



February 18, 2025

Via First Class U.S. Mail and Email Robert A Willig Senior Deputy Attorney General Office of the Attorney General 1251 Waterfront Place Mezzanine Level Pittsburgh, PA 16222

Re: Clarion County, ACRE Complaint

Dear Mr. Willig:

This office serves as Solicitor to Clarion County. Please accept this correspondence as the County's response to the ACRE request filed by the County's response to the Coun

#### The County's Ordinances Are Authorized Local Ordinances

This ACRE request is brought under the Agriculture Code. 3 Pa. C.S. §101 *et seq.* "An owner or operator of a normal agricultural operation may request the Attorney General to review a local ordinance believed to be an unauthorized local ordinance..." 3 Pa. C.S. § 314. An "unauthorized local ordinance:"

- (1) Prohibits or limits a normal agricultural operation unless the local government unit:
  - (i) has expressed or implied authority under State law to adopt the ordinance; and
  - (ii) is not prohibited or preempted under State law from adopting the ordinance.
- (2) Restricts or limits the ownership structure of a normal agricultural operation.

3 Pa. C.S. § 312.

<sup>1</sup> In his January 16 letter, and scholded many inaccuracies, misstatements of law, unsupported allegations, and speculative hearsay. Much of what is included is irrelevant to the issue of whether high tunnels are exempted from regulation. The lack of a response to any averments, opinions, speculations, and conclusions should not be interpreted as tacit agreement. Indeed, the County disagrees with just about everything written and reserves all objections.

<sup>2</sup> The Clarion County Stormwater Ordinance and SALDO are both available on the County's Planning Index page here: https://www.co.clarion.pa.us/government/departments/planning/index.php



As will be demonstrated below, the County's SALDO and Stormwater Ordinances are not unauthorized local ordinances. They do not prohibit or limit a normal agricultural operation outside of State law. If high tunnels created an impervious area that totaled less than 25% of the existing structures, they would be exempt from stormwater regulation, but the proposed high tunnels would increase the impervious area by more than 100%. The ordinances are not prohibited or preempted by State law. Indeed, the County's SALDO is specifically authorized by the Pennsylvania Municipalities Planning Code (53 Pa. Stat. Ann. § 10101, et seq.) (the MPC) and the Stormwater Ordinance is empowered by the Pennsylvania Stormwater Management Act (32 P.S. § 680.1 et seq.), the County Code (16 Pa.C.S.A.§101 et seq.), and the MPC. Moreover, the Stormwater Ordinance specifically prohibits measures that conflict with state law. See Section 301. Both ordinances were revised with input from the Pennsylvania Department of Environmental Protection (PADEP). Lastly, they do not restrict or limit the ownership structure of a normal agricultural operation in any way.

#### The Proposed High Tunnels are Not Exempt from Stormwater Regulations

By way of background, in the early 2010s, the Commonwealth directed the counties to adopt new Stormwater Management Ordinances to comply with the Pennsylvania Stormwater Management Act and the Clean Streams Law. Clarion County adopted its Stormwater Ordinance in 2013 and updated it in 2020. Both times the County worked with PADEP to ensure that the ordinance complied with state law. It is important to note that the County's Stormwater Ordinance exempts "agricultural activities," but agricultural activities do not include the construction of new buildings or impervious areas such as what is proposed by See Clarion County Stormwater Ordinance at Article 2, p. 6.

In 2018, the Pennsylvania Stormwater Management Act was amended<sup>3</sup> to define high tunnels and create an exemption from stormwater management for high tunnels under certain circumstances. The Stormwater Management Act defines a high tunnel as follows:

A "high tunnel" "[i]s used for the production, processing, keeping, storing, sale or shelter of an agricultural commodity ... or for the storage of agricultural equipment or supplies.... Has a metal, wood or plastic frame, ... When covered, has a plastic, woven textile or other flexible covering, [and] [h]as a floor made of soil, crushed stone, matting, pavers or a floating concrete slab.

32 Pa. Stat. Ann. § 680.4.

writes that high tunnels are "Act 15 of 2018 compliant" because "they are moveable, lack permanent foundations, and are designed specifically for agricultural production." Letter at p. 1. Although did not cite the correct definition of a high

What the Stormwater Management Act. This letter will cite the Stormwater Management Act. This letter will cite the Stormwater Management Act (32 P.S. § 680.1 et seq.).





tunnel, the County does not dispute that the structures at issue are high tunnels. So, we must turn to whether they are exempt from stormwater regulations.

A high tunnel is exempt from stormwater regulation if:

- (i) the high tunnel or its flooring does not result in an impervious area exceeding 25% of all structures located on the owner's total contiguous land area; and
- (ii) the high tunnel meets one of the following:
- (A) The high tunnel is located at least 100 feet from any perennial stream or watercourse, public road or neighboring property line.
- (B) The high tunnel is located at least 35 feet from any perennial stream or watercourse, public road or neighboring property line and located on land with a slope not greater than 7%.
- (C) The high tunnel is supported with a buffer or diversion system that does not directly drain into a stream or other watercourse by managing storm water runoff in a manner consistent with requirements of this act.

32 Pa. Stat. Ann. § 680.11.

As noted in his letter, purchased, for his company, two contiguous parcels totaling 40 acres with an existing farm. Letter at p. 1. The square footage of the existing farm structures is 9,149 sf. See the proposed plan and calculations attached hereto as Exhibit 1. This means that could construct a 2,287.25-sf<sup>4</sup> high tunnel that would be exempt from stormwater regulation. Each of the four proposed 2,880 sf structures alone would exceed the statutory exemption. Therefore, contiguous area exceeding 25% of all structures on the owner's contiguous land.

#### The Proposed High Tunnels Constitute a Land Development

The Clarion County SALDO defines Land Development, in relevant part as:

(a) Improvement of one (1) lot or two (2) or more contiguous lots, tracts, or parcels for any purpose involving: (i) A group of two (2) or more residential or nonresidential buildings, whether proposed initially or cumulatively,<sup>5</sup> or a single nonresidential building on a

 $<sup>^{4}</sup>$  9.149 x .25 = 2.287.25

<sup>&</sup>lt;sup>5</sup> Contrary to assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation (assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation (assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation (assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation (assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation (assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation (assertion that he could incrementally add high tunnels to cover the entire parcel without triggering stormwater regulation (assertion that he could incrementally add high tunnels to cover the entire parcel without the could incrementally add high tunnels to cover the entire parcel without the could incrementally add high tunnels to cover the entire parcel without the could be added to the c



lot or lots regardless of the number of occupants or tenure;

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- (c) Pursuant to Section 503(1.1) of the MPC, the following are not considered to be land developments:
- (ii) The addition of an accessory building, including farm buildings, on a lot or lots subordinate to an existing principal building....

See SALDO at Section 106, p. 4. Unlike the Stormwater Ordinance, there is no exemption for agricultural uses in the SALDO for Land Development (although there is an exemption for certain subdivisions<sup>6</sup>). Accessory buildings are exempt, but an accessory structure must be secondary or supportive of the principal use of the property. For example, a small storage shed for equipment or a garage that supports business operations would typically be considered an accessory structure. Based on the proposed high tunnels is "agricultural production" designed to expand the capacity of the principal business activity, not to serve as an incidental or subordinate use. Because the proposed high tunnels are integral to the core operation of the business (i.e., horticultural production for an online nursery) and significantly expand the property's primary use, they are not exempt from Land Development as accessory structures and therefore require Planning Commission approval.<sup>7</sup>

#### Almanac's New Land Development Application Will be Approved

Since filing this ACRE request, Almanac has submitted a new Land Development Application and accompanying Small Project Stormwater Management Application for one building (high tunnel) and a driveway that only creates 4,680 sf. of impervious surface. A true and correct copy is attached hereto and incorporated herein as **Exhibit 2**. Because it does not create 5,000 sf of impervious surface, new Land Development is exempt from PADEP's requirement for a written Erosion and Sediment Control (E&S) Plan. See 25 Pa. Code §102.4(b)(1). Following the State law, the County's Stormwater Ordinance states:

Agricultural activities are exempt from requirements of this Ordinance provided the activities are performed according to the requirements of 25 PA Code Chapter 102.

<sup>&</sup>lt;sup>6</sup> The subdivision by lease of land for agricultural purposes into parcels of more than ten (10) acres, not involving any new street or easement of access or residential dwellings is exempted from the definition of a Subdivision. See SALDO at p. 7.

nakes numerous references to his high tunnels as "movable." See the etter generally. To the extent it is implied that a "movable" structure may be exempt from Land Development, it is not. The SALDO defines "structure" as "[a]ny man-made object having an established stationary location on or in land or water, whether or not affixed to the land." See SALDO at Section 106, p. 7.



See County Stormwater Ordinance at Section 302 D. Although constructing a high tunnel and driveway are not "agricultural activities," because a written E&S Plan is not required by PADEP, as confirmed by the Clarion Conservation District (see the December 10, 2024 letter included in Ex. 2), the County approved Small Project Stormwater Management Application. See Ex. 2. The County anticipates approving the Land Development at the next meeting of the Planning Commission.

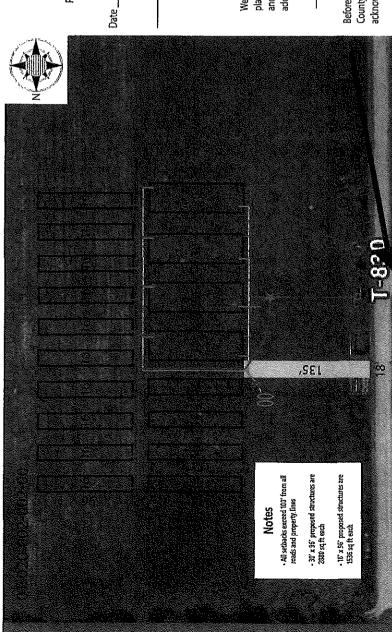
Although this new Land Development is not part of this ACRE review, it demonstrates the County does not prohibit or limit normal agricultural operations outside of State law. It should be noted that this Land Development is intended to be a phased approach that will allow o at least get started with its plans without triggering the PADEP's requirement for a written E&S Plan. However, new additions are considered cumulatively under State and County regulations. See 25 Pa. Code § 102.5; SALDO at p. 4; and Stormwater Ordinance at §301 G.1.,2. Accordingly, heavy phase will trigger a Large Project Stormwater Management Application, requiring a written E&S Plan, and a new Land Development approval.

As always, if you have any questions, please feel free to contact me at the office.

Very truly yours,

By:





Legend

Property Boundary

— # Water Line

Water Well

Proposed Structure\*

— # Buried Electric Line

Propane Tank

— # Propane Line

Proposed structures may be erected

or disassembled as required for

operational requirements.

All proposed structures will be Act

Location Map

15 of 2018 compliant.

100′

Project Location

Sale

Graphic Scale

although setbacks will be met and total square footage of structures will not exceed those of plat plan.

Sizes and locations of proposed structures are subject to change,

# CLARION COUNTY PLANNING COMMISSION APPROVAL

Preliminary approval granted by the Clarion County Planning Commission.

Date\_\_\_\_\_\_Approval Number\_\_\_\_\_

# OWNERS ADOPTION AND

ACKNOWLEDGMENT OF NOTARY PUBLIC

Director or Planning Commission Administrator/Planning Assistant

Chairman or Vice-Chairman

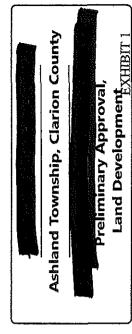
We, owners of the land shown on the enlarged site plan, hereby adopt this plat as it's fand development and irrevocably dedicate all streets and other property identified for dedication on the plat to Ashland Township. This adoption and dedication shall be binding upon it's heirs, executors, and assigns.

Before me, the undersigned Notary Public in and for the Commonweath of Pennsukania and County of Clarion, personally appeared the above named acknowledge the foregoing adoption and dedication to be their act.

Witness my hand and notarial seal this \_\_\_\_\_\_ day of \_\_\_\_\_\_, 20\_\_

My commission expires the day of , 20

Notary Public



12/17/24

#### AND DEVELOPMENT - SQUARE FOOTAGE EXISTING!

TOTAL = 9, 149 SQUARE FEET (EXISTING STRUCTURES)

#### **Clarion County**



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Township Boundaries

EXHIBIT 1

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EXHIBIT 1

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### CLARION COUNTY SUBDIVISION AND LAND DEVELOPMENT ORDINANCE LAND DEVELOPMENT APPLICATION PRELIMINARY APPROVAL

PRELIMINARY APPROVAL
Parcel Owner(s):
Parcel Address:
Parcel Municipality: Ashland Township Tax Map #: 0 1 - 0 2 0 - 0 0 2 - 0 0 2 - 0 0
Land Development Type (Check All That Apply):
Commercial Addition Parking Area
Industrial Multi-Family Dwellings Communications Tower
Streets Other
Brief Description of Project:
High Tunnel Greenhouses for the Production and Storage of Agricultural Commodities
$\cdot$
Tentative Start of Construction   Jan.   Z,025   Year   Tentative End of Construction   Dec.   Z,029   Year
I, the undersigned developer, do hereby give permission to the County of Clarion for any one or more of its representatives to enter upon this property for the purpose of reviewing this land development.
Permission Granted By:
Permission Granted By.  / Signature
Submitted By:
Return To: Name: Phone Number
Address:
Email:
An application packet will not be considered complete until all required documentation is submitted.  Refer to Section 305. Incomplete application packets will not be reviewed.
OFFICIAL USE ONLY
□ NOTICE: Part or all of this property may be in a flood hazard area. Filing Date:  Please see attached.
CLARION COUNTY PLANNING COMMISSION APPROVAL
DATE
Chairman DATE
Application for final land development approval must be submitted within 60 days of the issuance of the final Certificate of Occupancy and must be submitted no later than or this approval becomes null and void.

## LAND DEVELOPMENT PLAN REQUIREMENTS CHECKLIST PRELIMINARY APPROVAL

Land Developme	ent Project Name:		
Parcel Owner:			
Municipality: As	shland Township	*	

Plan Requirements	Reference	Yes	No	Comments	PD
Documentation					
Completed & Signed Application	304	X			
Completed Checklists	304 (B) & (C)	X			
Plat with All Signatures	304 (D)	X			
Public Water Approval	305 (F)(1)		X		
Sewage Approval	305 (F)(1)		X		
Filing Fee	107&303 (E)	X			
Conservation District Approval	305 (F)(1)	X			
Driveway Approval	305 (F)(1)	X			
Proposed Deed Restrictions	305 (F)(2)		X		
Details for New Streets, Sewer,	305 (F)(3)	,	122		
Water and Storm Sewers		l	X		
Letter on Installation	305 (F)(4)	X			
Landscape Plan	305 (F)(5)		X		
Circulation Plans	305 (F)(6)		X		
General Plan Requirements	1.11		**************************************		
Title Block	305 (E)(3)(a)	X			
Certificate Blocks	305 (E)(3)(b)				
North Point, Scale and Legend	305 (E)(3)(c)				
Location Map	305 (E)(3)(d)	X			
Tract Boundaries & Acreages	305 (E)(3)(e)		X		
Tax Map Number(s)	305 (E)(3)(f)	X			
Adjacent Parcels Information	305 (E)(3)(g)		X		
Highway Occupancy Notice	305 (E)(3)(q)		X		
Estimated Acreage of	302 (A)		X		
Disturbance <3,000SF		استنا			
Building Setback Lines	315 - 320	X			
Existing Features					
Structures, Driveways, Utilities	305 (E)(3)(h)	X			
Streets, Sidewalks, Alleys	305 (E)(3)(i)	X			
Property Line, Easements, ROW	305 (E)(3)(j)	X			
Watercourses, Lakes, Ponds	305 (E)(3)(k)	X	To the same of the		
Floodways and Floodplains	305 (E)(3)(k)	X			
Topographic Data	305 (E)(3)(r)	X			
Zoning Districts	305 (E)(3)(p)		X		
Proposed Improvements					
Streets, ROWs & Easements	305 (E)(3)(I)				
Site Conditions	305 (E)(3)(m)		IXI		
Public Water & Sewer Lines	305 (E)(3)(m)				
Structure Dimensions	305 (E)(3)(n)	X			
Playgrounds & Public Use Areas	305 (E)(3)(o)		X		
Contours	305 (E)(3)(r)		X	)./.	
Additional Documentation					
Airport Zoning App. Signed	305 (E)(3)(P)		X		
Modification Application Signed	502		X		

#### Build-Out Schedule for

#### **Project Overview:**

- Location:
  Parcel Number:
  Owners:
- Purpose: Horticultural/Agricultural production and storage
- Compliance Statement: All proposed structures are Act 15 of 2018 compliant, with setbacks exceeding 100 feet from all property lines, streams, and watercourses.

#### Build-Out Plan (January 2025 - February 2025)

#### Site Preparation

- · Obtain all necessary permits and approvals.
- Prepare areas for driveway and high tunnel installation using stone or soil as needed.
- Confirm compliance with all setback requirements.
- Grades are natural and pre-existing, and no site work is planned beyond driveway construction and building up pad sites for plants and the high tunnel.

#### **Driveway Construction**

• Construct a 1,800 sq. ft. driveway (100 ft x 18 ft) with a crowned center for proper runoff management.

#### **High Tunnel Assembly**

- Assemble one (1) 30' x 96' high tunnel (2,880 sq. ft.) as indicated on the stormwater map.
- Maintain existing raised berms and grades to direct runoff as per the stormwater management plan.

Completion Deadline: February 28, 2025

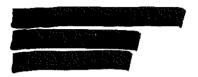
#### **Additional Notes:**

- 1. This schedule assumes favorable weather conditions and minimal unforeseen delays.
- 2. Stormwater management includes best management practices for effective runoff control and integration with existing site features, such as berms and pond proximity.
- 3. Grades are natural and pre-existing, with minimal site work planned other than driveway construction and pad preparation for high tunnels and plants.

Clarion Conservation District 249 S 2<sup>nd</sup> Ave, Clarion, PA 16214 Tel 814-393-6139 www.clarionconservation.com



**DECEMBER 10, 2024** 



Re: Hoop House Build
Ashland Township, Clarion County

To whom it may concern,

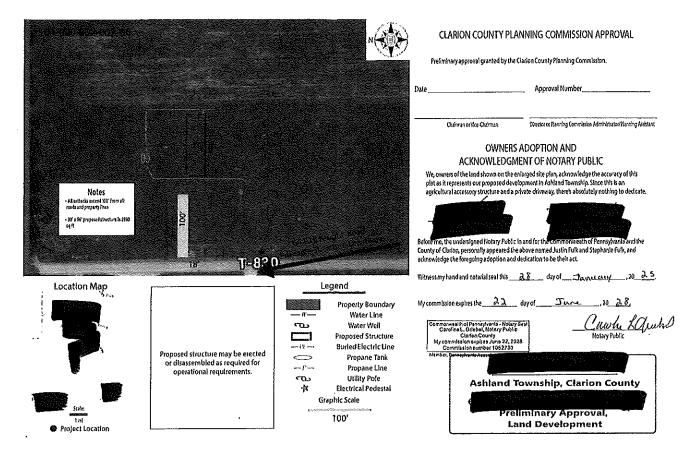
Pennsylvania Code Title 25. Environmental Protection, Chapter 102. Erosion and Sediment (E&S) Control, the implementation and maintenance of E&S best management practices (BMPs) are required to minimize the potential for accelerated erosion and sedimentation, including those activities which disturb less than 5,000 square feet.

If the earth disturbance will result in a total earth disturbance of 5,000 sq. ft. or more a written E&S plan must be developed and implemented. Refer to Chapter 102.4 for further information. If a complaint is received by the District office (CCD) or the Department of Environmental Protection (DEP) at any point during the life of the project, a written E&S plan submission may be required.

Regards,



Cc: Ashland Township





# Clarion County Small Project Stormwater Management Application

	h Tunnel and Drive		Commerc		X Agricultural
To Calculate	Proposed New Imp	ervious	Surfaces, Ple	ase Co	mplete This Table.
Proposed New Surface Type	Length	х	Width	=	Proposed Impervious Area
Buildings	96	х	30	=	2,880
	- Mary (Annual State of Marie State of	Х	THE STREET, THE PARTY WHICH STREET, STREET, THE STREET	=	0
	and distances to the forest desiration of the contract of the second section of the section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the second section of the section of the second section of the sectio	х	Berkald e 1987 oerondoor hilladheilleren (5 mile) etan (ber	=	Commence of the contract of th
		×		=	0
Driveways	100	×	18	=	1,800
		x	· · · · · · -	=	0
Parking Areas		X		=	0
		x		=	O
Patios/Walks	AND ASSESSMENT OF THE PROPERTY	Х	estato de la companya de la companya de la companya de la companya de la companya de la companya de la companya	=	0
	- manage (special) and go to a supplier to the contract of the	x		=	
Other		х	The state of the s	=	0
	2	×		=	0
	is Surface Area to be	Managed	l (sum of all a	eas)	4,680
	al New Impervious S	ourrace Ai			
If the Total leciare that I am the own ormation provided is accordance I further acknowled to the control ove described property formation I have provided the control of t	ner or owner's legal repourate and submission of the complete of the completed form and dditional reporting and the complete of the complete o	resentative f inaccurate of Clarion n as may be the project or manage	e and Sign Bel e and acknowled the information m of County and/or the required. The map, I acknow the map, I acknowled put	ow. lge by m lay result the mun vledge C iblic heal	y signature below that the in a stop work order or permi cipality are granted access to larion County and/or the th or safety or property or the
If the Total lectare that I am the own ormation provided is accordation. I further acknowe described property functionality may request a vironment be threatened.	Read, Ack ner or owner's legal rep curate and submission of owledge that employees or review and inspection his completed form and dditional reporting and/	resentative finaccurate of Clarlon nas may be the projector manage	e and Sign Bel e and acknowled the information m county and/or the required. The map, I acknow the map, I acknowled put the is GREATER	ow. lge by m lay result the mun vledge C iblic heal	y signature below that the in a stop work order or permi cipality are granted access to larion County and/or the th or safety or property or the

#### Small Project Stormwater Management Map

