of land use control used by municipalities are zoning ordinances and subdivision and land development ordinances (SALDO).

Zoning

Zoning is a land use tool that allows a community to regulate the use of land and the location and intensity of development. A zoning ordinance is used to protect the public health, safety and welfare as well as guide growth. It also is designed to regulate and promote the following:

- Uses of land, water courses and other bodies of water;
- Size, height, bulk and location of structures;
- Areas and dimensions of land to be occupied or to be unoccupied by uses and structures;
- Density of population and intensity of use;
- A variety of residential dwelling types;
- All basic forms of housing;
- Protection of natural resources and agricultural land; and
- Reasonable overall community growth

Both Greenville Borough and Hempfield Township have adopted zoning ordinances as a form of land use control.

Greenville Borough

Greenville Borough adopted their ordinance in 1998 with the most recent amendments and revisions occurring in 2000. The borough is divided into nine (9) zoning districts, as outlined below (*see Figure 10-2: Greenville Borough Zoning Map*).

R-1 Residential Zoning District - residential district where the predominate use is single-family homes designed as low density residential development

R-2 Residential Family Zoning District - residential district designed to encourage the development of single and two-family dwellings

R-3 Residential Medium Density Zoning District - residential district where single-family and two-family dwellings are permitted but also where the construction of medium density, multi-family developments are encouraged.

RM-3 Residential / Medical Zoning District - district that accommodates the development of health services in a transitional residential area located adjacent to a major hospital.

PI Public Institutional Zoning District - district that encourages the development of public institutional type uses in an environment conducive to such development and protected from the intrusions of commercial development.

CR Commercial - Residential Zoning District - district where the development of an attractive, functional and efficient central shopping and business district containing offices and retail service establishments serving the entire community are encouraged.

C Central Business Zoning District - district that permits a mixture of commercial and residential uses, encourages the reuse and improvement of existing buildings and encourages the business development of properties so influenced by adjacent major thoroughfares and historical development patterns while minimizing impact on residential development, encouraging appropriate residential development, and discouraging commercial development more appropriate for the Central Business Zoning District.

LM Light Manufacturing Zoning District - district which shall encourage the establishment and maintenance of business and industrial establishment for the manufacture, assembly, compounding, processing or storage of products; prohibit industrial uses and other uses which are clearly noxious or offensive by reason of odor, smoke, gas, vibration, or noise; prohibit residential uses for the purpose both of preserving the area for its appropriate use and for preventing the location of dwelling units in an area inappropriate for residential use.

I Industrial Zoning District - district which shall encourage the establishment and maintenance of industrial establishments for the manufacture, assembly, compounding, processing or storage of products; prohibit industrial uses and other uses which are clearly noxious or offensive by reason of odor, smoke, gas, vibration, or noise; prohibit residential uses for the purpose both of preserving the area for its appropriate use and for preventing the location of dwelling units in an area inappropriate for residential use.

Hempfield Township

Hempfield Township adopted their zoning ordinance in August 2001 and was most recently revised in 2002. The township is divided into six zoning districts, each of which is outlined as follows (*See Figure 10-3: Hempfield Township Zoning Map*):

R-1 Residential - Rural Residential & Agriculture - district containing low density rural residential housing for the purpose of promoting and maintaining agricultural uses of land.

R-2 Residential - Single Family - district containing medium density housing in order to provide a balance of available housing and moderate land use.

R-3 Residential - Multi Family - district with moderate to higher density housing to provide quality housing at higher densities. This district concentrates housing in locations where infrastructure is/or can be made available and provides a buffer between land use types such as residential and business / commercial.

C Commercial - district containing higher intensity of use with concentrated commercial uses in areas where adequate space is available.

I Industrial - district which provides areas for existing industry to continue and new industries to grow and which avoids residential uses to avoid conflicts.

B Mixed Use - district which provides a mixed-use zone to include self-contained indoor industry and office uses. This district also promotes the reuse of residential structures for offices and small-scale industry for the purpose of maintaining rural character.

Subdivision and Land Development Ordinances (SALDO)

As the second most commonly used land use ordinance in Pennsylvania, the subdivision and land development ordinance contains regulations for the creation of new lots or changes in property lines as well as the construction of public or private improvements to land. A SALDO offers municipalities a degree of protection against unwise, poorly planned growth. Subdivision regulations are designed to:

- Ensure a well-designed subdivision or land development;
- Set minimum standards for the layout or design of developments;
- Promote coordinated development;
- Insure the installation of necessary improvements;
- Minimize existing or foreseen problems; and
- Manage storm water runoff and erosion.

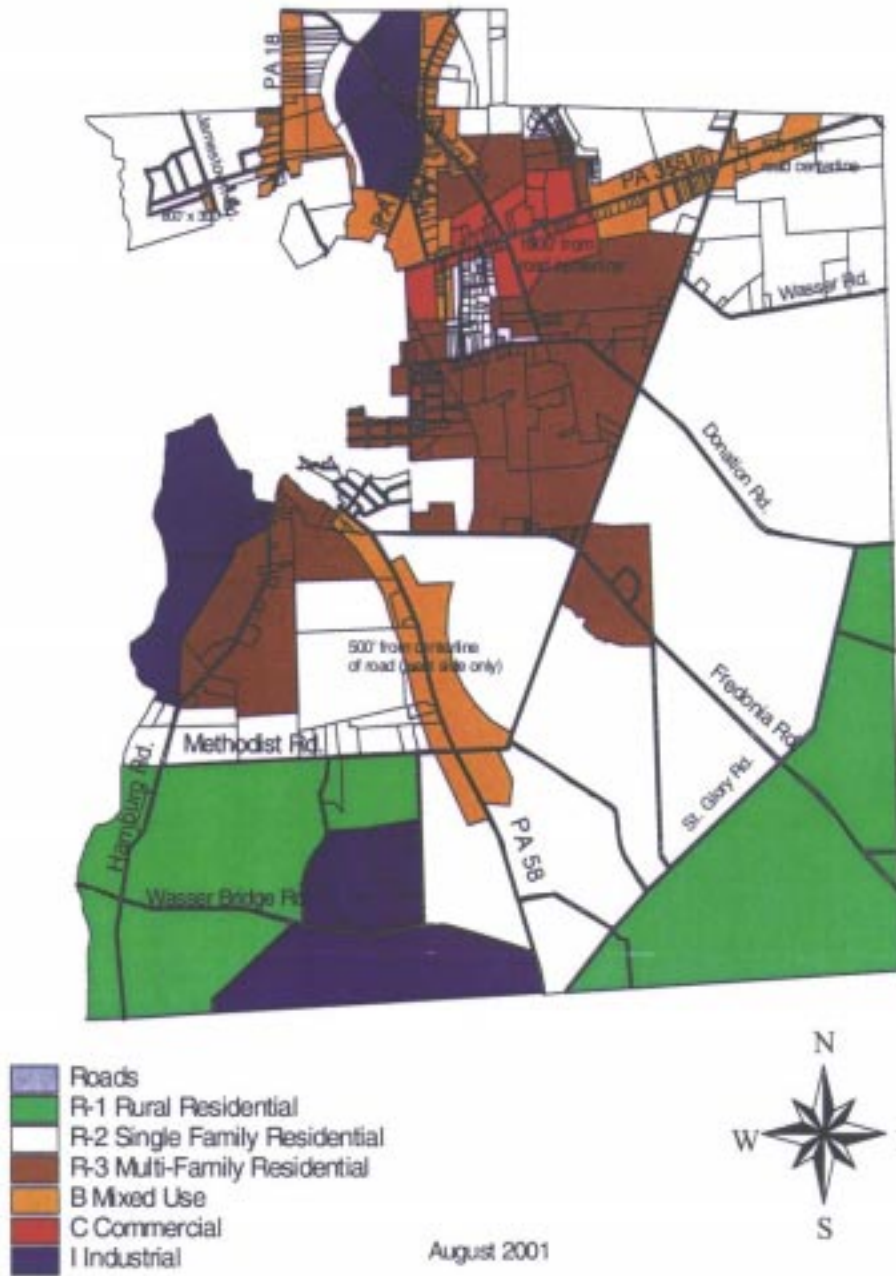
Neither Greenville Borough nor Hempfield Township have a locally adopted SALDO. They are both subject to the county's ordinance. Mercer County is currently updating its SALDO..

Stormwater Management Plan

Neither Greenville nor Hempfield have municipal stormwater management plans. Mercer County also does not have a stormwater management plan and it is not in their plans to do a complete one as part of their county plan update. A portion of Mercer County's SALDO regulates stormwater in the county and requires that any major plan (either commercial, industrial or residential) is to have a stormwater plan. The plan is reviewed by MCRPC and the conservation district and it states that pre-development run-off must equal post-development run-off. Also, Hempfield Township's Zoning Ordinance contains a regulation that a stormwater management plan must be submitted to Hempfield Township on any multi-family housing plan (pre-development run-off must equal post-development run-off).

Figure 10-3: Hempfield Township Zoning Map

Hempfield Township Zoning Map



Codes

The adoption of various construction, property maintenance and fire prevention codes has been increasingly recognized as a tool to promote public health, safety and welfare. Codes establish minimum standards for safety to life, health and property. To be effective, the administration of building construction or maintenance codes must be coordinated with zoning regulations or other municipally related programs (The Center, 2001). There are four basic types of codes:

- Building Code—basic regulation for new construction in the community, the most common is the “BOCA” code (published by the Building Officials and Code Administrators International, Inc.). It also regulates the expansion, alteration and repair of existing structures.
- Plumbing and Electrical Codes—used to supplement building codes which control more detailed requirements related to plumbing and electrical systems.
- Fire Protection Code—provides for the inspection of existing structures for the purpose of identifying hazardous conditions and provides for the issuance of permits for certain specific hazardous uses which are to be located in a building or structure.
- Property Maintenance Code—sets responsibilities for cleanliness of structures, for the disposal of garbage and rubbish and for other activities needed to keep the structure and surrounding area in livable condition.

Code enforcement in Greenville Borough is done through two departments. The zoning / code enforcement office (as described further in Section 5—Community Facilities) is responsible for building codes and property maintenance, which includes the systematic inspection of all dwellings within the borough as well as implementing the sidewalk program. The Greenville Fire Department is responsible for the fire protection code and inspects all structures in the borough. Hempfield Township contracts code enforcement through a third party agreement.

Act 45, the Uniform Construction Code (UCC), will govern all building codes across the Commonwealth. Under Act 45, local municipalities will be mandated to adopt the UCC and determine how it will be administered and enforced. Municipalities can decide if they will “opt in” and administer and enforce the UCC themselves (or, through a third-party agency) or if they will “opt out”, in which case the Department of Labor and Industry (Department of L&I) will be responsible for administration and enforcement. Although some municipalities currently have building code ordinances, unless these meet and/or exceed UCC requirements, the existing codes will become null and void.

B. Analysis of Existing Conditions

FUTURE LAND USE PLAN

The future land use plan is a tool that is meant to guide the way land resources are used and provide a blueprint that can manage future growth. The future land use plan becomes the foundation for updating current land use controls, such as zoning ordinances. Figure 10-2: Future Land Use Map depicts the future land use scenario for both Greenville Borough and Hempfield Township. The map was developed based upon current and predicted growth trends, public participation, and the environmental development constraints (*see Figure 8-1*), including floodplains, wetlands, prime agricultural soils, and agricultural security areas (ASA). The future land use categories include the following:

Rural Residential—this area includes lands appropriate for continued agriculture use based on soil suitability, a history of farm use, tract size, ownership patterns, location, and surrounding uses. Agricultural lands also include areas with prime agricultural soils and soils of statewide importance and where active farming exists. This category also can be categorized by single-family homes and planned residential developments that contain no more than one dwelling unit per acre and may utilize lot clustering to protect environmentally sensitive areas. This area also includes undeveloped areas (i.e. forests, farmlands, open fields, floodplains, wetlands, scenic views, recreational areas, and historic sites) that may have important ecological functions or contain natural resources / cultural resources that are worthy of conservation and protection.

Single Family Residential—these areas are characterized by single-family homes in urban environments and planned residential developments that contain less than four dwelling units per acre.

Multi-Family Residential - Medium Density—these areas are characterized by small lot single-family homes or town homes, duplexes, triplexes, low-density apartment developments, and mobile home parks that contain four to eight dwelling units per acre.

Multi-Family Residential - High Density—these areas are characterized by one to three-story condominium and apartment developments that contain eight to 15 dwelling units per acre and may also include institutional buildings that contain 15 or more dwelling units per acre.

Residential / Commercial—area designated to provide a mix of single family residential and small scale commercial (i.e. home based businesses, medical offices, financial services, etc.) that comply with the existing character of the residential neighborhood.

Commercial – Downtown—area designated to provide a mix of residential, office and commercial activities normally associated with the downtown area and may include lodging, entertainment and public plazas.

Commercial –Neighborhood—areas designated to provide limited shopping and basic services for the immediate area (usually within a one to two mile radius) and are characterized by stand alone buildings.

Commercial –Regional—areas designated to provide a broad range of high intensity uses typically serving a broad market area and may include regional shopping centers, grocery superstores, large discount stores, warehouse clubs, manufacturers outlet stores, hospital / medical centers, hotels / motels, and high density residential uses in concentrations with gross leasable areas in excess of 300,000 square feet.

Mixed Use—areas designated to provide a mix of high density residential, office and commercial activities that may include retail, financial services, restaurants, etc.

Business Park—this category is designated for office parks with multi-story office buildings and are may include light industrial uses.

Light Industrial—areas for the development of lands to be used by industries that have high standards of performance and that can locate in close proximity to business uses, and in locations convenient to residential area, without creating nuisances.

Heavy Industrial—land to be used for manufacturing (and related) activities and extractive industries that should be located in an environment where the effects of undesirable characteristics such as odor, dust, and noise upon surrounding residential and/or commercial areas are reduced.

Recreation—land uses that include private and publicly owned parks and recreation lands for active or passive recreation activities / facilities.

Community Facility (including public utilities)—designated for institutional type uses (schools, hospitals, nursing homes, churches, civic uses), planned public facilities, institutions, or other governmental installations. Also includes uses such as the generation of electrical energy, treatment of wastewater, public agency maintenance storage and operating facilities, or other primary

Historic Overlay District—an overlay district that imposes certain additional guidelines that are designed to protect the historic integrity of the area.

River Overlay District—an overlay district that imposes certain additional guidelines that are designed to protect the natural resources along the river while allowing low impact recreational use.

White areas on Figure 10-4: Future Land Use denote those areas that are not specifically targeted for new or infill development.

As provided for in Article I of the Pennsylvania Municipalities Planning Code (MPC), the land use categories can be placed into three areas:

- “Designated Growth Area”—a region within a county or counties described in a municipal or multi-municipal plan that preferably includes and surrounds a city, borough or village, and within which residential and mixed use development is permitted or planned for at densities of one unit to the acre or more, commercial, industrial and institutional uses are permitted or planned for and public infrastructure services are provided or planned.
- “Future Growth Area”—an area of a municipal or multi-municipal plan outside of and adjacent to a designated growth area where residential, commercial, industrial and institutional uses and development are permitted or planned at varying densities and public infrastructure services may or may not be provided, but future development at greater densities is planned to accompany the orderly extension and provision of public infrastructure services.
- “Rural Resource Area”—an area described in a municipal or multi-municipal plan within which rural resource uses including, but not limited to, agriculture, timbering, mining, quarrying and other extractive industries, forest and game lands and recreation and tourism are encouraged and enhanced, development that is compatible with or supportive of such uses is permitted, and public infrastructure services are not provided except in villages.

The Designated Growth Area for Greenville and Hempfield is primarily comprised of the entire borough and the portions of the township that currently have access to public water and sewer. Development within the designated growth area should focus on infill development and the reuse of existing buildings and structures. Land uses included in this area include:

- Single family residential - north of Greenville Borough and west of the Little Shenango River
- Multi family—high density - area in the borough surrounding the downtown commercial district
- Residential / Commercial - area along Main Street between Rosedale and Sixth Avenue
- Downtown Commercial - district along Main Street, bordered by Shenango and Clinton Streets and Rosedale and the Shenango River
- Regional commercial - the land extending out Main Street onto Hadley Road until Methodist Road
- Heavy industrial - existing Trinity South plant site
- Light industrial - land south of the Trinity South plant site and north of the sewage treatment facility
- Mixed Use - The former Trinity North plant site
- Community Facilities - an expansion of the present site of UPMC Horizon along Leech road
- College - an expansion of Thiel College to Alan Avenue, north of Craig Street, and to Davis Street.

- Recreation - recreation areas consist of Riverside Park and Hempfield Township Municipal Park
- Historic District Overlay - this area is the designated Historic Commercial District, as noted in Section 2 of this plan, and the land use category is the Downtown Commercial area.

The Future Growth Area is an extension of the designated growth area. This area proposes that future growth should occur in such a fashion that it would include a logical expansion of infrastructure (*see Figure 4-1*) that is feasible for the township to provide. Land uses in this area include:

- Single family residential - areas along Methodist Road, Hamburg Road, extending south on Mercer Road, extending north along Leech Road, and north of the regional commercial district
- Multi family—medium density - areas along Mehard Road, Fredonia Road, and Donation Road
- Neighborhood Commercial - land along Mercer Road between the split with Fredonia Road almost to Methodist Road
- Light Industrial - land surrounding Hodge Foundry that will allow for an expansion of the Foundry as well as ancillary businesses as it extends out to Mercer Road
- Business Park—an expansion of the existing Reynolds East Business Park, extending along Scott Road, Wasser Bridge Road out to Mercer Road
- Commercial Recreation - land north of the light industrial area that can become a gateway into the community along Williamson Road

The Rural Resource Area includes the areas in Hempfield Township that lie east and south of Methodist Road. The dominant future land use in this area is rural residential. Hempfield Township Municipal Park is also located in this area.

The Shenango and Little Shenango River corridors are contained in a River Overlay District. This district will serve to protect the integrity of riparian buffers along the riverbanks as well as allow for compatible development. The river overlay district would require that this land which is environmentally sensitive and includes the vegetated areas along the waterway would be conserved for uses that cause minimal disturbance. Such uses can include what is often known as passive recreation. Passive recreation can include such uses as hiking or walking trails, minimally developed picnic areas, scenic view areas, non-motorized boat launches, and fishing areas.

FUTURE REVISIONS TO LOCAL LAND USE CONTROLS

Through the planning process, the following goals were identified as being the most important for both Greenville and Hempfield in terms of future land use planning:

- Provide the ability for the municipalities to plan and regulate future development
- Plan from a multi-municipal perspective to ensure consistent development

In order to accomplish these goals, one of the first steps that should be taken is to increase communication between Greenville and Hempfield. The Pennsylvania MPC allows for intergovernmental cooperative implementation agreements for the purpose of implementing a comprehensive plan. Cooperative implementation agreements can do the following:

1. Establish the process used to achieve general consistency.
2. Establish a process for review and approval of developments of regional significance and impact.
3. Establish the role and responsibilities of participating municipalities with respect to implementation of the plan.
4. Require a yearly report by participating municipalities.
5. Describe any other duties and responsibilities.

It is recommended that Greenville and Hempfield enter into a cooperative implementation agreement to ensure that the recommendations contained in this plan are jointly enacted and the respective needs of each municipality are taken into accordance prior to decision making.

Zoning

Greenville Borough – Recommended Zoning Ordinance Amendments

It is recommended that Greenville Borough revise their current zoning ordinance to reflect changes that have occurred since its inception. Interviews with the zoning officer stated that there are some areas in the borough that should be rezoned and that the ordinance contains some minor technical errors. The revised zoning ordinance should be in accordance with the recommendations contained in the comprehensive plan and the zoning map should be updated to reflect the future land use map in this plan. The following are recommended revisions that should be completed as a part of the zoning ordinance update:

- Amend Section 103, Statement of Community Development Goals and Objectives to reflect community goals and objectives reflected in the joint comprehensive plan.
- Review and amend ordinance to ensure that forestry activities are defined and regulated in accordance with the MPC.
- Establish a Historic Architectural Review Board District and development regulations and adopt an ordinance consistent with the Zoning Ordinance.
- Rezone Trinity North site and residential properties along South Mercer Street as a Mixed Use District promoting planned development patterns consisting of medium to

high residential, commercial, institutional and light (low/no impact to environment) industrial uses.

- Define and regulate no-impact home-based businesses in accordance with the MPC.
- Define and regulate condominiums for residential, commercial and industrial uses.
- Consider providing definition and use regulations for various types of housing such as nursing home, retirement village, life-care facility, personal care facility, domiciliary care home and other similar uses.
- Allow for mixed residential and commercial uses in the RM-3 – Residential/Medical District. Rename district to be more inclusive of uses other than medical offices. Similar regulations as the CR-Commercial Residential District.

Hempfield Township – Recommended Zoning Ordinance Amendments

Hempfield Township cited no issues with their zoning ordinance, however it should be updated also to reflect the recommendations and future land use map contained in this plan. The following are recommended revisions that should be included as a part of the zoning ordinance update:

- Amend Section 201, Overall Goals to reflect community goals and objectives reflected in the joint comprehensive plan.
- Amend zoning ordinance to include a conservation-by-design option for residential development. The Township can utilize the recommended ordinance amendments researched and developed by MCRPC. Conservation-by-design standards for residential development are applicable to the R-1 Rural Residential District, R-2 Single Family Residential District and the R-3 Multi-Family Residential District.
- Modify home-based business regulations to be consistent with the definition and requirements specified by the MPC for no-impact home-based business. (Sections 600.4, 404.2 and 1801).
- Review and amend ordinance to ensure that forestry activities are defined and regulated in accordance with the MPC.
- Consider providing definition and use regulations for various types of housing such as nursing home, retirement village, life-care facility, personal care facility, domiciliary care home and other similar uses.
- The existing B, Mixed Use District off of Jamestown Road could possibly be argued to be spot zoning. Explore possible expansion or elimination of this district. Seek advice of Municipal Solicitor.
- Consider an open space or greenways overlay in order to preserve common open space and greenway connections consistent with the comprehensive plan.

If desired, municipalities who complete a joint comprehensive plan can develop and enact a multi-municipal zoning ordinance. This is authorized in the MPC under Article XI: Intergovernmental Cooperative Planning and Implementation Agreements and the provisions of the multi-municipal zoning ordinance follows Article VI of the MPC. Some of the benefits to a multi-municipal zoning ordinance can be:

- Ability to allocate different types of land uses across multiple municipalities

- May provide relief from exclusionary challenges
- Allows compatible zoning along common municipal boundaries
- Allows communities to develop according to their “vision”
- Provides an economies of scale in the costs for participating municipalities

As Greenville and Hempfield are choosing to maintain separate ordinances and enforcement procedures, there are still a number of options that they can take to ensure consistent planning. One of the options would be to establish a joint planning commission between Greenville and Hempfield to ensure coordinated and uniform ordinances and consistent enforcement. This can be accomplished through cooperative implementation agreements. Each municipality would maintain separate ordinances, however a joint planning commission would oversee and make decisions concerning all municipalities.

Plan for Area-wide Accommodation of Uses

The Pennsylvania Municipalities Planning Code (MPC) grants zoning flexibility to municipalities participating in multi-municipal comprehensive plans. Those municipalities may plan for zoning of land uses considering the whole geographic area of the plan. On the contrary, municipalities without the benefit of a multi-municipal plan, as interpreted by Pennsylvania courts, must accommodate via zoning every conceivable reasonable and lawful use in their municipality, whether or not the use is compatible.

Multi-municipal plan participants may zone for higher-density uses requiring a full range of public services in an urban core municipality where such uses are appropriate and services are available, and not zone for such uses in a more rural municipality where such uses are not appropriate and services are not available. Conversely, multi-municipal plan participants may zone for low-density uses and uses that require space to buffer their impacts in a more rural municipality, and not zone for such uses in an urban core municipality. This will facilitate a more rational and efficient development pattern.

In preparing a plan for area-wide accommodation of uses, the PA MPC specifies that the plan must accommodate uses within a “reasonable geographic area.” This term and concept is not defined in the MPC. Also, since the law is new (2000), courts have not yet heard cases on and further defined reasonable geographic area. However, two criteria make sense in support of the reasonable geographic area concept:

1. Market – Uses should be accommodated in quantity and location reasonably appropriate for their markets. For example, fewer locations are needed for major retail department stores with regional markets while more locations throughout an area are needed for personal service uses like beauty salons with neighborhood markets.
2. Compatibility – Uses accommodated where reasonable and appropriate for the character of an area, i.e. its density, scale, physical attributes, etc.

As part of the Greenville-Hempfield plan process, all categories of land uses were evaluated using the above criteria for appropriate locations and potential to be best accommodated in Greenville, or Hempfield, or both. Table 10-3 contains recommendations and explanation.

Table 10-3: Land Use Accommodations			
<i>Land use</i>	<i>Municipality in which best accommodated</i>	<i>Market rationale</i>	<i>Compatibility rationale</i>
Mobile home parks	Hempfield	Rarely located in urban core municipalities, typically few in surrounding more rural municipalities	Need for large land area to accommodate the development plus space to buffer it from adjacent development
Farms and agriculture	Hempfield	Many and often a predominant use in more rural municipalities, rarely located in urban core municipalities	Need for large land area typically separated from urban development
Mineral extraction	Hempfield	Rarely located in urban core municipalities, typically some in surrounding more rural municipalities	Need for large land area plus space to buffer it from adjacent development
Sanitary landfills	Hempfield	Typically one landfill serves a countywide or multi-county region	Need for very large land area plus ample space to buffer it from adjacent development
Junk yards	Hempfield	Typically a greater community area has one or a few junk yards	Need for large land area plus space to buffer it from adjacent development; further, since Greenville has limited space for business and industrial uses, such space is best reserved for higher value and greater job creating businesses and industries
Other uses	Both municipalities	A mix and variety of residential, institutional, commercial, and industrial uses have market potential in both municipalities	Greenville, being urban, and Hempfield, being part urban and part rural, are each compatible for a mix and variety of residential, institutional, commercial, and industrial uses

Developments of Regional Significance and Impact

The Greenville-Hempfield comprehensive plan recommends that certain large land uses be given greater scrutiny when proposed. The Pennsylvania Municipalities Planning Code terms such uses “developments of regional significance and impact” and defines them as follows:

“Any land development that, because of its character, magnitude, or location will have substantial impact upon the health, safety, or welfare of citizens in more than one municipality.”

DRI (short for developments of regional impact) are developments, large in size or impact or both, that will affect neighboring municipalities in addition to the one in which located. Examples of DRIs include large residential subdivisions, shopping malls, industrial parks, waste disposal facilities, and major highways. Development impacts may include traffic, noise, light, stormwater runoff, pollutants, open space loss, commercial market encroachment, and/or water/sewer demand. It makes sense for all affected municipalities to participate in reviewing the development.

The Greenville-Hempfield plan recommends establishing a process allowing both municipalities to review proposed DRIs. The process is outlined in the suggested intergovernmental cooperative agreement for implementation included in Appendix C. It includes a few basic elements:

- Referral by the host municipality of a zoning permit application by a DRI.
- Review by a committee consisting of representatives from both municipalities.
- Comments and recommendations, as appropriate, by the review committee.
- Consideration by the host municipality of the review committee’s comments.

While DRIs may be subject to review of both municipalities, Pennsylvania planning law clearly specifies that the host municipality retains the decision-making authority to grant or deny the permit. According to law, the host municipality must approve the DRI if it meets all local requirements. Further, though DRI review may involve both municipalities, the review process may take no longer than already provided for in state planning law.

Since the PA MPC definition for DRIs is broad, additional threshold criteria should be employed to determine if a development is a DRI and should be subject to the DRI review process. The following criteria were researched from other states with DRI threshold criteria and modified to best fit the Greenville-Hempfield community.

Determined to be DRI because of character of land use or development

- Sanitary landfills
- Airports & rail terminals
- Community water/wastewater plants
- Hospitals

Determined to be DRI because of magnitude of land use or development

- Commercial, retail, service, etc. greater than 150,000 sq. ft.
- Industrial facility, park etc. greater than 150,000 sq. ft., 100 acres, or creating more than 0 jobs
- Attractions & recreation facilities with more than 500 parking spaces or capacity for more than 2,000 patrons
- Housing developments creating more than 100 lots or units
- Any development causing more than 100 acres of earth disturbance
- Any development generating more than 1,000 vehicle trips per day or 100 truck trips per day

Overlay District

An overlay district is oftentimes the most effective way to preserve natural resources and/or encourage appropriate development within an area of concern. An overlay district is a second layer of zoning regulations that is literally “laid over” the primary zoning district. An overlay is most often associated with a resource or corridor of special importance such as wetlands or rivers, but could also address historic areas or transportation corridors. The overlay district incorporates the basic regulations of the primary zone (such as setbacks for a single-family residential district) but then imposes additional regulations within the overlay zone to address special concerns, such as flooding, wetland preservation., or traffic control.

Prior to establishing an overlay district, the municipality should complete a preliminary study or planning effort to develop justification for the additional requirements and land use controls. The municipality should be able to prove, in court if necessary, that the overlay district is based upon community development objectives that adhere to resident’s wishes for the future growth of their community. A municipality must be able to identify the reasons why a certain area is treated differently than other areas. For instance, recommendations contained herein this plan provide for the establishment of an historic overlay district and a river corridor overlay.

The River Corridor Overlay District should be developed to include provisions that protect riparian buffers, discourage the encroachment of development by establishing buffer zones, and which provide opportunities for residents to have physical and visual access to the waterways. The buffer zone should establish a minimum of a 35 foot and optimally a 100 foot area for protection. This buffer zone will exclude the construction of permanent structures such as homes or businesses or the disturbance of greenspace. Language for a Model Ordinance has been provided and is included in the appendices of this document (Source: Retrieved On-Line at <http://www.epa.gov/owow/nps/ordinance/buffers.htm>).

Official Map

An Official Map ordinance is a tool that can be used to implement recommendations in a comprehensive plan. It is a declaration by the governing body of the projected areas a community needs for public purposes sometime in the future. An Official Map is prepared and adopted in accordance with procedures set forth by Article IV of the MPC. It can provide the following:

- A focus for various agencies and boards to identify needed road improvements or widenings, wellhead protection areas, parks, playgrounds and sites for other public purposes;
- Help implement the comprehensive plan and capital improvement program; and
- Allows for municipalities to reserve private land for certain future public uses.

LAND USE MANAGEMENT TECHNIQUES

Land use management techniques include a host of design guidelines and standards that help to promote community continuity and connectivity while preserving agricultural lands, open space and natural features.

Urban Development Housing Design Standards

Urban development housing design standards promote uniformity of design and amenities that result in aesthetically pleasing communities. The following standards address redevelopment or infill development for urban areas.

Site Selection and Design Criteria for Redevelopment/Infill Development

The goal is to acquire sites that allow for successful redevelopment or infill development that is consistent with the surrounding neighborhood.

- Secure land of more versatile shape or size by acquiring more than one lot or lands from adjacent lots or select larger corner sites.
- Garages and parking areas should be sited so that they do not dominate the view from the street or other public spaces.
- Do not design blank end walls, design buildings that address the street(s).
- Situate the building consistent with the layout pattern of the area.
- Buildings and spaces should relate to neighboring properties. As a general rule, fronts should face fronts of properties and backs should face backs.
- Buildings should be placed so that they receive sun but do not cast undue shadows on neighboring properties.
- The design should maintain the open, green view along the street and maximize opportunities for on-site plantings.
- The scales of the building should respect the scale of surrounding developments.
- Structures should be placed and designed to provide safety and security to the neighborhood. For example, windows should overlook the street and open spaces,

- access and parking areas should be visible to residents from their homes and clear lines of sight and well lit direct routes are desired.
- High fences and walls should be avoided at all costs. Low front walls and living fences (hedges, shrubs and plantings) should be used to define boundaries.
 - Parking areas should be screened with plantings.

DESIGN GUIDELINES

The following is a series of design guidelines with accompanying graphics that support the various goals and strategies with respect to buffering and screening, streetscape and bikeway improvements and land use management techniques.

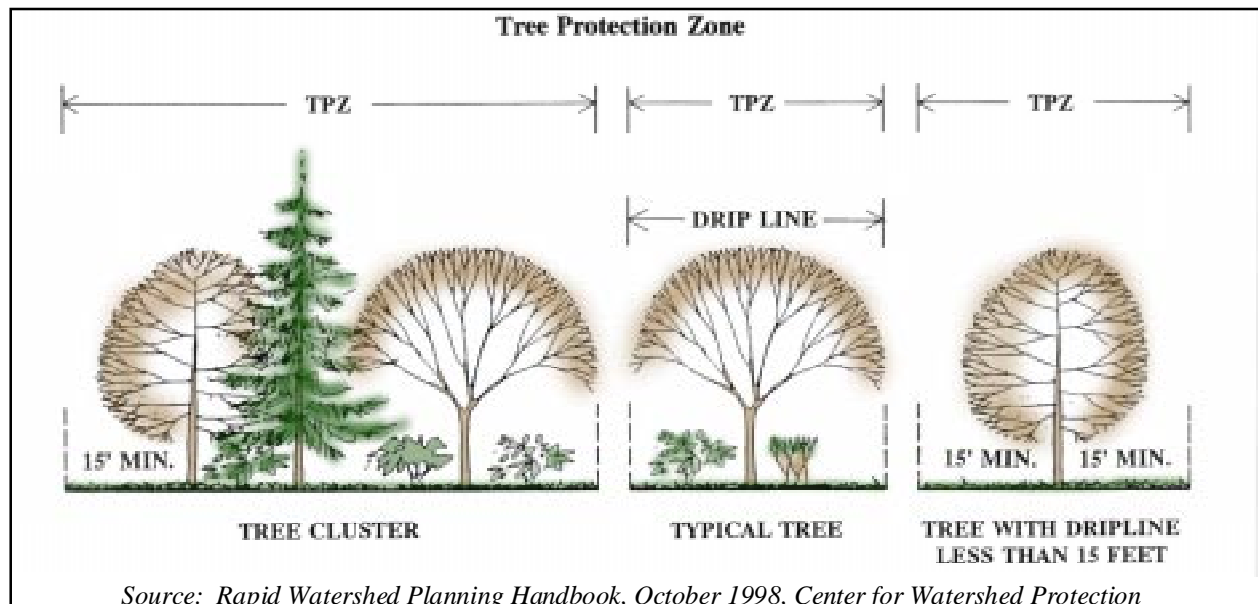
The design guidelines and accompanying graphics provide concepts that support urban, suburban and rural development patterns. These design concepts can be utilized to support the development of zoning and subdivision/land development regulations and design standards for both public and private improvements.

Buffering and Screening

Tree protection and buffer zones preserve areas crucial to sustaining natural vegetation.

Tree Protection Zone

Protection of existing vegetation by use of tree protection zones to provide a healthy environment for natural plant life.



Buffer Zones for Multi-Use Trail Facilities

The use of buffer zones for multi-use trail facilities provides safe placement of facilities for pedestrians and bicyclists. These buffer zones provide for recreation while expanding the public open space network.

Multi-Use Trail Located Near a Stream Corridor

Source: Case Study #24, U.S. Department of Transportation, 1996.

Advantages

The provision of pedestrian and bicycle facilities can provide the following benefits:

- Decreased pollution as a result of increased bicycle and pedestrian commuting;
- Decreased congestion on local and collector roads as a result of increased bicycle and pedestrian commuting;
- Reduction of the use of fossil fuels;

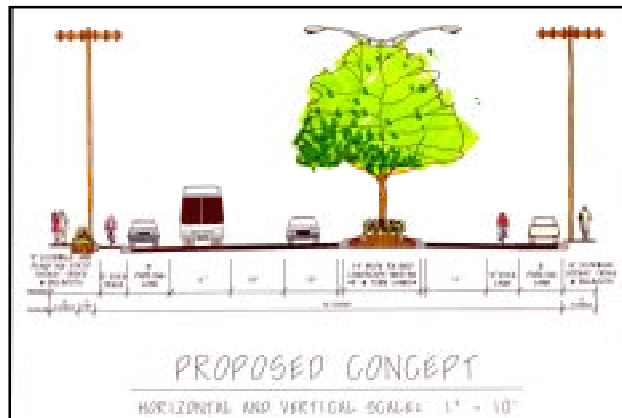
Source: U.S. Department of Transportation, 1996

Streetscape Improvements and Bicycle Accessibility Improvements

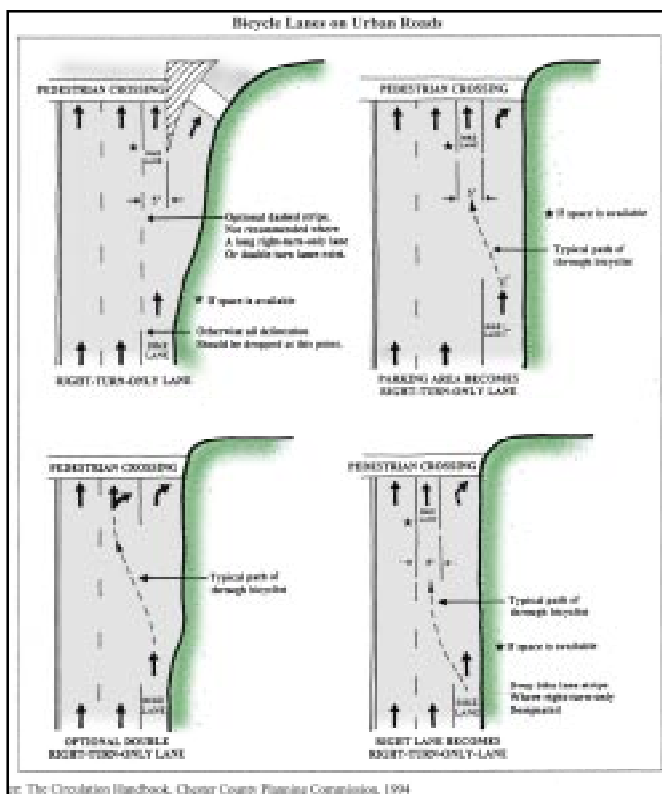
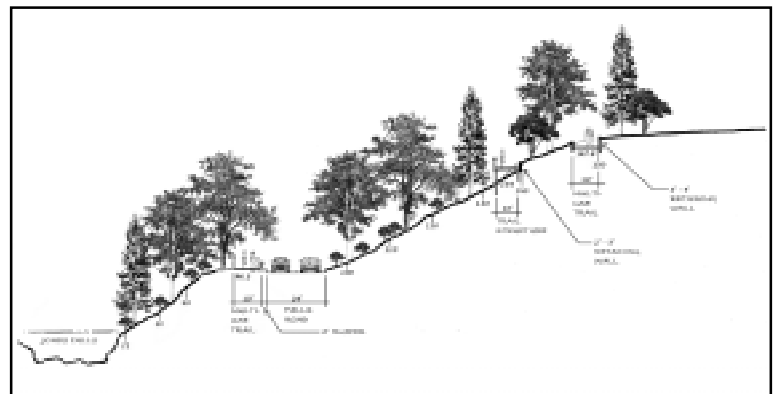
Streetscape improvements and bicycle accessibility improvements not only provides a means for alternative transportation, yet provides areas for safe movement of people by foot and bicycle. The following diagrams depict urban streetscape improvements, urban streetscape improvement with bicycle lanes, rural roadway pedestrian/bicycle paths and bicycle lane width standards.



Urban Streetscape with Bicycle Lanes



Rural Roadway with Pedestrian Trail/Bikeway



Bicycle Lane Widths

Designated bicycle lanes are identified by unique pavement markings.

LOCAL PLANNING ASSISTANCE

There are many agencies and organizations that provide local planning assistance to municipalities. The following are a few that can be a resource to Greenville and Hempfield in planning in the future:

The Governor's Center for Local Government Services (The Center)

The Center is the principle state entity responsible for land use assistance and monitoring in Pennsylvania. It can provide information on planning or on planning assistance (either financial or technical).

The Pennsylvania Municipal Planning Education Institute (PMPEI)

Created by the Pennsylvania Planning Association (PPA) and the Penn State Cooperative Extension in 1992, the purpose of PMPEI is to bring basic instruction to citizens and local officials who serve on planning agencies and zoning hearing boards.

Pennsylvania Municipal Training Partnership (PMTP)

PMPT was created through the partnership of 11 local government, community, and statewide groups to provide education for municipal and community officials. Courses are offered in a variety of subject areas important to local government, including special programs on planning and land use issues.

U.S. Soil Conservation Service

Staff can provide municipalities with soil surveys and their interpretation to aid in land use decisions such as identifying agricultural lands, delineating floodplains, or rendering service to protect against erosion, sedimentation and storm water problems.

Mercer County Regional Planning Commission (MCRPC)

Serving as the Metropolitan Planning Organization (MPO) for Mercer County, MCRPC has qualified staff that can assist with local municipalities in planning and technical assistance.

LAND USE IMPLEMENTATION MATRIX

GOAL: Provide the ability for the municipalities to plan and regulate future development			
Strategies	Responsible Party	Potential Partners	Funding Sources
Update the zoning ordinances for Greenville Borough and Hempfield Township to provide guidelines that reflect recommendations contained in the comprehensive plan	Greenville Borough Council & Hempfield Township Supervisors	Governor's Center for Local Government Services, Mercer County Regional Planning Commission	DCED, CDBG, PENNVEST, PA State Associations of Boroughs, PA State Association of Townships, PA DEP, Shared Municipal Services, PENNDOT, USDA EPA, PA Public Utility Commission
Adopt an Official Map for the municipalities	Greenville Borough Council & Hempfield Township Supervisors		
Apply for funding to implement an intermunicipal GIS database	Greenville Borough Council & Hempfield Township Supervisors		
As service demand increases, extend water and sewer infrastructure as identified on Figure 5-1: Infrastructure and outlined in the Capital Improvements Program	Hempfield Township Municipal Authority, Municipal Authority of the Borough of Greenville, Private Developers	Mercer County Regional Planning Commission	Growing Greener (DEP/DCNR), PENNVEST, Water and Waste Disposal Grants and Loans Programs (USDA), Small Water Systems Regionalization Grant Program (DEP), Act 339 Sewage Treatment Plant Operation Grants (DEP)
GOAL: Plan from a multi-municipal perspective to ensure consistent development			
Establish a partnership between Greenville Borough and Hempfield Township to open the lines of communication regarding planning efforts and to promote coordinated and uniform ordinances	Governing Bodies for each municipality	Governor's Center for Local Government Services, Mercer County Regional Planning Commission	DCED, CDBG, PENNVEST, PA State Associations of Boroughs, PA State Association of Townships, PA DEP, Shared Municipal Services, PENNDOT, USDA EPA, PA Public Utility Commission
Discuss the potential to provide joint enforcement of ordinances and codes through a shared service agreement for code enforcement	Governing Bodies for each municipality		
Conduct regular meetings to discuss local development issues and projects	Planning Commissions for each municipality		