

Chapter 5 – Land Use

Economic influences, development trends, cultural attitudes, and physical features of the land area are several factors that combine to influence community land use patterns. The Existing Land Use (ELU) survey provides important information regarding the general development pattern and character that exists in the county. Information collected in the existing land use inventory will serve as an important component of the county’s multi-faceted inventory of resources, and, together with other studies, will form the basis for recommendations regarding future land use strategies.

To provide a detailed land use inventory and resulting analysis, several information sources were utilized. Juniata County Geographic Information Systems (GIS) data was used to map the parcels of the county. This data was obtained from the Juniata County Conservation District. The parcel data was combined with Juniata County Tax Assessment data to form the Existing Land Use map. This was deemed to be the most accurate method of identifying existing land use patterns county-wide.

The following discussion and analysis describes the categories used to inventory and report existing land uses in Juniata County. It should be noted that this is a general representation of the land uses in the county. The composition of land uses in the county in terms of amount of acreage is listed in **Table 5-1** and is graphically displayed in **Figure 5-1**. The spatial arrangement of land uses in the county is shown in **Map 5-1**.

This Chapter also contains the Future Land Use recommendations. Section 301(a)(2) of the Pennsylvania Municipalities Planning Code requires a plan for land use, which may include provisions for the amount, intensity, character and timing of land use proposed for residence, industry, business, agriculture, major traffic and transit facilities, utilities, community facilities, public grounds, parks and recreation, preservation of prime agricultural lands, flood plains and other areas of special hazards and other similar uses.

The Future Land Use Plan formally establishes the desired land uses and general development design guidelines for Juniata County. The Plan is formulated from a variety of resources and analysis of information contained in previous chapters of the Comprehensive Plan. In general, the Plan defines areas best suited for new growth, redevelopment, and infill development.

Existing Land Use Classifications and Descriptions

Residential



Residential land includes single family dwellings, multi-family dwellings, mobile homes, mobile home parks, seasonal residences, and other residentially classified properties. The largest concentrations of residential land are found in the boroughs of the county, but residential properties are scattered throughout the county in small village clusters, and in strip patterns along roadways. In total, residential land is located on over 50,000 acres in the county, and accounts for approximately 20% of the total land area. Single family

residential dwellings represent the greatest amount of residential land, followed by seasonal residences and mobile homes. Multi-family residential land use has the least representation of the land uses in the county.

Manufacturing

Manufacturing land uses represent less than 1% of the land in the county. These uses are situated on approximately 430 acres and include food manufacturing; textiles; lumber and wood; paper and printing; stone, clay and glass; fabricated metal; rubber and plastics manufacturing; and other types of manufacturing and production industries.



Transportation, Communication, and Utilities



Transportation, communication, and utilities include rail transit facilities, motor vehicle facilities, aircraft facilities, communications facilities, and utilities such as electric, water, or gas providers. This type of use encompasses nearly 400 acres of land, but only represents approximately 0.15% of the land in the county. For this analysis, transportation and communication lands were considered separately from utilities. This land use also includes street rights of way. Transportation and communications facilities are located on nearly 300 acres, and utilities encompass approximately 70 acres of land in the county.

Trade



Trade includes wholesale businesses and various types of retail including, but not limited to general merchandise, food, apparel and accessories, and home furnishings. Trade businesses are located on approximately 525 acres and only account for approximately 0.21% of the land in the county. Retail uses account for a much greater percentage than wholesale uses. Retail uses are located on approximately 490 acres of land, compared to the approximately 35 acres occupied by wholesale businesses.

Services

Services account for approximately 0.67% of the land in the county, and cover over 1,600 acres of land. The services land use category is thought to include banks and financial institutions, real estate and insurance offices, personal services, professional services, and other services. Some uses considered to be public or semi-public in nature are also included in this nature including government and educational facilities.

Recreational

Recreational uses include public and private recreational facilities or gathering places, amusements, recreational activities, resorts and camps, and parks. Recreational uses cover over 1,000 acres of land in the county and account for approximately ½ of 1% of the total land in the county. The state game lands are not included in the recreational land use category; they are included in the undeveloped category.



Resources

Resources in the county include agricultural resources as well as other resources including fishing, forestry, and mining resources. Resources account for the greatest percentage of land in the county, of all the uses. Resources cover nearly 105,000 acres of land, representing nearly 43% of all of the land in the county. Most of the resources are represented by agricultural lands. Agriculture accounts for approximately 41% of the land in the county and covers approximately 101,000 acres. Other resources, including fishing, forestry, and mining resources, account for nearly 1.4% of the total land in the county.

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Undeveloped Land

Undeveloped land includes land that is considered to be unused, land that is under construction, noncommercial forests, including state game lands, water areas, and other undeveloped land. In total, undeveloped land accounts for 34% of the total land in the county and covers over 85,000 acres. Unused land represents the greatest amount of undeveloped land. Unused land covers over 60,000 acres throughout the county and accounts for 24.7% of the total land in the county. Noncommercial forests also represent over 9% of the land in the county, and cover over 22,000 acres of land. The largest areas of noncommercial forests are represented by state forest lands and state game lands. Water areas are considered to account for approximately 0.9% of the land in the county and cover over 2,200 acres of land in the county.

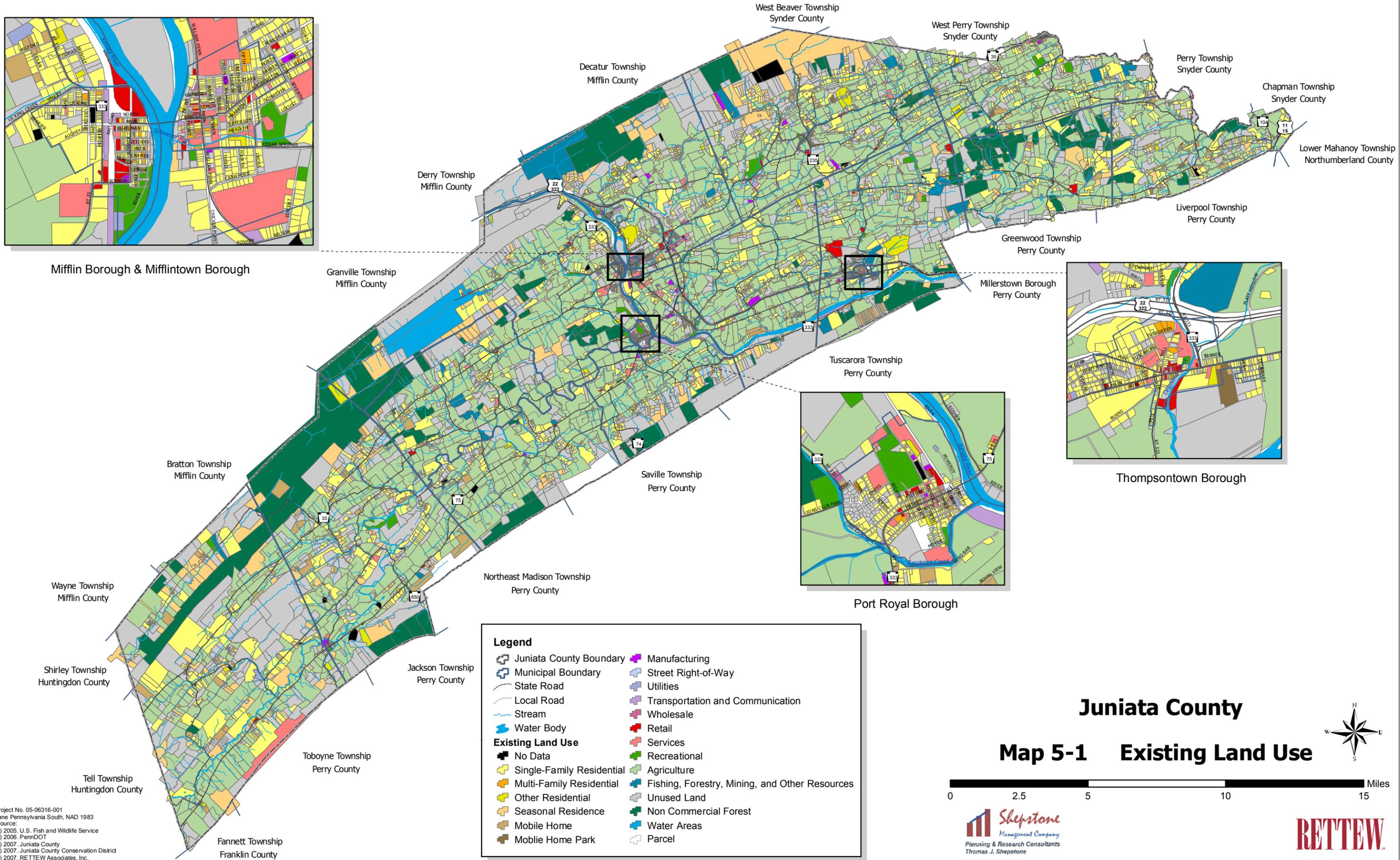
Composition of Land Use

Table 5-1: Composition of Land Use

Land Use Category	Number of Parcels	Acreage	Percent
No Data	79	1,287.11	0.52
Single Family Residential	6,922	30,472.49	12.40
Multi-Family Residential	133	81.95	0.03
Other Residential	184	1,644.76	0.67
Seasonal Residence	662	14,231.56	5.79
Mobile Home	778	4,000.73	1.63
Mobile Home Park	14	111.83	0.05
Total Residential	8,693	50,543	20.57
Manufacturing	63	427.38	0.17
Total Manufacturing	63	427.38	0.17
Street ROW	1	0.20	0.00
Utilities	19	70.53	0.03
Transportation and Communication	60	297.78	0.12
Total Transportation, Communication, and Utilities	80	368.51	0.15
Wholesale	8	33.06	0.01
Retail	180	490.95	0.20
Total Trade	188	524.01	0.21
Services	315	1,637.44	0.67
Total Services	315	1,637.44	0.67
Recreational	53	1,020.15	0.42
Total Recreational	53	1,020.15	0.42
Agriculture	1,999	101,403.81	41.26
Other Resources	42	3,384.85	1.38
Total Resource	2,041	104,788.66	42.64
Unused Land	2,874	60,696.66	24.70
Non-Commercial Forest	103	22,233.58	9.05
Water Areas	1	2,229.56	0.91
Total Undeveloped	2,978	85,159.80	34.65
Total	14,490	245,756.37	100.00

Source: Juniata County Tax Assessment Data - 2007; Juniata County GIS; RETTEW Associates, Inc.

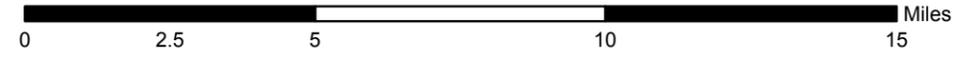
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Legend

	Juniata County Boundary		Manufacturing
	Municipal Boundary		Street Right-of-Way
	State Road		Utilities
	Local Road		Transportation and Communication
	Stream		Wholesale
	Water Body		Retail
	No Data		Services
	Single-Family Residential		Recreational
	Multi-Family Residential		Agriculture
	Other Residential		Fishing, Forestry, Mining, and Other Resources
	Seasonal Residence		Unused Land
	Mobile Home		Non Commercial Forest
	Mobile Home Park		Water Areas
			Parcel

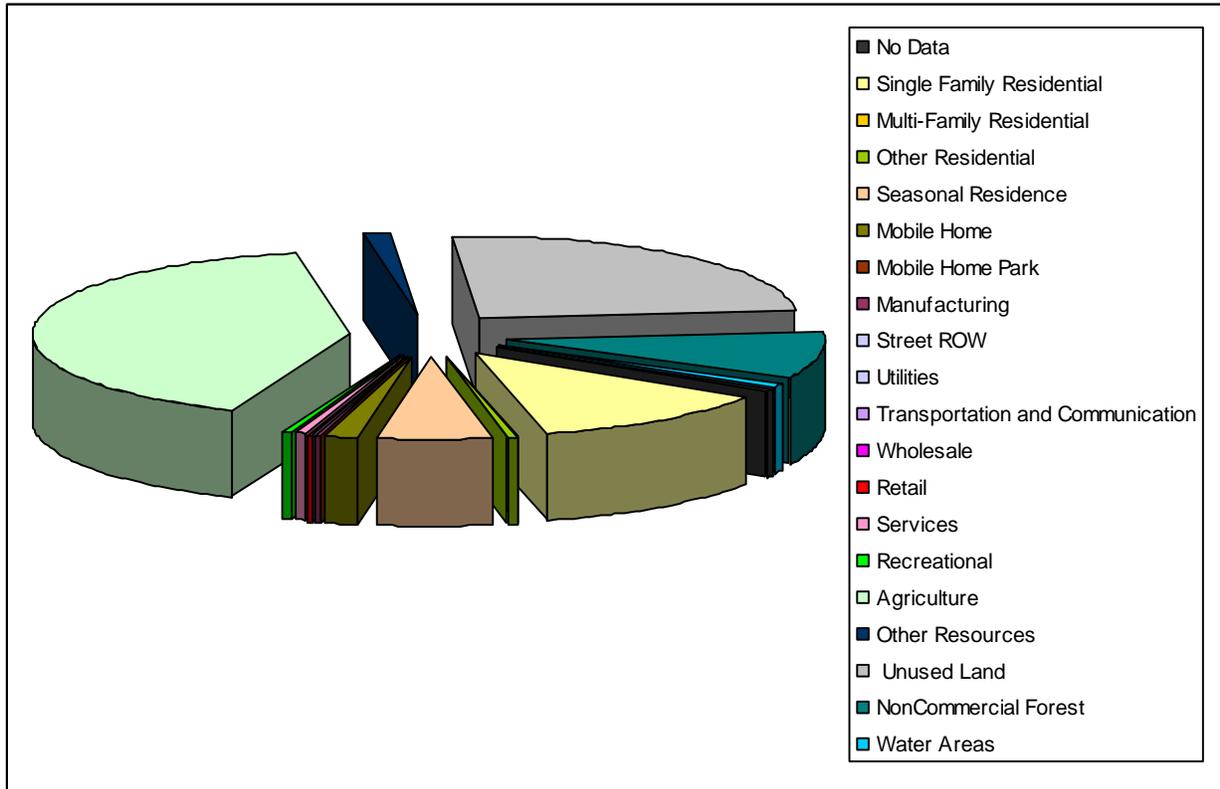
Juniata County
Map 5-1 Existing Land Use



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 PA State Plane Pennsylvania South, NAD 1983
 Base Map Source:
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Figure 5-1: Composition of Land Uses



Source: Juniata County Tax Assessment Data; Juniata County GIS; RETTEW Associates, Inc.

Land Use and Land Development Regulations

Juniata County is a rural county; however, for a rural county its municipalities have recognized the benefits of managing growth at the local level. This is accomplished by adopting a comprehensive plan, zoning ordinance, and/or a subdivision and land development ordinance. Unfortunately not all ordinances have been updated with modern day zoning and design guideline and Municipalities Planning Code updates. **Table 5-2** lists the land use regulations that have been adopted by the local municipalities in the county.

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Table 5-2: Land Use Regulations

Municipality	Comprehensive Plan	Zoning Ordinance	Subdivision and Land Development Ordinance	Planning Commission	Stormwater Management	Act 537 Plan
Beale Township	No	No	Yes	Yes		Yes
Delaware Township	Yes	Yes	Yes	Yes	Yes	Yes
Fayette Township	Yes	Yes	Yes	Yes	Yes	Yes
Fermanagh Township	Yes	Yes	Yes	Yes	Yes	Yes
Greenwood Township	Yes	Yes	Yes	Yes		Yes
Lack Township	No	No	Yes	No		Yes
Mifflin Borough	No	No	No	No		Yes
Mifflintown Borough	No	Yes	No	No		Yes
Milford Township	No	No	Yes	Yes		Yes
Monroe Township	No	No	No	No		Yes
Port Royal Borough	No	Yes	Yes	Yes		Yes
Spruce Hill Township	No	No	Yes	No		Yes
Susquehanna Township	No	No	Yes	Yes		Yes
Thompstontown Borough	Yes	Yes	No	Yes		Yes
Turbett Township	No	No	Yes	No		Yes
Tuscarora Township	No	No	Yes	No		Yes
Walker Township	Yes	Yes	Yes	Yes		Yes

Source: E-Library and Juniata County Planning Department

Eleven of the seventeen municipalities in the county have not adopted a municipal comprehensive plan. Ten municipalities have not adopted a zoning ordinance. The most common land use tool used by all municipalities in the county to regulate development is the subdivision and land development ordinance. Thirteen municipalities have adopted a subdivision and land development ordinance, the remaining four municipalities rely upon the county for review and approval of development plans. All seventeen municipalities in the county have an Act 537 Plan. Finally, ten of the seventeen municipalities have a Planning Commission.

Future Land Use Classifications and Descriptions

Introduction

As part of a Comprehensive Plan, Section 301(a)(2) of the Pennsylvania Municipalities Planning Code requires a plan for land use, which may include provisions for the amount, intensity, character and timing of land use proposed for residence, industry, business, agriculture, major traffic and transit facilities, utilities, community facilities, public grounds, parks and recreation,

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preservation of prime agricultural lands, flood plains and other areas of special hazards and other similar uses.

The Future Land Use Plan formally establishes the desired land uses and general development design guidelines for Juniata County. The Plan is formulated from a variety of resources and analysis of information contained in previous chapters of the Comprehensive Plan. In general, the Plan defines areas best suited for new growth, redevelopment, and infill development.

This component will provide land use strategies that can be implemented by local municipalities in a coordinated effort that will achieve the primary mission of the Juniata County Planning Commission which is to *“Comprehensively enrich, protect, and preserve Juniata County.”*

Community Policies and Recommendations

An inherent value of the Future Land Use Plan is its potential for motivating municipal officials, property owners, and decision makers toward achieving the highest and best use of land, while keeping in mind the concerns and interests of the county at large.

Chapter 9 establishes and articulates community goals and objectives for the future of the county. Largely based on public input, policy statements and objectives have been established to enhance the county’s physical, social, and environmental components. These policies form the conceptual framework for delineating appropriate growth, design guidelines, and development expectations.

An effective Comprehensive Plan is an expression of the community’s accepted values, expectations, and visions. The community vision, goals, and objectives have been established through input from the residents of the county and the Juniata County Planning Commission.

The development of the Future Land Use Plan began by reviewing the physical development patterns of the county, analyzing infrastructure capacity, and elements presented in previous chapters of this Plan. Based on direction from the steering committee, a growth management strategy was conceived in-lieu of a traditional land use pattern. The growth management strategy is predicated on Growing Smarter principles where new growth is guided to areas of the county that can support it. These areas are generally consistent with existing public water and sewerage service areas, access to transportation infrastructure, and existing development patterns.

Based on this strategy, the county was divided into the following land use classifications which are described below and graphically represented on **Map 5-2**:

1. **High Growth Area**
2. **Rural Growth Area**
3. **Village Area**
4. **Rural Hamlet**
5. **Rural Resource Area**
6. **Town Centers**
7. **Conservation Overlay**

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Land Use Classifications

The Future Land Use Plan divides Juniata County into six different land classifications based on their ability to support future growth, and one overlay classifications that is designed to protect unique and special features that are located throughout the county. As envisioned, the twin boroughs of Mifflintown and Mifflin and the surrounding area is the central core of commerce in the county and provide the greatest accessibility to services. This area also has excellent accessibility and is served by public water and public sewer. Based on these factors, the twin borough area and the Route 35 Corridor to its interchange with US Routes 22/322 and including the Juniata County Industrial Park, is classified as a high growth area within the county. Services within the high growth area serve the entire county, and the area is a destination point for many residents living outside of the county.

Port Royal Borough and Thompsontown Borough and its surrounding areas have been classified as rural growth areas. They serve the immediate sub-region around them with commercial and services uses; small scale industrial uses, and is interconnected via the transportation network to US Route 22/322. They are served by public water and public sewer.

East Waterford, McAlisterville, Richfield, East Salem, and areas surrounding Mifflin and Mifflintown Boroughs and Port Royal Borough are identified as village. These areas contain residences and very small scale non-residential uses that generally serve the immediate and surrounding population, and are located on main transportation highways. The village area around the twin boroughs and Port Royal Borough was identified as such because they are served by public water and can be converted to a high growth area or rural growth area to accommodate future expansion of those land classification if needed.

Reeds Gap, McCoysville, Academia, Oakland Mills, Oriental, and Seven Stars have been classified as rural hamlets. They contain similar characteristics as a village; however, they are smaller in size and are served by on-lot systems. They are locally recognized as important landmarks; therefore, the sense of place is very important.

The four boroughs in the county provide a range of services and are easily accessible to residents and non-residents; however, as much as they are different they all have a town center area. In order for these core communities to prosper they must have an active town center that provides a variety of residential and non-residential uses. This plan does not get into the details of a town center plan; however, it does recognize how important these town centers are and supports the preparation of a more detailed plan.

The land use designations are graphically shown on **Map 5-2** and summarized in **Table 5-3**.

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High Growth Area



The high growth area generally consists of low to high density residential; commercial and industrial uses and services. This classification has excellent accessibility to highways and generally can be considered a destination point for shopping, employment, government activity and health and human resources. It has the latest communication technology that allows businesses to take advantage of internet commerce and people to work from home. A high growth area is served by public water and public sewer.

The high growth area primarily includes areas surrounding Mifflin Borough and Mifflintown Borough extending along Route 35 into Fermanagh Township. It includes the Juniata County Industrial Park and land surrounding the park to be used for a future expansion.

Within the high growth it is recommended that the minimum lot area per single family dwelling unit be 5,000 square feet. Currently, much of the borough housing stock is single family dwellings; however, there is a need to provide a variety of housing choices. The minimum lot area for apartments and townhouses is recommended at 2,500 square feet.

Development at this density must be connected to public water and public sewer. Non-residential uses shall include home occupations, churches, community buildings, funeral homes, senior housing, and health care facilities. Residential uses not connected to the public sewer system or public water system should be developed at a density of one unit per acre.



Commercial development, other than the town centers, should be oriented to shoppers arriving by an automobile. Uses permitted in this district include automobile service stations and show rooms, hotels, restaurants, supermarkets, theaters, and drugstores. The minimum lot area is predicated on building setbacks, off-street parking, and landscaping requirements. Uses in this classification shall be connected to public water and public sewer.

Industrial development should consist of a mixed use approach. This plan supports provisions to

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permit a mixed use office/industrial classification and also supports the expansion of the Juniata County Industrial Park. A portion of the Industrial Park is a Keystone Opportunity Zone (KOZ). There are currently 13 lots available on 40 acres of land. These lots are served by public water and public sewer and the property is zoned Industrial. Uses in this classification shall be connected to public water and public sewer.

The final configuration of the different land classifications in the high growth area will be determined by the municipalities identified to support this land classification.

It is recommended that Mifflin Borough, Mifflintown Borough, Fermanagh Township, Milford Township, Turbett Township, and Walker Township develop a joint comprehensive plan, and ultimately a joint zoning ordinance to implement this land classification.

Rural Growth Area

The rural growth area is typically smaller in size than a high growth area, but still includes low to high density residential, smaller scale commercial and industrial uses and service, and generally has good to excellent accessibility to local highways. Rural growth areas serve sub-regions of a larger geographic area and are served by public water and sewer with limited reserve capacity for future growth. Similar to the high growth area it has the latest communication technology that allows businesses to take advantage of internet commerce and people to work from home.



The recommended residential density range, for areas served by public water and public sewer in this classification is three to six units per acre which equates into a minimum lot size of 15,000 square feet for single family detached dwelling units, and 7,200 square feet per dwelling unit for multi-family development. The commercial land classification should be centered on the existing commercial areas and contain provisions for residential uses such as apartments and elderly housing. Uses in this land classification should consist of those already existing and uses that can serve the sub-region of the county. New development, when possible, should be connected to the public water and sewer systems to take advantage of higher densities. Lots not served by public sewer and public water should be developed at a density of one unit per acre. Commercial uses should be developed at a scale and density to serve the surrounding region, and should consist of grocery and convenience stores, professional offices, automotive services, and tourist support uses, such as motels, small stores, and personal service type uses. Industrial uses generally consist of small manufacturing and assembly shops. Because of infrastructure limitations, infill development and redevelopment will be the primary source of new non-residential development.

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Rural growth areas include Port Royal Borough and Thompsontown Borough. It is recommended that Thompsontown Borough, Delaware Township, and Fayette Township prepare a joint comprehensive plan.

Village Area

Villages include unincorporated settlements that are developed with low to medium density residential and very small scale commercial and industrial uses. Accessibility is generally from a state road; however, it may not be considered a major thoroughfare. Villages serve a sub-region of a rural growth area and are generally served by public water or public sewer, but not both, and are recognized by the local population; therefore, the sense of place is very important. Growth in this classification should be limited to new and infill residential development and very small scale non-residential uses at a scale comparable to the surrounding environs.

Lot size and density should be predicated on the availability of public sewer and public water. The recommended residential density range in this classification is two to four units per acre which equates into a minimum lot size of 20,000 square feet for single family detached dwelling units, and 10,000 square feet per dwelling unit for multi-family development. Lots not served by public sewer and public water should be developed at a density of one unit per acre. Commercial and industrial uses typically consist of convenience stores, gas stations, antique shops, and professional services.

The extension of public utilities should not be considered a priority unless the extension is required to address a public health need. Villages include East Waterford, areas surrounding the high growth and rural areas in Milford Township, Turbett Township, Walker Township, and Fermanagh Township, McAlisterville, East Salem, Mexico, and Richfield.

Rural Hamlet

Rural hamlets are clusters of homes and very small scale non-residential uses generally located at major highway crossroads. Non-residential uses generally consist of a church, convenience store, small antique shop, or service station. They are historic in nature and are recognized by the local population as important landmarks; therefore, similar to the village areas, the sense of place is very important. On-lot water and septic systems are the primary source of water and sewage treatment and growth is not encouraged. Installation of appropriate infrastructure should only occur to mitigate an environmental issue or address a public health need. Minimum lot area should be one unit per acre for residential and non-residential uses.

Rural hamlets include Reeds Gap, McCoysville, Academia, Oakland Mills, Oriental, and Seven Stars.

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Rural Resource

The rural resource area generally consists of all areas outside of high growth, rural growth, village, and rural hamlet areas. This classification includes areas of the county that have rural resources, such as, rural occupations, agriculture, low to very low residential uses, hunting cabins and vacation properties, public lands, and timbering. On-lot water and sewage are the primary method for potable water and sewage treatment.



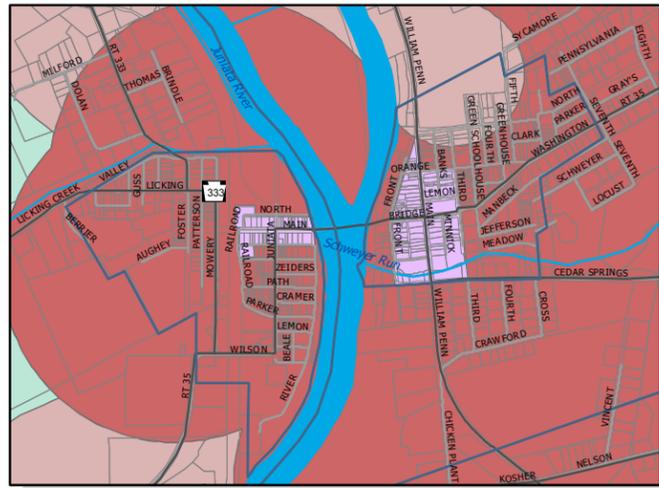
The Plan recognizes residential development and rural occupations outside of the growth areas, villages, and hamlets as a desirable development option. The purpose of this classification is to recognize areas of the county that have rural resources encourage development that is compatible with the natural environment and rural character of the county. Public water and public sewerage have not been extended into these areas and there is no pending need to extend them. This classification is not considered an integral component of the county's growth management plan; however, sensitive natural features should be protected through various strategies that incorporate open space, environmental overlay districts, and watershed planning studies to name a few.

A primary agricultural area is identified within this land classification. This agricultural area has been identified by the presence of prime agricultural soils, clustering of agricultural security areas and conservation easements. Within this primary agricultural area effective agricultural zoning techniques should be considered in lieu of the flat density. These techniques include area based allowance, fixed area based allowance, and sliding scale area based allowance. Area based allowance specifically regulates the number of dwellings that can be built on the area of the original tract. Fixed area based allowance allows one dwelling unit for a specified number of acres, and the sliding scale area based allowance approach is similar to the fixed area base approach but it requires more acreage per dwelling for larger tracts than for smaller ones. The application of one or various agricultural zoning techniques should be dovetailed with the preservation of prime agricultural land in the rural resource area. Outside of agricultural areas, the minimum lot area should be one and one half (1.5) acres, or a density of one unit per one and one half acres.

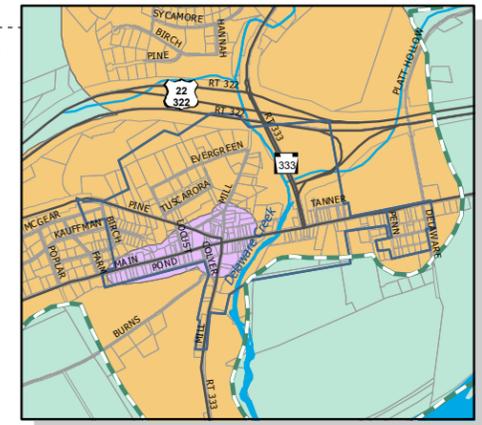
Uses in the rural resources land classification would include single-family detached dwellings, rural occupations such as arts and crafts manufacturing, bed and breakfast inns, trade occupations, woodworking and cabinet shops, butcher shops, and agricultural related uses, public and nonprofit parks and playgrounds, preservation of natural and historic resources, public uses and public utility structures, and agricultural, horticultural, mineral extraction, and forestry uses. A rural occupation should be limited in size and intensity of use and will typically occur on larger tracts of land that are well buffered from adjoining neighbors.

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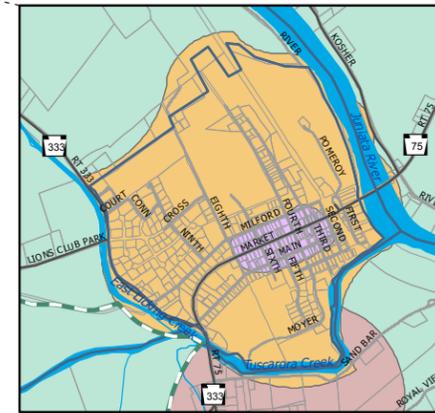
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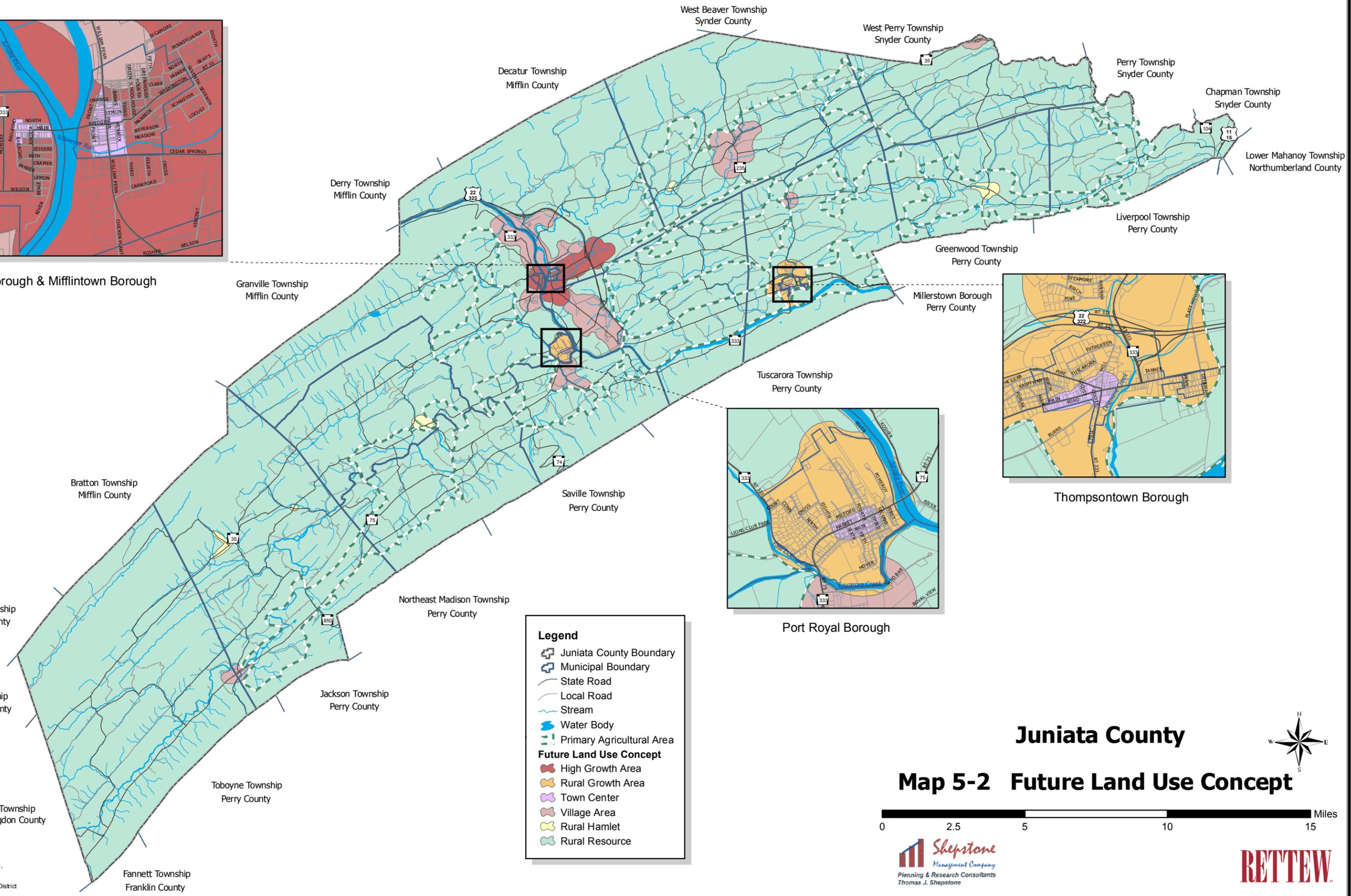
Mifflin Borough & Mifflintown Borough



Thompsontown Borough



Port Royal Borough

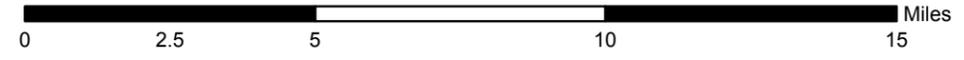


Legend

- Juniata County Boundary
- Municipal Boundary
- State Road
- Local Road
- Stream
- Water Body
- Primary Agricultural Area
- Future Land Use Concept**
- High Growth Area
- Rural Growth Area
- Town Center
- Village Area
- Rural Hamlet
- Rural Resource

Juniata County

Map 5-2 Future Land Use Concept



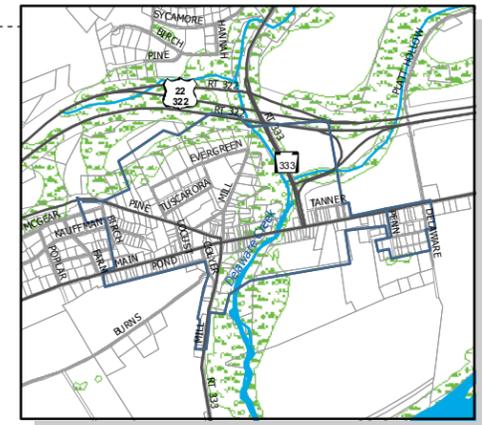
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 PA State Plane Pennsylvania South, NAD 1983
 Base Map Source:
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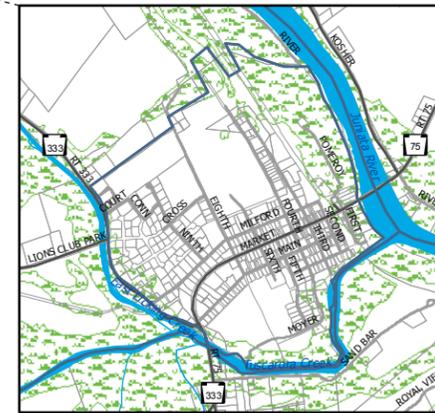
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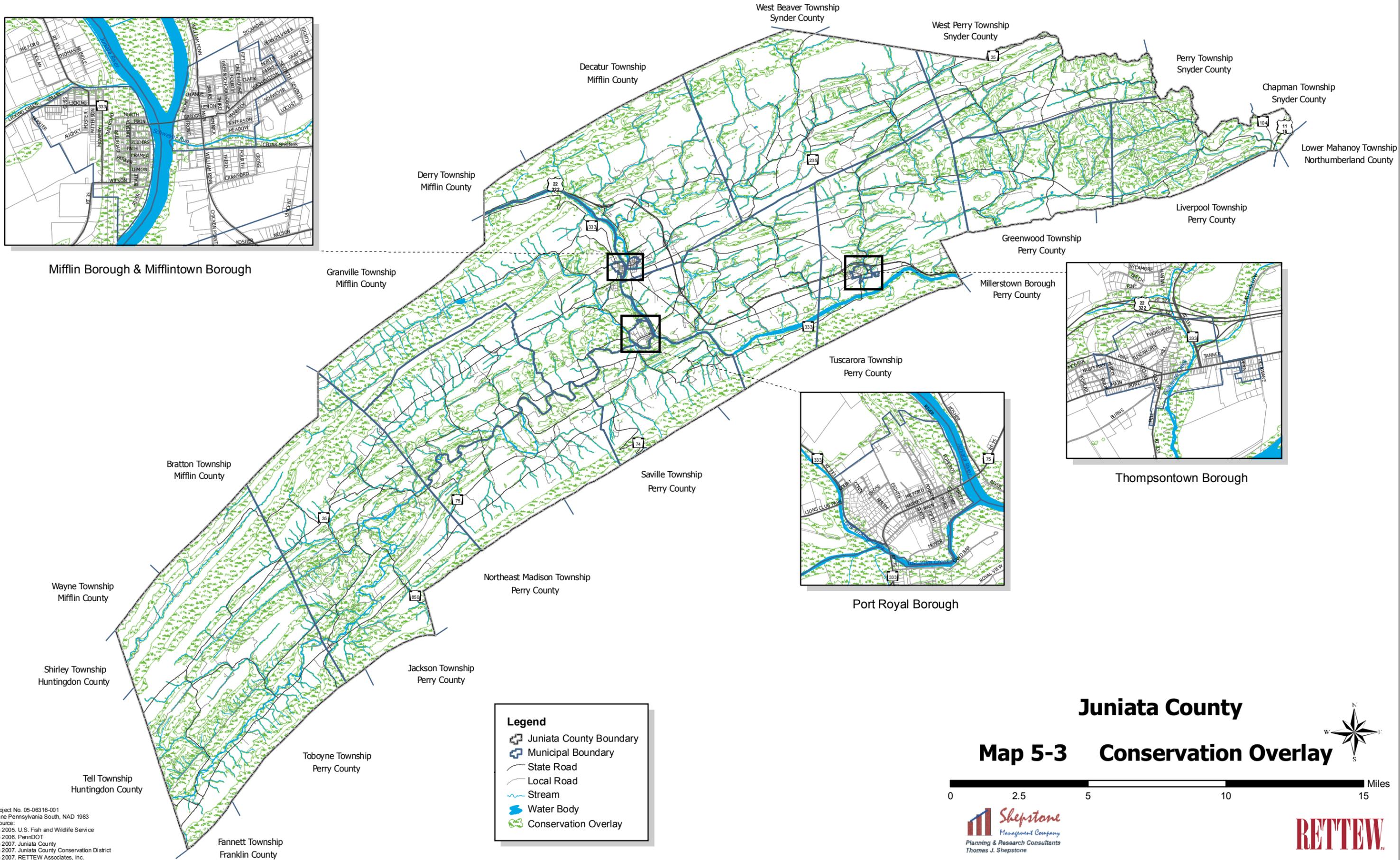
Mifflin Borough & Mifflintown Borough



Thompsontown Borough



Port Royal Borough

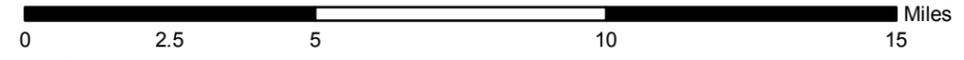


Legend

- Juniata County Boundary
- Municipal Boundary
- State Road
- Local Road
- Stream
- Water Body
- Conservation Overlay

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Map 5-3 Conservation Overlay



Shepstone
Management Company
Planning & Research Consultants
Thomas J. Shepstone

RETTEW

RETTEW Project No. 05-06316-001
PA State Plane Pennsylvania South, NAD 1983
Base Map Source:
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It is recommended that Lack Township, Tuscarora Township, Beal Township, and Spruce Township prepare a joint comprehensive plan. It is further recommended that Monroe Township and Susquehanna Township prepare a joint comprehensive plan. Greenwood Township is part of the Greenwood School District in Perry County and the township recently completed a joint comprehensive planning effort with Greenwood Township, Tuscarora Township, and Millerstown Borough in Perry County.

Town Centers

The town center is similar to a central business district, which is defined as an intensively developed, mixed use area within a borough, usually containing retail uses, government offices, service uses, professional uses, cultural and entertainment establishments, restaurants, hotels and appropriate transportation facilities. Town centers may include second story apartments above street level businesses. Human scale development, connectivity to surrounding neighborhoods, and context development design, such as benches, trash receptacles, bike racks, and trees, are the primary development characteristics of a downtown area. Historic structures must be protected and redeveloped and tourism based businesses must be available. Town centers are served by public water and sewer.



Mifflintown Borough, Mifflin Borough, Port Royal Borough, and Thompsontown Borough have been identified as having town centers in the county.

Conservation Overlay

Steep slopes, wetlands, flood plains, streams, and surface water all play an important role in retaining the county's rural lifestyle and natural beauty. They also play an important role in water purification, stormwater control, erosion and sedimentation control, and provide habitat to a variety of animal and plant species to name a few. These important natural resources need to be protected and will be protected through the use of conservation overlays. The conservation overlay areas are graphically shown on **Map 5-3**.

Implementation Tools

As Comprehensive Plans are developed, planning consultants, municipal committees and the public should be cognizant of the full range of planning tools available to them. It has been demonstrated that many municipal comprehensive planning efforts fail to take advantage of these tools during the implementation phase of the plan. It is hoped that by providing this toolbox, implementation of comprehensive planning will be more effective in the plans that we produce.

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Not all of the tools presented will be applicable to this plan, but implementation of as many of the tools as are practicable will ensure that the broad policies outlined in the Comprehensive Plan come to pass.

1. **Designated Growth Areas** – This tool delineates a specified growth area within a municipality, or within a multiple municipal area, into which development at higher densities is encouraged, and the infrastructure, including roads, water and sewer, is available or planned to support such development. They should include all relevant uses: industrial, commercial, residential, etc.
2. **Development Incentives** – Bonus densities may be offered to developers to encourage open space within their developments, or provide additional investment in public improvements and recreational facilities.
3. **Cluster Development** – This preservation tool is designed to allow residences to be grouped on a portion of a development site to preserve the remainder of the site as open space. For example, on a theoretical four acre parcel, instead of developing four homes on four one acre lots, cluster development would encourage the development of four homes on half-acre lots, leaving the remaining two (2) acres of the parcel as permanent open space. Cluster developments tend to reduce the amount of infrastructure needed to develop a site, providing a positive cost offset for developers. There is a debate about whether or not “clustering” should be mandatory or voluntary within municipal ordinances.
4. **Agricultural Zoning** – Rural municipalities will often create a specified Agricultural Zone within their ordinances. Uses within these zones are limited to agriculture, horticulture and related uses. Sometimes small, farm related businesses are permitted within these zones.
5. **Agricultural Security Areas** – These areas can be designated to help protect blocks of agricultural land. Initiated by homeowners, an agreement is reached to keep the specified land in agricultural use. The size of the ASA must be at least 250 acres but it need not be contiguous.
6. **Agricultural Conservation Easements** – Using this tool, a municipality or other government entity purchases easements on land currently used for agriculture. Usually the entity pays the difference in value of the land if used for agricultural purposes and if used for its highest and best use. The conservation easement is recorded at the appropriate county recorder of deed office.
7. **Sliding Scale Zoning** - This type of zoning can be used to reduce the density of non-farm dwellings as the size of the parcel increases. For example, in a typical sliding scale district, one buildable lot may be permitted on the first three acres, an additional unit on the next 5 acres, and one unit for every 10 acres above 8. It may be most effective in areas with a wide range of parcel sizes.

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8. **Performance Zoning** – This type of zoning focuses on permissible impacts of development rather than on uses.

Residential – This zoning includes incentives like cluster and open space zoning. Instead of minimum lot sizes, a performance based residential zoning ordinance would focus on three main areas:

Density – To control the number of dwelling units per acre

Impervious Surface Ratio – To control the amount of the site that may be covered with impervious surfaces such as buildings and pavement.

Open Space Ratio – To require a minimum percentage of community open space.

Industrial/Commercial - In this type of performance zoning, uses within a district are not specified, but rather measurable performance standards for noise, light, emissions, odor, etc. are established. Most uses that are able to meet the performance standards are permitted, although certain uses may be excepted.

9. **Traditional Neighborhood Development** – Traditional neighborhood development seeks a return to the mixed-use communities of the 50s and 60s. The main idea is to recreate the small town/village environment. In order to do this, residential, professional, light commercial/retail, and recreational opportunities are all located within the easy walking distance. Pedestrian facilities such as sidewalks and trails are vital to such communities in order to encourage residents to utilize their cars less when accomplishing daily tasks. On street parking and narrow streets are utilized as traffic calming measures and to limit “cut-through” traffic.
10. **Transfer of Development Rights** - This tool works best if the development rights are transferred to existing urban/developed areas and therefore do not contribute to sprawl. A successful TDR program requires the designation of both “sending” and “receiving” areas. Areas that are generally limited in development, such as agriculturally zoned areas, are assigned development rights at a certain rate. These areas are the sending areas. Other areas, where higher density development may not strain infrastructure or natural resources are designated as receiving areas. Developers in these receiving areas can purchase the development rights of landowners in the sending areas and thereby develop receiving area land at a higher density.
11. **Official Map** - In order to facilitate the planning, acquisition and implementation of community facilities, an Official Map may be developed. The Official Map is a useful but underutilized planning tool. Its purpose is to identify public and private lands for which the public has a current or future need. It can be used to legally establish the location of existing and proposed streets, waterways, parks, bikeways, pedestrian paths, floodplains, stormwater management areas, public facilities, intersections needing improvement, and historic sites. Any or all of these features may be shown on the Official Map. The land that is shown on

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the map is not a “taking” from the landowner. The municipality must at all times be prepared to compensate the owner for the fair value of the land. The reservation on the map merely gives the municipality the first opportunity to purchase the identified property. The property owner must notify the municipality in writing of intent to develop or subdivide the property. From the date that the municipality receives the notice it has one year to purchase the property, obtain easements, or seek condemnation. The properties and routes on the map need not be surveyed to reserve them. Until 1988 a metes and bounds survey was required, but the current standard is that the methods used to identify the property sufficiently describe the location of the plan components.

12. **Park and Open Space Dedication** - Municipalities may include provisions in their ordinances requiring that developers set aside a certain portion of land for park and open space, or in the alternative pay a fee in lieu of. Municipalities may also provide for park and open space on an official map, reserving the opportunity to purchase identified lands for development into community open space.
13. **Greenway Planning** – Rivers and streams can be a significant asset to a municipality in terms of maintaining open space, biological/ecological diversity and in terms of attracting tourism and development. The areas along these rivers and streams are often ideally suited for providing bikeways, pedestrian trails, etc. that serve not only an environmental benefit by protecting the waterway, but add to the community by making it more livable. To that extent, a greenway plan, which preserves and enhances these corridors can be a significant planning tool. Juniata County and Mifflin County are participating in a joint rural recreation and greenway plan.
14. **Maximum Lot Sizes** – This tool may be used to help preserve agricultural lands or encourage compact development. By establishing a maximum as well as a minimum lot size for an area, the municipality is effectively able to control the density of development.
15. **Overlay Districts** – Specific areas of a municipality may be targeted for, or appropriate for, a particular type of development. These areas may benefit from the provision of an overlay district. A zoning overlay provides regulations in addition to or superseding those of the underlying district. The intent of these provisions is most often to encourage a particular type of development, or to encourage redevelopment of the subject area. Looking at it another way, the overlay is intended to recognize the unique characteristics of a specific area, and pay special attention to what is required in that area to facilitate development.
16. **Historic Preservation Zoning** – Acts 67 and 68 which amended the municipalities planning code have provided specifically for historic and cultural resources preservation to be included among the purpose(s) of zoning. This legislative addition to the MPC may provide municipalities with the authority needed to zone locally for historic preservation, including the ability to require architectural review in areas designated by the Township as historic. It remains to be seen whether or not the courts will uphold this approach.

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17. **Conditional Use Zoning** - Conditional uses can be used to ensure that uses that are not considered to be appropriate to a zoning district as uses permitted by right, but that may be appropriate under certain circumstances and conditions, may be brought before the governing body of the municipality for review and comment. Conditional uses add flexibility to a zoning ordinance by providing for innovative design, while ensuring that the overall intent of the district in which the conditional use is being allowed is protected. Examples of some uses that are often subject to conditional use proceedings include open space development, traditional neighborhood development, non-agricultural uses in agriculturally zoned land, etc.
18. **Property Maintenance/Building Code Evaluation** – One significant method of providing for future growth, without encouraging future sprawl, is to protect the assets already available to a municipality. By ensuring that property maintenance codes are enforced, the attractiveness of existing residential, commercial and industrial areas is maintained. Good property maintenance practices help to keep housing prices stable, encourage in-fill development into existing neighborhoods and promote a sense of pride and community.
19. **Best Management Practices (BMPs)** – Traditional Pennsylvania stormwater management has focused on the control of quantity increases in flows post-development. By implementing within its ordinances some or all of the available Best Management Practices (BMPs), however, municipalities can begin to address stormwater quality issues. BMPs may include the establishment of riparian buffers, the use of infiltration trenches, wet ponds, wetland establishment, use of grassed swales to remove pollutants, pervious pavements, and others. One of the most important requirements of establishing effective BMPs is that the individual(s) responsible for operation and maintenance must be firmly and legally established.
20. **Capital Improvements Plan** - A municipality may develop a schedule of all planned capital expenditures for a particular period (5 to 10 years). The plan should include estimated costs for each project, proposed sources of funding, and the priority of the project within the plan. Such a schedule helps to ensure that yearly budgeting and spending priorities are coordinated with the Comprehensive Plan of the municipality.

Development of Regional Impact (DRI)

Section 301.(7).(ii) of the Pennsylvania Municipalities Planning Code require existing and proposed land uses which have a regional impact, such as large shopping centers, major industrial parks, mines and related activities, office parks, storage facilities, large residential developments, regional entertainment and recreational complexes, hospitals, and airports be identified.

The rural nature of Juniata County excludes many of the uses identified above. However, one such use, the Juniata County Industrial Park and its proposed expansion has been discussed in the plan. It is the intent of the plan to manage DRIs and guide them to designated growth areas where proper infrastructure exists. These areas are located around Mifflin and Mifflintown Boroughs, Port Royal Borough, and Thompsettown Borough. This approach will limit the impact that such use has on the county and is consistent with the county's overall goal which is

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to maintain the county's rural lifestyle and protect its natural resources. In order to properly address the impacts of DRIs this plan supports the following:

1. Establish a collaborative review approach between the county planning department, municipality, and developer when a DRI is proposed. This approach would include:
 - a. Extended offering from the county to organize a meeting with all entities to gather information on the proposal.
 - b. Discuss local, county, and state review requirements.
 - c. Discuss required permits.
 - d. Review current ordinances and provide advice for strengthening ordinance language.
 - e. Discuss impact the use will have on existing infrastructure.

2. The county planning department should establish Development of Regional Impacts thresholds that would automatically initiate the collaborative review approach discussed above. The following thresholds were established by an adjoining rural county and can be considered a starting point for Juniata County:
 - a. Large Shopping Centers - 150,000 square feet of gross building area
 - b. Industrial Parks – 100,000 square feet of gross floor area
 - c. Mines – 50 acre site or greater
 - d. Office Parks – 100,000 square feet of gross floor area
 - e. Storage Facilities – 50 or more storage units
 - f. Residential Development – 250 Dwelling Units
 - g. Regional Entertainment and Recreation – 100 or more parking spaces
 - h. Hospitals – 100 new beds
 - i. Airports – All new airports

Statement of Plan Interrelationships

Section 301.a.4.1 of the Pennsylvania Municipalities Planning Code requires a statement of plan interrelationships among the various plan components. This statement ensures that the plan elements are integrated and not conflicting.

The plan has been developed around the following ten chapters:

1. Introduction and Purpose of Planning
2. Natural and Water Resources
3. Population and Socioeconomic Analysis
4. Housing Plan
5. Land Use
6. Economic Development Plan
7. Community Facilities Plan
8. Transportation Plan

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- 9. Goals and Objectives
- 10. Implementation

The Community Goals and Objectives represent the Community Development Objectives which all other chapters are developed around, culminating in an integrated plan. The following points demonstrate these interrelationships:

1. The Housing Plan has been prepared around the need to meet the housing needs of existing county residents as well as future residents as projected in Chapter 3.
2. Transportation improvements have been prioritized in relationship to the Future Land Use Plan.
3. Future growth, as identified in the Future Land Use Plan, is directed to areas of the county that are served by public utilities as identified in Chapter 7.
4. The development of a detailed downtown improvement plan is recommended for Mifflintown Borough, Mifflin Borough, Port Royal Borough and Thompsontown Borough to strengthen the boroughs as hubs of economic activity.
5. Commercial and industrial development and high density residential growth is guided to the High Growth Area, which is served by public utilities and adequate highway infrastructure.
6. Important natural resource areas such as wetlands, steep slopes, and floodplains are protected from development.
7. Land outside of the designated growth areas shall continue to remain rural with very low intensity development.

The above referenced interrelationships represent a snapshot of how intricate and interwoven the chapters are to each other. More detailed aspects of these interrelationships are addressed throughout the plan.

Statement of Plan Consistency

Juniata County is bordered by the Pennsylvania counties of Mifflin County, Huntington County, Franklin County, Perry County, Northumberland County, and Snyder County.

Mifflin County – The Future Land Use Map for Mifflin County shows the area in Mifflin County north of the Juniata County boundary as Natural Resource Protection Area.

Perry County – The Future Land Use Map for Perry County shows the area in Perry County south of the Juniata County boundary as Public/Semi-Public, Conservation, Agricultural, and a small area of Commercial along Route 11/15 in Liverpool Township.

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Franklin County – The Future Land Use Map for Franklin County shows the area in Franklin County south of the Juniata County as Environmental Conservation.

Huntington County - The Future Land Use Map for Huntington County shows the area in Huntington County west of the Juniata County boundary as Public Open Space, Low Intensity, and Agriculture.

Snyder County - The Future Land Use Map for Snyder County shows the area in Snyder County north of the Juniata County boundary as Rural Areas, Unique Natural Landscapes and Resources, and Town Center. A Town Centers classification is located across from Richfield which is identified as a Village Area in Juniata County. A Town Center classification is also located in Snyder County where Route 235 enters Snyder County from Juniata County. The Juniata County's Future Land Use Plan classifies this area as Rural Resource.

Northumberland County – Northumberland County borders Juniata County; however, the border is the Susquehanna River; therefore, no land use conflicts exist.

The Juniata County Future Land Use Plan was developed around a growth management concept, which directs growth to essentially three primary areas of the county as depicted on the Future Land Use **Map 5-2**. These growth areas do not abut an adjoining county nor are services being requested from them. With the exception of a small village area identified for Richfield the Rural Resource land classification is the only future land use classification that abuts an adjoining county. Adjoining county land use classifications include Natural Resource Protection Area, Public/Semi-Public, Conservation, Agricultural, Commercial, Environmental Conservation, Public Open Space, Low Intensity, Rural Areas, Unique Natural Landscapes and Resources, and Town Center

The Rural Resource land classification includes areas of the county that have rural resources, such as, rural occupations, agriculture, low to very low residential uses, seasonal cabins and vacation properties, public lands, and timbering. A primary agricultural area is also identified in the rural resource land classification.

The proposed future land use plan supports the continued rural character of the county and does not adversely impact the adjoining counties or the twenty-one rural municipalities that abut Juniata County; therefore, the future land use plan is deemed to be consistent with adjoining counties and municipalities.

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Table 5-3: Juniata County Future Land Use Classification System

Classification	Land Characteristics	Density	Primary Use	Public Utilities	Transportation Network	Communications Network
High Growth Area	This land classification is primarily located around Mifflin and Mifflintown Boroughs and extends along Route 35 to the industrial Park in Fermanagh Township, and contains a mixture of low to high density residential densities. Commercial and industrial uses are also located through the land classification.	Eight to Seventeen units per acre	Low to high density residential, and commercial, office, and industrial uses.	Both public water and sewer to support the new growth.	Arterial road, fed by a series of collector and local roads. Pedestrian level transportation opportunities, such as sidewalk and trails are prevalent.	Full capacity – newest technology
Rural Growth Area	This land classification is smaller in size than the High Growth Area and is centered on Port Royal Borough and Thompsontown Borough. It contains the full range of uses as the High Growth Area but at a smaller scale.	Three to six units per acre, lower density where sewer and water are not available	Low to medium density residential, and commercial, office, and industrial uses	Preferred both public water and sewer. However, at a minimum, public sewer.	Arterial collector and local roads and alleys. Pedestrian level transportation opportunities, such as sidewalk and trails are prevalent in the medium density developed areas connecting community resources together.	Maximum needed for residential and commercial use.
Village Area	Unincorporated settlements with low to medium density residential and very small scale commercial uses that serve the immediate area.	One to four units per acre depending on availability of water and sewer.	Low to medium density residential and small scale commercial uses.	Public sewer	Collector roads. Sidewalk in the medium density area connecting community facilities	Maximum needed for residential and commercial use.

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Classification	Land Characteristics	Density	Primary Use	Public Utilities	Transportation Network	Communications Network
Rural Hamlet	Cluster of homes around major crossroad intersections with very small scale commercial development. Rural Hamlets are usually anchored by a church or other community facility.	Low to very low residential density, 1 unit per acre, and very small commercial uses that serve the immediate region.	Residential	None, unless needed to correct groundwater contamination problems.	Collector Roads	Maximum needed for residential use
Rural Resource	Very rural, undeveloped areas of the county. Concentrated areas of environmental constraints, public lands, agricultural activity, and rural occupations	One unit per 1.5 acres	Residential, rural occupations, mineral recovery, and forestry	None	Collector and local roads. Trails that connect community facilities, and greenways	Maximum needed for residential and rural occupation use
Town Centers	Downtown areas of the High Growth and Rural Growth Areas	Higher density mixed with commercial and office	Mixed Use	Both public water and sewer to support the new growth.	Arterial road, fed by a series of collector and local roads. Pedestrian level transportation opportunities, such as sidewalk and trails are prevalent.	Full capacity – newest technology
Conservation Overlay	Floodplain, wetlands, steep slopes, stream protection, and surface water protection	No development to very low residential	Preservation of Natural Resources	On-lot water and sewer	Local and collector roads	None

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