

# *Juniata / Mifflin County Greenway, Open Space and Rural Recreation Plan*



*Juniata and Mifflin  
Counties, Pennsylvania  
December 2009*



**RESOLUTION NO. 2010-1  
OF THE JUNIATA COUNTY BOARD OF COMMISSIONERS  
CLOSING OUT COMMUNITY CONSERVATION PARTNERSHIPS PROGRAM  
GRANT PROJECT (BRC-TAG-12-239) AND  
ADOPTING THE GREENWAY, OPEN SPACE AND RURAL RECREATION PLAN**

**WHEREAS**, Juniata County has prepared a Greenway, Open Space and Rural Recreation Plan for the Juniata County area;

**WHEREAS**, the Greenway, Open Space and Rural Recreation Plan is an advisory document that will serve as a long-range planning tool for Juniata County and guide future plans and decisions;

**WHEREAS**, the Plan is an amendment to the Juniata County Comprehensive Plan;

**WHEREAS**, the purpose of the Plan is to explore the status of parks, recreation, greenways, trails and open space. The plan recommends strategies and actions to enhance these assets for current and future generations. Juniata County has worked to create a vision that builds upon the unique characteristics of the area while setting strategic direction to enhance the quality of life for citizens through the conservation of open space and provisions of parks and recreation opportunities. The Plan defines recommendations for providing recreation facilities, parks, greenways and trails; preserving open space and farmland; and protecting important natural resources;

**WHEREAS**, the preparation of the Plan has been a collaborative effort between Juniata and Mifflin Counties to improve the greenway, open space and rural recreation facilities in both Counties; and

**WHEREAS**, the Plan was financed in part by a Community Conservation Partnerships Program grant under the administration of the Pennsylvania Department of Conservation and Natural Resources, Bureau of Recreation and Conservation, under contract number BRC-TAG-12-239.

**NOW, THEREFORE, BE IT RESOLVED** by the Board of Commissioners of the County of Juniata that:

- a. The project was completed in accordance with the Grant Agreement.
- b. All project expenditures have been made and were in accordance with the Grant Agreement.
- c. The Plan and related materials are acceptable to the Juniata County Commissioners.
- d. The Plan and related materials will be used to guide future recreation and conservation decisions.

The Greenway, Open Space and Rural Recreation Plan is adopted as an amendment to the Juniata County Comprehensive Plan this ninth day of March, 2010 by the:

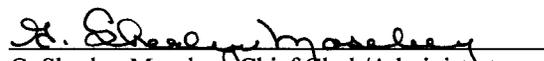
**JUNIATA COUNTY  
BOARD OF COMMISSIONERS**

  
Jeffrey M. Zimmerman, Chairperson

  
Dale S. Shelley, Vice Chairperson

  
Teresa J. O'Neal, Secretary

ATTEST:

  
G. Sherlyn Mosebey, Chief Clerk/Administrator

**RESOLUTION NO. 10 – 18**  
**OF THE MIFFLIN COUNTY BOARD OF COMMISSIONERS**  
**ADOPTING THE GREENWAY, OPEN SPACE AND RURAL RECREATION PLAN**

**WHEREAS**, Mifflin County has prepared a Greenway, Open Space and Rural Recreation Plan for the Mifflin County area;

**WHEREAS**, the Mifflin County Comprehensive Plan recommends the development of a comprehensive recreation, park and open space plan, and the Greenway, Open Space and Rural Recreation Plan will be incorporated into the next update of the Mifflin County Comprehensive Plan;

**WHEREAS**, the Greenway, Open Space and Rural Recreation Plan is an advisory document that will serve as a long-range planning tool for Mifflin County and guide future plans and decisions;

**WHEREAS**, the purpose of the Plan is to explore the status of parks, recreation, greenways, trails and open space. The Plan recommends strategies and actions to enhance these assets for current and future generations. Mifflin County has worked to create a vision that builds upon the unique characteristics of the area while setting strategic direction to enhance the quality of life for citizens through the conservation of open space and provisions of parks and recreation opportunities. The Plan defines recommendations for providing recreation facilities, parks, greenways and trails; preserving open space and farmland; and protecting important natural resources;

**WHEREAS**, the preparation of the Plan has been a collaborative effort between Mifflin and Juniata Counties to improve the greenway, open space and rural recreation facilities in both Counties; and

**NOW, THEREFORE, BE IT RESOLVED** by the Board of Commissioners of the County of Mifflin that the Plan and related materials are acceptable to the Mifflin County Commissioners. The Plan and related materials will be used to guide future recreation and conservation decisions.

The Greenway, Open Space and Rural Recreation Plan is adopted this fourth day of February, 2010 by the:

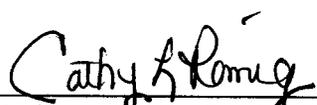
MIFFLIN COUNTY  
BOARD OF COMMISSIONERS

  
Mark A. Sunderland, Chairman

  
Otis E. Riden, Jr., Vice Chairman

  
Robert A. Reck, Secretary

ATTEST:

  
Cathy L. Romig, Chief Clerk

# Acknowledgements

## **Juniata County Commissioners**

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Jeffrey M. Zimmerman  
Dale S. Shelley  
Teresa J. O'Neal

## **Mifflin County Commissioners**

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Mark A. Sunderland  
Otis E. Riden, Jr.  
Robert Reck

## **Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan Advisory Committee**

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John Czerniakowski, Mifflin County School District, retired  
Brian Frey, Trout Unlimited  
Mike Makufka, Juniata Clean Water Partnership  
Marie Mulvihill, United Way of Mifflin-Juniata Counties  
Cadie Pruss, Mifflin County Conservation District  
Rick Williams, Mifflin County Judge  
Trish Hoffman, Juniata Mennonite School  
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## **Consultants**

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*This project was financed in part by a grant from the Community Conservation Partnerships Program Keystone Recreation, Park, and Conservation Fund, under the administration of the Pennsylvania Department of Conservation and Natural Resources, Bureau of Recreation and Conservation.*

*This project was financed in part by Mifflin County*

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# *Juniata / Mifflin County Greenway, Open Space and Rural Recreation Plan*



*Juniata and Mifflin  
Counties, Pennsylvania  
December 2009*



# Juniata / Mifflin County Greenway, Open Space and Rural Recreation Plan

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# Reader's Guide

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**The Juniata / Mifflin County Open Space, Greenway and Rural Recreation Plan** is a comprehensive planning document. It represents broad research of parks; recreation, open space resources in Juniata and Mifflin Counties and includes analysis of the condition and protection status of these resources. Most importantly, it crafts a vision for a protected recreation system of parks, open space, and greenways that sustains the region's natural and scenic resources and serves citizens of all ages and interests.

The planning process was based on the needs and desires of the public expressed through a public opinion survey, interviews, focus groups, and public meetings. The strategies and recommendations were developed with the assistance of the Plan Study Committee and community representatives with knowledge of the area and interest in parks, recreation, and conservation issues.

The *Executive Summary* condenses the plan, public opinion, research, goals and recommendations into a few pages. It offers the reader a succinct version of the entire document.

*Chapters 1-9* present a profile and assessment of Juniata and Mifflin Counties' demographic characteristics; trends related to parks, recreation, and open space; and the detailed inventories of major functional areas: parkland, natural resources, agricultural resources, recreation facilities, trails and greenways, programs, and management and financing. It serves as a reference guide for those who wish to read more detailed information about all aspects of these topics in Juniata and Mifflin Counties.

*Chapter 10* sets forth the guiding principles, vision, and mission for greenways, open space, and rural recreation in Juniata and Mifflin Counties and defines goals and recommendations.

*Chapter 11* outlines an implementation strategy for moving forward with recommendations. It tells the reader what the Counties will do to improve parks and recreation and conserve open space over the next ten years.

We hope that the plan conveys the importance for Mifflin and Juniata Counties and their partners to take action. This is an opportune time to take action in preserving the rural scenic character of these tremendously beautiful and resource blessed Counties and address quality of life issues associated with parks, recreation, and open space. Citizens are interested and supportive of the Counties playing an important role and leading the way in open space, greenways, and rural recreation endeavors. Investments of time, professional knowledge and money through public and private sectors and partnerships are needed to seize the opportunities that are central to the quality of life in Juniata and Mifflin Counties.



# *Juniata / Mifflin County Greenway, Open Space and Rural Recreation Plan*



## **EXECUTIVE SUMMARY**

*Juniata and Mifflin Counties, Pennsylvania  
December 2009*

## **Acknowledgements**

---

### **Juniata County Commissioners**

Jeffrey M. Zimmerman  
Dale S. Shelley  
Teresa J. O'Neal

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under the administration of the Pennsylvania Department of Conservation and Natural Resources,  
Bureau of Recreation and Conservation.*



# Why Plan?

Juniata and Mifflin Counties have beautiful natural areas, important farmland, significant historic and cultural resources, and a rural character that is valued by residents and visitors to the area. Residents cite the lack of traffic congestion, clean water and air, and easy access and abundant natural area as valuable attributes of living in Juniata and Mifflin Counties. The wooded ridges, clear flowing streams, and nearby public lands provide extensive opportunities for outdoor recreation.

Juniata and Mifflin Counties are under many of the typical growth and land development pressures found elsewhere in the Commonwealth, if only to a somewhat lesser degree. Sustaining the desired characteristics of Juniata and Mifflin Counties will not occur naturally. Planning, conservation initiatives, management of resources, and strategic actions are necessary to maintain the quality of life currently enjoyed. While approximately 100,000 acres of land is protected throughout the two Counties, 66 percent of the land area is vulnerable to development. Establishing parks, open space, greenways, and trails offers a proactive approach to addressing conservation and protection of significant resources and important landscapes. These initiatives also expand opportunities for recreation and enjoyment of the great outdoors.

Recreation and participation in leisure activities promote health and wellness and is an important part of a well-balanced lifestyle. Recreation plays an important role in promoting a strong sense of community by providing settings for people to socialize and share common interests, while encouraging community interaction and pride. Places that offer interesting social and recreation opportunities play a role in attracting businesses and retaining young people. Outdoor recreation is a hallmark of the Counties drawing visitors to the area to hunt, fish, and boat. Expanding outdoor recreation opportunities in Juniata and Mifflin Counties will advance economic development goals through increased tourism.



# The Planning Process

Juniata and Mifflin Counties joined together to develop this Greenways, Open Space and Rural Recreation Plan. Working with a team of consultants, the Counties undertook a six step process. The planning process was rooted in public participation and considered input from the project advisory committee, citizen opinion surveys, key person interviews, public meetings, and topical forums. The planning process included:

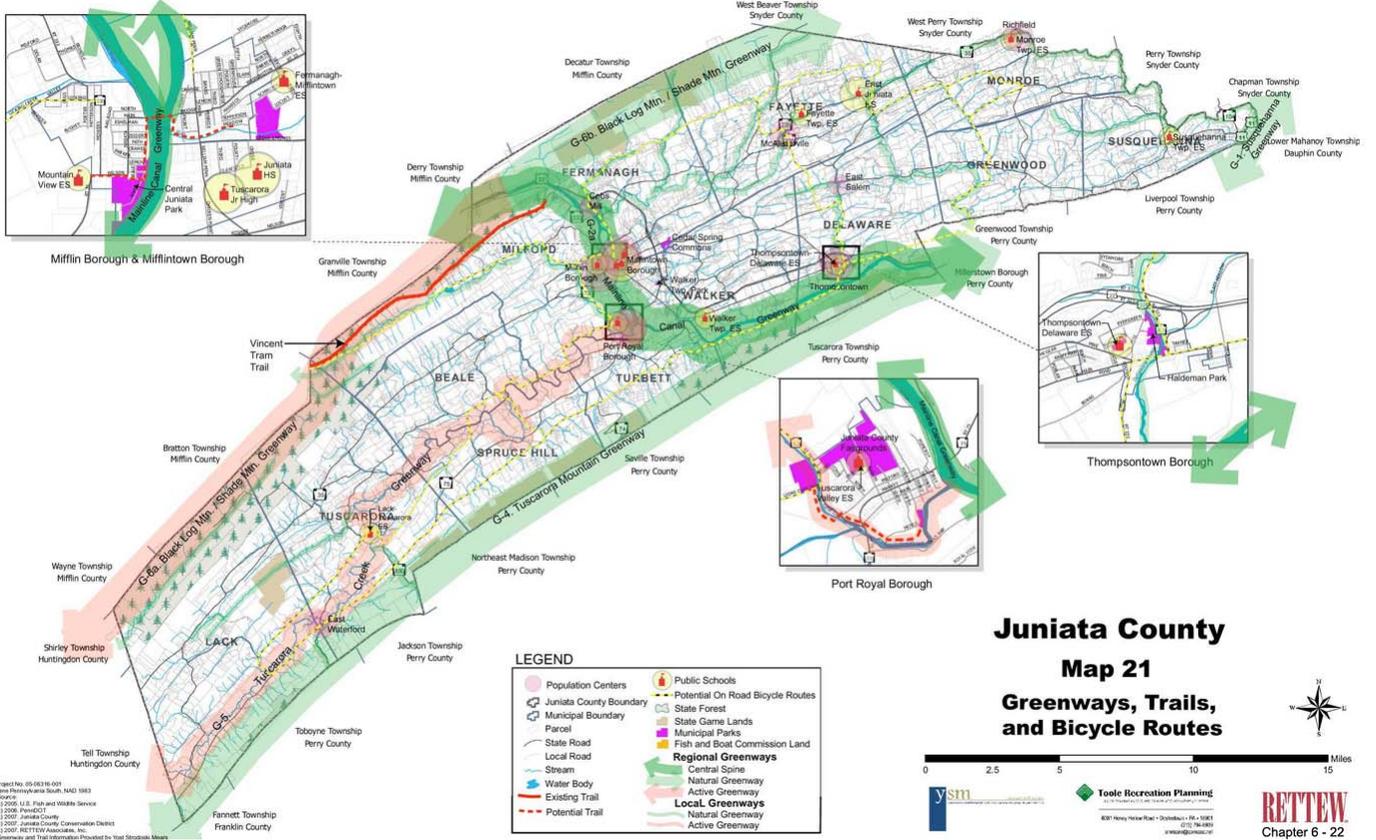
- Inventory, mapping, and analysis of existing resources and conditions.
- Research and assessment of strengths, challenges, and opportunities.
- Defining vision, mission, goals, and guiding principles.
- Developing recommendations and an implementation strategy.
- Plan production.
- Plan adoption.



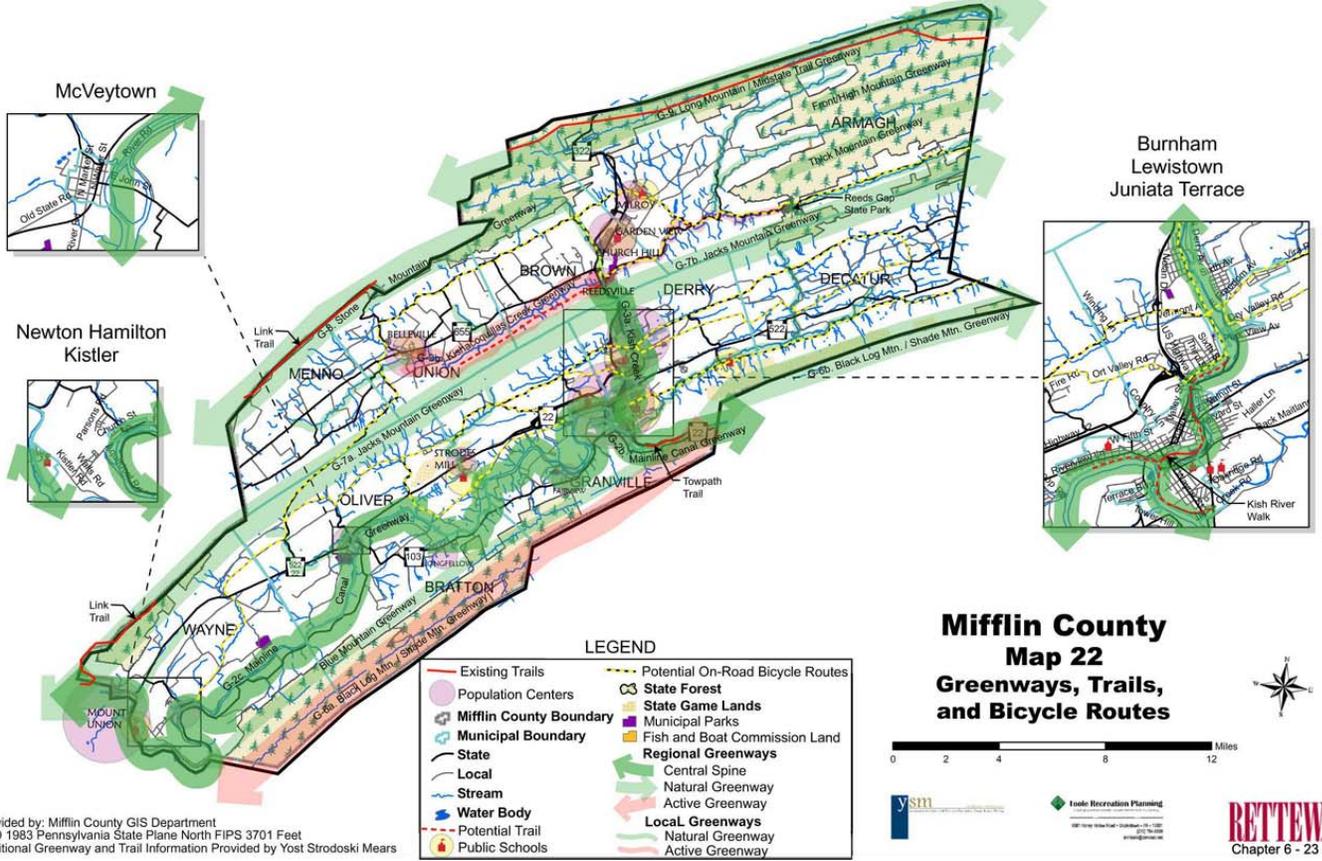
The public input process revealed citizens preferences, opportunities, and challenges which were the foundation for the plans recommendations.

- Citizens' love of the rural agrarian quality of life in Juniata and Mifflin Counties and place high priority on the preservation of farms, natural resources, and open space.
- Recreation in the great outdoors is a hallmark of the bi-county region. Citizens ranked public forests, natural areas, playgrounds, and picnic areas as the top four recreation facilities or opportunities in the Counties.
- Organized scheduled recreation close to home is in the arena of private non-profit organizations and volunteers.
- Health issues related to the lack of physical activity are a major issue in Juniata and Mifflin Counties and citizens of all ages with varied interests should have access to programs and services. Year-round recreation should be a priority.
- Tourism is vital to the Juniata/Mifflin region.
- Local parks and recreation programs rely heavily on community organizations and volunteers.
- Close to home parks are limited and there is not enough parkland to meet the recreation needs of the existing and projected population. Taking care of existing facilities and maximizing their use is preferable to building new facilities.
- Governmental entities are experiencing austere fiscal conditions and funding for open space, greenways, and recreation is limited.
- Partnerships are important for advancing open space, greenways, parks, and recreation initiatives.

# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



# The Plan

## Guiding Principles

The five guiding principles describe what residents of Juniata and Mifflin County value and provide the foundation for the vision, goals, and recommendations.

1. Active healthy lifestyles made possible through plentiful recreation opportunities are vital for our quality of life and for future generations.
2. Rural character and high quality natural resources are valuable to our citizens and our community as a whole. Agriculture is crucial to our economy and our rural agrarian way of life.
3. Economic vitality, community wellness, and livable communities depend on the health of our natural environment and the integrity of our rural character.
4. Collaboration, partnerships, and involvement by the state agencies, regional conservation and recreation entities, community organizations, the private sector, municipalities and citizens are crucial to the successful implementation of greenways, open space, and recreation initiatives.
5. The primary role of the Counties is to serve as the catalyst for open space conservation by harnessing partners in collaborative efforts, providing leadership, encouragement, and professional technical assistance to municipalities, outreach to landowners, and educational support for municipalities and the public. Through these services, Juniata and Mifflin Counties offers a basic level of investment in open space, greenways, and recreation.

## Vision for Juniata and Mifflin Counties for 2019

By 2019, Juniata and Mifflin Counties will have preserved our rural agrarian way of life through the conservation of agricultural lands, forests, streams, and natural resources. Our natural resources and scenic beauty offer plentiful opportunities for exceptional recreational experiences for our citizens as well as support thriving tourism.

Recreation will be a hallmark of the Juniata and Mifflin County area as a well-known tourism destination. Recreation will help our citizens and visitors to engage in active recreational pursuits that contribute to their own health and wellness as well as to the healthy economy in the region.

## Juniata and Mifflin County Greenway, Open Space and Rural Recreation Plan Goals

**Goal 1:** Preserve the scenic rural character of Juniata and Mifflin Counties through open space conservation.

**Goal 2:** Connect the Counties and the region beyond through a network of greenways and trails.

**Goal 3:** Foster and promote recreation opportunities to advance active healthy lifestyles year round for people who live, work, and visit here.

**Goal 4:** Organize and manage open space conservation, greenways, and rural recreation through partnerships for the greatest public benefit and responsible use of resources.

**Goal 5:** Invest in open space, parks, and recreation to enhance the health, safety, and welfare of the citizens and contribute to the economic vitality of Juniata and Mifflin Counties.

# Implementation Strategy

The challenge for Juniata and Mifflin Counties is undertaking an implementation strategy that is realistic and targeted toward early successes that will build capacity and momentum for achieving the plan's vision. The strategy calls for leadership first to move the plan forward. The Counties should identify partners and key stakeholders to work collaboratively with County planners to advance the plans goals. Focus first on cost effective actions that can be achieved in the near term. As initial milestones are reached, and the capacity of the planning and management entities of Juniata and Mifflin Counties grows in concert with their partners, more ambitious efforts may follow. The implementation strategy is organized in two timeframes: the immediate and short term (2010-2012) and the medium to long term (2013-2019).

## Immediate and Short Term Implementation Strategies

- Adopt the policy that Juniata and Mifflin Counties will be facilitator in providing parks and recreation opportunities but the Counties will not own or maintain conservation areas, parks, or recreation facilities or directly provide recreation services.
- Establish the Juniata and Mifflin County Open Space Board to harness the various entities involved in open space conservation to work towards the common vision and goals set forth in this plan.
- Create a work program within each County planning department to advance implementation of this plan.
- Establish recreation as a priority and tool to address issues such as wellness, tourism, and economic development.
- Organize a Juniata/Mifflin Land Conservancy.
- Increase public awareness and understanding about open space, greenways, and recreation. Strive to make land stewardship "everybody's business".
- Strive to establish funding for open space, trails, and greenways.
- Promote conservation to protect the natural resources, agricultural lands, and open space lands of Juniata and Mifflin Counties.
- Work with the municipalities to provide additional parkland to meet the needs of County residents.
- Promote the development of greenways, trails, and bikeways throughout the two Counties.





## Medium to Long Term Implementation Strategies

- Continue to focus County Planning on leveraging partnerships to advance the Plan and undertake projects with high likelihood of success.
- Move efforts with the Land Conservancy forward.
- Evaluate the Open Space Board to determine progress and future direction.
- Review the recreation service delivery and opportunities.
- Continue to facilitate and support local and multi-municipal planning for open space conservation.
- Set goals and objectives and monitor the accomplishments of the potential recreation director/circuit rider annually. Determine that progress is advancing in terms of meeting community needs and creating stable support for the position through public and private resources.
- Continue the education and outreach program as part of a partnership program.
- Consider undertaking a public opinion survey to ascertain if the implementation of the plan is creating more awareness and support for open space, greenways, and recreation.
- Continue to support conservation of natural resource lands, agricultural lands, open space, and greenways through outreach, education, coordination, and assistance to municipalities and their partners and landowners.
- Continue to act as a facilitator of park and recreation initiatives and support the municipalities in their efforts to expand parks and recreation facilities to citizens.
- Continue to work with municipalities, conservation organizations, government agencies, and landowners to connect the Counties and region with greenways and trails.

## Investment Not a Cost

The challenge for the Counties and their municipalities is to view open space, parks, and recreation as a tool to help solve problems and enhance citizens' quality of life. Economic development, retaining young people, tourism stimulation, health and wellness, attracting business, and protecting the scenic rural character of the region are all advanced through investment in open space, parks, and recreation. Consider the following economic benefits of parks, recreation, and open space:

**Property Value Increase:** Trails increase property values. A home near a trail can offer a pleasing view, quieter streets, recreational opportunities, and a chance to get in touch with nature. Studies find that properties located near trails generally sell for five to thirty-two percent more than those farther away.<sup>1</sup>

**Increasing Competitive Location:** Quality of life is not only important in location, expansion or relocation decisions of businesses, it is also important to employee retention and has an economic bottom line. If a community commits to long-term comprehensive plan to enhance the factors that it can control to positively influence the quality of life, it is likely to have an advantage over other places when recruiting or retaining businesses.<sup>2</sup>

**Value of Sports in Pennsylvania:** In a study sponsored by the Center for Rural Pennsylvania, researchers found that hunters, anglers, and furtakers created a \$9.6 billion impact from participating in these activities. Results showed that another economic benefit associated with these activities was employment, which totaled more than 88,000 jobs.<sup>3</sup>

**Attracting Residents:** Lower Merion Township in Montgomery County reports that residents move into the township because of parks such as Penn Wynne and Ashbridge Parks. These parks include gathering places for families and friends, sitting areas, playgrounds, ball fields, game courts, and beautiful scenery and landscaping.

**Access to Locations for Physical Activity:** Creation of or enhanced access to places for physical activity combined with informational outreach produced a 48.4 percent increase in the frequency of physical activity. Easy access to a place for exercise resulted in increase in aerobic capacity, weight loss, reduction in body fat, improvements in flexibility, and increase in perceived energy.<sup>4</sup>



## Local Economic Benefit



5:00 P.M.  
Baseball team playing in  
Derry Township Community Park



6:30 P.M.  
The same baseball team purchasing  
food at a local eatery

**Deters Crime:** Recreation deters crime and substance abuse: incarceration of a juvenile offender costs 218 times more than public recreation for one youth over a lifetime. The cost of incarcerating a juvenile offender in Pennsylvania is \$362 per day or \$132,130 annually<sup>5</sup>. The average municipal investment in public recreation is about \$7.78 per capita in rural communities in Pennsylvania<sup>6</sup>. Over a 77.9 year life expectancy<sup>7</sup>, the \$7.78 per year investment in recreation equals \$606 in 2009 dollar value, less than one half of one percent of the cost of a year in prison!

**Investment not a Cost:** The Manheim Central Recreation Commission, a multi-municipal recreation organization, generates \$3.06 for every dollar of tax money provided by the municipalities. Seventy percent (70%) of their operating budget is derived from non-tax sources such as fees, charges, donations, sponsorships, and partnerships. Over 43 businesses and service organizations support MC Rec projects, programs, and facilities. MC Rec includes Rapho Township, Manheim Borough, and the Manheim Central School District in Lancaster County.<sup>8</sup>

**Local Economic Benefit:** The baseball team playing in Derry Township Community Park at 5:00 pm in the top photo gathers at a local restaurant at 6:30 pm for an after game treat. While one team buying pizza and ice cream might seem like no big deal, consider this event on a larger scale. The economic impact of a youth soccer tournament is \$71 per participant per day. Softball tournaments yield an economic impact of \$129 per participant per day as adjusted to a 2008-dollar value. Therefore a softball tournament over a weekend with 20 teams with 15 players per team would yield \$166,100 in local economic impact.<sup>9</sup>

1 American Trails, (2009) Benefits of Trails and Greenways. <http://www.americantrails.org/resources/benefits/ontario2010.html>.

2 Crompton, John. 2005. Parks and Economic Development: Why Public Parks, Open Space and Greenways are Wise Public Investments. (Asburn, VA: National Recreation and Park Association), p.5.

3 Center for Rural Pennsylvania. (1998) Economic Values and Impacts of Sport Fishing, Hunting and Trapping Activities in Pennsylvania, p.5.

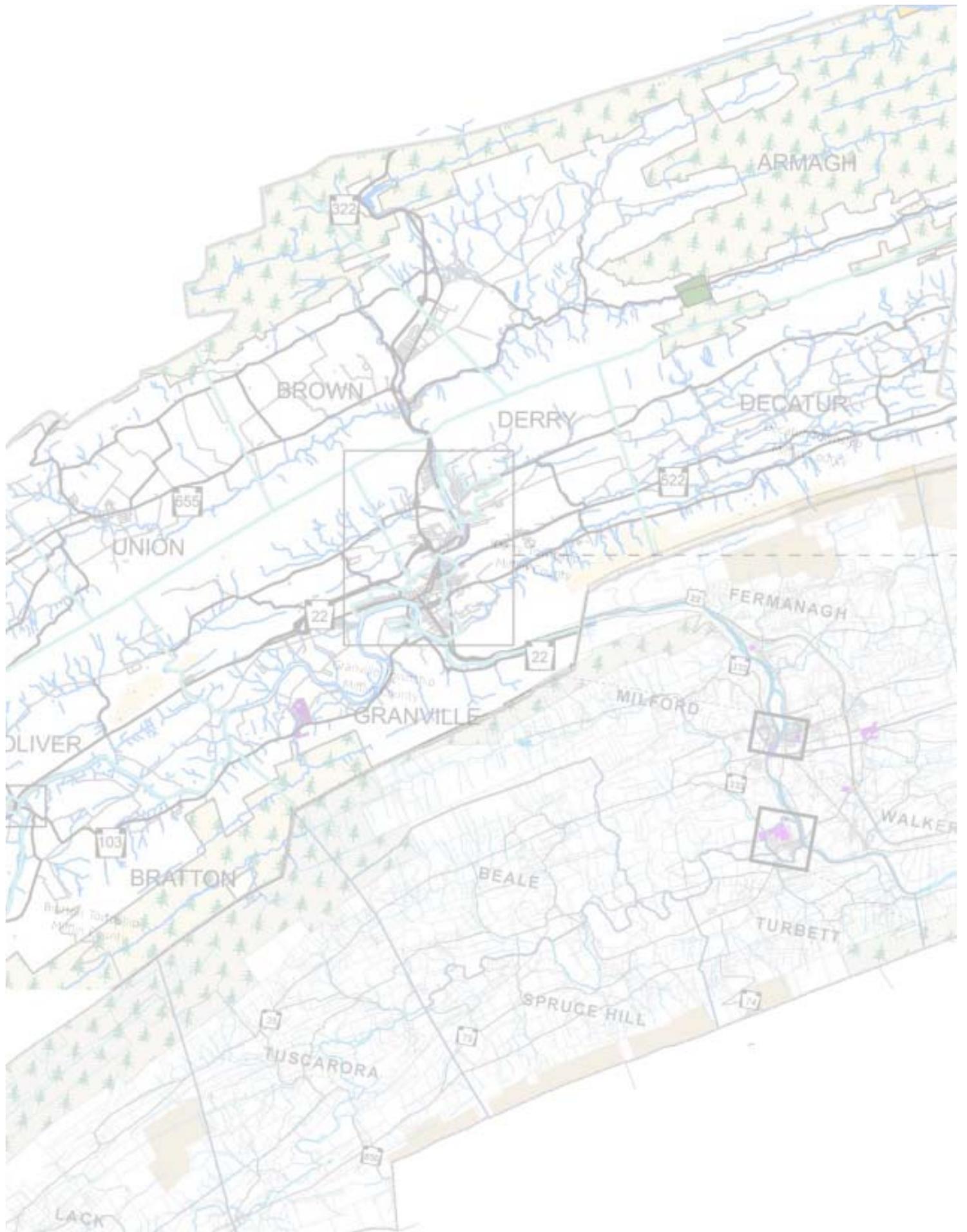
4 Kahn, Emily; Ramsey, Leigh; Brownson, Ross; Heath, Gregory; Howze, Elizabeth; Powell, Kenneth; Stone, Elaine, Rajab, Mummy; Corso, Pahedra; and the Task Force on Community Preventive Services. (2002). The Effectiveness on Interventions to Increase Physical Activity. American Journal of Preventive Medicine, 22 (45). Pp. 87-88.5 Melissa Sickmund, T.J. Sladky and Wei Kang. (2008) "Census of Juveniles in Residential Placement Databook" [http://ojjdp.ncjrs.gov/ojstatbb/cjrp/asp/State\\_Adj.asp](http://ojjdp.ncjrs.gov/ojstatbb/cjrp/asp/State_Adj.asp); American Correctional Association, 2008 *Ditectory: Adult and Juvenile Correctional Departments, Institutions, Agencies, and Probation and Parole Authorities* (Alexandria, VA: American Correctional Association, 2008).

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Chapter 1

# Juniata and Mifflin Counties

## Introduction



## Introduction: The Plan and the Process

### *Scenic Views*

#### *Natural Areas*

#### *Farmland*

#### *Open Space*

#### *Historic Properties*

#### *The Great Outdoors*

These important resources are the hallmark of Juniata and Mifflin Counties, a place renowned for its beautiful scenery and peaceful way of life.

## Preserving Our Way of Life

The open spaces of Juniata and Mifflin Counties are the foundation for the way of life here. Agriculture is the chief industry. Outdoor recreation serves the residents and can attract tourists. By making the counties an attractive place to be, open space, parks, greenways and recreation can have a strong economic impact directly through farming and tourism and indirectly by making the region a more attractive place for knowledge based workers and business of the future.

Yet as the Counties become developed, the cultural heritage landscape with its bountiful outdoor resources is in jeopardy. Development pressure from the Harrisburg and State College areas into this scenic, affordable area is evident. Major highway improvements have made driving to Harrisburg and State College from this area convenient for commuters to the state capitol and Penn State University.

This plan, **The Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan** is intended to guide open space planning and decision-making through the year 2019. This plan advocates continued and expanded support for the counties' agricultural preservation program, lists high priority natural areas that should be conserved, prescribes new and improved parks, and conceptualizes important ways to create an interconnected greenway

system that benefits citizens as well as wildlife. In addition to recommendations for the physical resources, the plan fosters support for the organizational, management, and funding mechanisms that need to be in place to successfully achieve a vision of a green and connected region rooted in a rural agrarian way of life for many generations yet to come.



## Rising to the Challenge

While about 100,000 acres of land is protected in Juniata and Mifflin Counties through state ownership, agricultural conservation, public parks and conservancy lands, this represents only about 19 percent of the total land area of these Counties. Taking into account land that is already developed, fully 66 percent of the land area of these counties is vulnerable to development. Today's severe economic crisis offers one important benefit to Juniata and Mifflin Counties: it is providing time for the counties to plan and put systems into place that will help to conserve the important landscape, open spaces, and natural features before they are lost to development. It will also help the Counties and their partners to position the Counties for important economic development gains to be made in the future through an invigorated agricultural base, enhanced tourism, attraction of businesses and knowledge based workers to this high quality of life area, and establishment of outdoor recreation as a destination in the Mid-Atlantic region.

### Definitions

#### What are Greenways?

Greenways are natural corridors that contain and/or link open space, natural, and cultural resources. Greenways differ in their location and function, but overall will protect natural, cultural, and scenic resources; provide recreational benefits; enhance natural beauty and the quality of life in communities; and stimulate economic development. Some greenways are recreational corridors or scenic byways that may accommodate motorized and non-motorized vehicles. Others function almost exclusively for environmental protection and are not designed for human passage. Greenways vary greatly in scale, from narrow ribbons of green that run through urban, suburban, and rural areas to wider corridors that incorporate diverse natural, cultural and scenic features. They can incorporate both public and private property and be land or water based. They may follow old railways, canals, ridge tops, stream corridors, shorelines, or wetlands, and could include water trails.

#### What is Open Space?

For this plan, Open Space includes the land and water features of the natural landscape that have not been developed for intensive human uses, such as housing, business, and industrial sites. Open Space

- *Protects natural resources;*
- *Provides for outdoor recreation, parks, natural areas, trails, and/or nature observatories;*
- *Provides for natural resource management in forests, farmland, and fisheries;*
- *Secures public health and safety by protecting water, floodplains, wetlands, steep slopes;*
- *Contributes to community character by protecting cultural, archeological, and/or historic resources;*
- *Creates connections through greenways that are predominantly natural corridors that contain and/or link open space and natural and cultural resources and communities.*

Open Space may include lands that are dedicated and restricted to open space uses as well as managed open space, which is land that is used or preserved for some purpose other than open space but that provides open space characteristics such as farmland, golf courses, and others.

#### What is Recreation?

Recreation includes activities one chooses to do, based upon their value as being enjoyable, satisfying, interesting, diverting, or otherwise capable of sustaining pleasure for that individual. Recreation preferences vary greatly among individuals. This plan focuses on two aspects of recreation: outdoor recreation and community based recreation.

Outdoor recreation is the hallmark of recreation in Juniata and Mifflin Counties. Hunting, fishing, trapping, hiking, cycling, and picnicking opportunities are plentiful here in the great outdoors. Outdoor activities can create opportunities for independence, closeness to nature, and a high degree of interaction with the natural environment. These can include wildlife watching, nature study, non-motorized boating, fishing, hiking, walking, and other activities generally in harmony with protecting the natural environment.

Community recreation provides the close-to-home recreation opportunities within minutes of every residence. As in most rural communities, it is rooted in volunteerism with most major public recreation facilities being located in boroughs and the larger townships. Traditional recreation programs focus on youth, summer playgrounds, swimming pools, and organized sports. In addition, numerous community special events and fairs occur throughout the Counties under the auspices of private organizations.

## The Plan

To advance these opportunities and create a conserved connected bi-county open space system, this Greenway, Open Space and Rural Recreation Plan proposes to:

- Preserve important open space.
- Create greenways and an interconnected system of trails.
- Conserve the historic landscape.
- Protect natural resources.
- Strengthen agricultural preservation to conserve farmland and secure the rural way of life treasured by the citizens.
- Expand the public park system for people who live, work and visit here
- Provide a strategy to plan, operate manage and fund the open space system in Juniata County and Mifflin County through a mix of public and private partners.

## The Benefits

Mifflin and Juniata Counties will reap extensive benefits from moving ahead with the implementation of this plan. Preserved agricultural, natural and historic resources along with an interconnected open space network with plenty of outdoor recreation opportunities helps to:

- Attract and retain businesses.
- Increase property values.
- Improve the health and wellness of a community while reducing health care costs.
- Extend the average life expectancy while increasing the quality of the lives of the citizens.
- Protect the environment.
- Build a sense of community.

- Enhance tourism as an important economic engine.
- Help to retain youth in the area and prevent the “brain drain”.
- Reduce the isolation of the elderly by providing social connections.
- Support and strengthens agriculture as an industry and a way of life.

## The Process

The **Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan** is part of the county comprehensive plans of each County. Juniata County is undertaking this regional plan in conjunction with the development of its comprehensive plan while Mifflin County is undertaking it as an extension of its comprehensive plan adopted in 2000.

The development of the **Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan** was underway in 2007-2009. The planning team included Director of the Mifflin County Planning and Development Department; a planner serving Juniata County through a shared position with the Mifflin County Planning and Development Department; and the consulting team of Yost Strodoski Mears, Toole Recreation Planning, and Rettew Associates, Inc. A bi-county Study Committee representing a broad range of interests, including but not limited to: agriculture, conservation, education, recreation, community organizations, recreation providers, the justice system, elected and appointed officials, tourism, planning, economic development and land-use planning. The Study Committee helped to guide the direction of the plan and assist the staff and consultants in collecting data, conducting interviews and other public participation activities, and reviewing the draft plan and maps.

## Phases of Plan Preparation

The **Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan** included seven phases that all incorporated involvement by

the public and County officials.

1. Inventory and Analysis of existing open space, natural and cultural resources; parks and recreation facilities; recreation opportunities, operations, management, and finance. This included the production of reports on demographics; agriculture; natural resources; public and protected open space; park and recreation areas; greenways and trails; historic and cultural sites; recreation opportunities; conservation; and management and financing.
2. Development of conclusions and options regarding the strengths, challenges, and opportunities and potential recommendations regarding open space, greenways, parks, and recreation.
4. Creation of vision, mission, goals, guiding principles, and objectives for the plan.
5. Identification of an action plan with a schedule for implementation, potential partners, costs, and revenue sources.
6. Production of the plan including drafts for review by County planners, the Study Committee, County officials, and the public. The plan was revised in according to comments received and considered.
7. Plan adoption by Juniata and Mifflin Counties Boards of Commissioners

### Public Participation

Public participation was the foundation of the planning process. A six-part community involvement program featured the Study Committee, a direct mail public opinion survey, key person interviews, focus groups, public meetings, and regional meetings with municipal officials in Juniata County and the Mifflin County COG (Council of Governments).

The focus groups and the regional meetings with municipal officials were structured to obtain information about specific topics and localized interests that vary by geographic location in the region. These topics included trails and cycling,

educational programs, tourism, municipal issues, and agriculture. Findings from the public involvement process are presented in Chapter 2: Profile of Juniata and Mifflin Counties.

### Frequently Asked Questions

#### Is this plan a law?

No, it is a guide. The elected and appointed officials in Juniata and Mifflin Counties will use the plan to make informed decisions and set policy relative to parks and recreation. The municipalities can adopt this plan as their open space, greenway, and recreation plan. They can adapt it for their own specific opportunities and interests.

#### What will the plan do?

The plan will focus planning on opportunities, issues, and public interests that can be addressed through open space, greenways, and recreation. It provides a common framework for decision-making and sets forth recommendations and strategies to improve the quality of life in the bi-county region.

#### What will the plan *not* do?

The plan does not mandate or require actions. It does not preclude adding new projects based upon trends, changing needs, and emerging opportunities. The intent of the plan is to provide an overall framework and guidelines to improve the Counties through open space conservation, greenways, and recreation.

#### How will the plan be used?

The plan is intended to be a living document that will play a role in the decisions the Counties and their partners make about open space, greenways, trails, parks, recreation, financing, organization and management, and related efforts. This plan serves as a reference document and a framework for overall regional and collaborative planning. It is essential that all related boards and commissions incorporate this plan into their own planning efforts in related areas including land development; open space conservation; trail, park and recreation facility planning; and capital improvement planning and municipal financing.

Each County should review the plan annually prior to budget season. Through this review by designated officials, accomplishments, needs, and opportunities should be identified. Actions should be adapted to changing circumstances in the pursuit of the goals identified. Budgets could then be based on the formulation of an action plan for the upcoming fiscal year. The plan will facilitate the counties working together on projects and programs in an effort to target resources to community needs.

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*A key factor in making Pennsylvania attractive as a place for businesses and workers to come and stay is quality of life. The industries Pennsylvania needs to retain and attract have a choice of where to locate. Increasingly, they judge a location not by traditional measures – tax rates, access to markets, the quality of the workforce – but as a place where the workers they need will want to call home. This means a clean, safe environment, vibrant towns and neighborhoods, opportunities for outdoor recreation and entertainment and abundant open space.*

**Governor Edward Rendell**

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Chapter 2

# Juniata and Mifflin Counties Profile

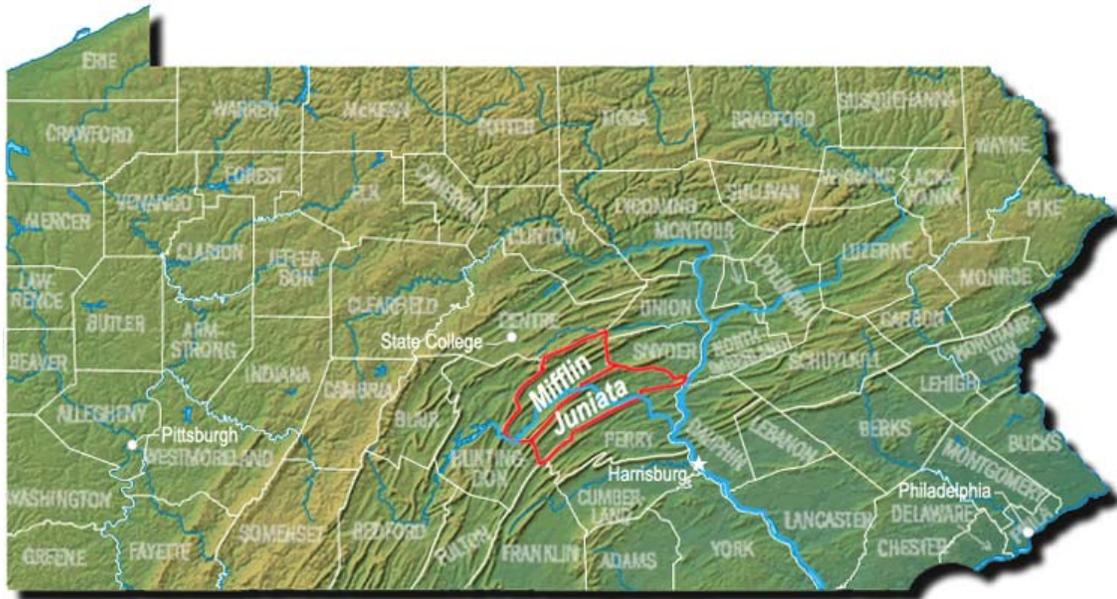


## Location

Located in the heart of Pennsylvania, Mifflin and Juniata Counties are nestled in the beautiful Juniata River Valley surrounded by the Appalachian Mountains. To the southeast, Pennsylvania's capital city of Harrisburg is an hour away. State College, the home of the Pennsylvania State University, is less than an hour to the north. This part of Pennsylvania is within about a day's drive of 40 percent of the population of the United States<sup>1</sup>. According to the Pennsylvania State Data Center, Juniata County covers 393.57 square miles. Mifflin County covers 414.60 square miles<sup>2</sup>. Combined, the land area is 808.17 square miles, about 80 percent of the size of the state of Rhode Island.

The Indian name Juniata is said to mean "people of the standing stone."<sup>3</sup>

The Pennsylvania Canal was the backbone of the early economy beginning in 1826, followed by the Pennsylvania Railroad in the late 1840s. The canal closed about 1900, and the Tuscarora Valley Railroad closed in 1934. Kosher poultry production is the biggest industry. Farms cover 36.6 percent of the land. Dairy, poultry, farming and fruit are predominant industries throughout the County. Juniata is the fourth largest poultry-producing county in the state. The largest industry in Juniata County is Empire Kosher. Founded in Liberty, NY in 1938, it is the world's largest kosher poultry processing plant. Empire has its



## History

### Juniata County

Named for the Juniata River, Juniata County was created in 1831 from part of Mifflin County. Mifflintown, the County seat, was named for Governor Thomas Mifflin.

own hatchery, feed mill, and network of local contract farmers who grow free roaming chickens and turkeys for kosher processing. Their product line encompasses 650 different strictly kosher items, from fresh chicken cutlets and fat free cooked turkey breast to pizza. Distributed to kosher butcher shops, supermarkets, and gourmet stores nationwide, Empire also exports its premium quality products to five continents.

Though the farming industry and Empire Kosher

<sup>1</sup> <http://www.pennsylvaniashartland.com/region.htm>. Pennsylvania's Heartland. About the Region. Downloaded 6/20/08.

<sup>2</sup> Pennsylvania State Data Center. **Population, Housing Units, Area, and Density: 2000**. Data Set: Census 2000 Summary File 1 (SF 1) 100-Percent Data. Geographic Area: Pennsylvania – County. Harrisburg, PA.

<sup>3</sup> Herberling, Paul. 2007. A Few Notes on the American Indian Presence in the Juniata Valley. Huntingdon: Juniata College. P 2. Juniata Water Trail Guide P2. Pennsylvania's Travel Guide Where & When. P1.

are stalwarts in the County, Juniata County has seen a continually expanding Industrial Park that provides an ever-increasing number of manufacturing jobs in the county<sup>4</sup>.

### Mifflin County

Also named for Governor Thomas Mifflin, Mifflin County was created from parts of Cumberland and Northumberland Counties in 1789. The first settlers arrived in 1745. The area was involved in the Indian raids of 1755 to 1763. Fort Granville fell to Indian assault in 1756. The topographical division at the Narrows created a rivalry between Lewistown and Mifflintown for designation as the county seat. The formation of Juniata County settled the matter. In 1829, the Pennsylvania Canal was created. In 1849, the Pennsylvania Railroad arrived. Soon, the discovery of iron ore and the making of iron at Freedom Forge in 1775 caused the economy to flourish. During this time in 1783, the Scotch-Irish traders were joined by an inflow of German farmers from Northampton and Berks Counties and Amish moving north from Lancaster.<sup>5</sup> In 1798, William Lewis founded the Hope Furnace. By 1836, five such furnaces were in operation, and iron and charcoal began to replace fur and grain as the largest local economic pursuits. The Kishacoquillas Valley is fertile and limestone, glass quality sand, silica sand, and ganister are profitable resources. Iron and steel were once produced, leaving in their trail the current trades of fabricated forgings, rolled rings, and railroad wheels and axles. Thirty percent of the work force is still engaged in manufacturing. One-third of the area is in farmland. Dairy production is high.

### Demographics

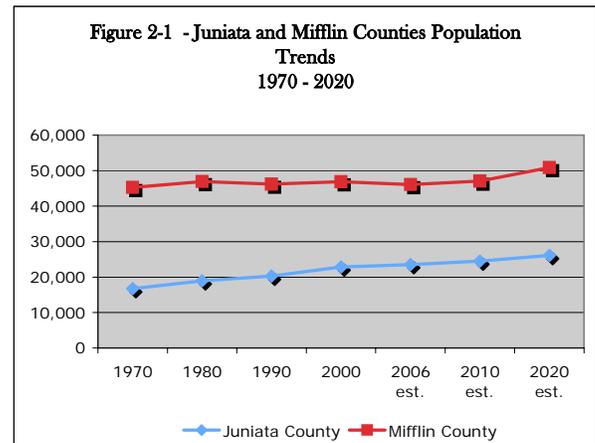
The estimated 2007 population of Juniata County was 23,168 and Mifflin County was 46,941<sup>6</sup>.

According to the 2000 census, Juniata County ranked 61 and Mifflin County 45 in population among Pennsylvania's 67 counties.

Juniata and Mifflin Counties have a largely rural and Caucasian population base. The cost of living here is less than elsewhere in Pennsylvania and the United States. Rural counties have lower costs for the cost of living including groceries, housing, utilities, transportation, insurance, taxes, health care, and miscellaneous goods and services.

### County Population Changes

Juniata County has been experiencing growth while Mifflin County's population has been fluctuating. The population in both counties is projected to increase through 2020. Figure 2-1 presents the population trends from 1980 through the 2020 projections.



Juniata County saw a substantial population growth much greater than the growth of the State, since 1970. This includes a 7.48 percent change in growth between 1980 and 1990 and 10.65 percent from 1990 to 2000. This was nearly triple the state's growth of 3.36 percent.

Mifflin County's population has been hovering at about 45,000 to 46,500 since 1970. The major factor in population trends for Mifflin County is population shifts with declining borough populations and increasing township populations. The result is a hollowing out of the urban core in

<sup>4</sup> [http://www.co.juniata.pa.us/juniata\\_desc.php](http://www.co.juniata.pa.us/juniata_desc.php). Juniata

<sup>5</sup> **Mifflin County Comprehensive Plan**. 2000. Lewistown, PA: Mifflin County Planning Commission. P 1-3.

<sup>6</sup> Pennsylvania State Data Center. **Estimated Population by Race and Ethnicity: Pennsylvania Counties, 2007**. Harrisburg, PA: Pennsylvania State Data Center.

the boroughs and increased land consumption even though the population has been trending towards declining.

### Municipal Population Changes

Within the jurisdictions in both Counties are many villages and locations known by more common names such as Reedsville, Mount Pleasant Mills, and others. Juniata County has 17 municipalities including four boroughs and 13 townships. Table 2-1 presents the population for the municipalities in Juniata County. It shows that the population of all of the municipalities has increased except for two boroughs, Mifflin and Mifflintown. Over half of the municipalities experienced double digit gains.

Table 2-1 - Juniata County Municipal Population Trends 1990-2000				
Area	1990 Population	2000 Population	Numeric Change 1990- 2000	% Change
Pennsylvania	11,881,643	12,281,054	399,411	3.36
Juniata County	20,625	22,821	2,196	10.65
Boroughs				
Mifflin	660	627	-33	-5.00
Mifflintown	866	861	-5	-0.58
Port Royal	836	977	141	16.87
Thompsontown	582	711	129	22.16
Total	2944	3176	232	7.8
Townships				
Beale	629	726	97	15.42
Delaware	1,440	1,464	24	1.67
Fayette	3,002	3,252	250	8.33
Fermanagh	2,249	2,544	295	13.12
Greenwood	493	548	55	11.16
Lack	714	750	36	5.04
Milford	1,429	1,758	329	23.02
Monroe	1,800	2,042	242	13.44
Spruce Hill	694	724	30	4.32
Susquehanna	1,022	1,261	239	23.39
Turbett	779	819	40	5.13
Tuscarora	1,099	1,159	60	5.46
Walker	2,331	2,598	267	11.45
Total	17,681	19,645	1,964	11.1

Source: U.S. Bureau of the Census

Mifflin County has 16 municipalities including six boroughs and 10 townships. Table 2-2 presents the population for the municipalities in Mifflin County. It shows that half of the

municipalities, including six of the seven boroughs and two townships, lost population between 1990 and 2000.

Table 2-2 - Mifflin County Municipal Population Trends 1990-2000				
Area	1990 Population	2000 Population	Numeric Change 1990- 2000	% Change
Pennsylvania	11,881,643	12,281,054	399,411	3.36
Mifflin County	46,197	46,486	289	.6
Boroughs				
Burnham	2,197	2,144	-53	-2.4
Juniata Terrace	556	502	-54	-9.7
Kistler	314	344	30	9.6
Lewistown	9,341	8,998	-343	-3.7
McVeytown	408	405	-3	-.7
Newton Hamilton	287	272	-15	-5.2
Total	13,103	12,665	-438	-3.3
Townships				
Armagh	3,627	3,998	371	10.2
Bratton	1,427	1,259	-168	-11.8
Brown	3,320	3,852	532	16
Decatur	2,735	3,021	286	10.5
Derry	7,650	7,256	-394	-5.1
Granville	5,090	4,895	-195	-3.8
Menno	1,637	1,763	126	7.7
Oliver	1,822	2,060	238	13
Union	3,265	3,313	48	1.5
Wayne	2,521	2,414	-107	-4.2
Total	33,094	33,831	737	2.2

Sources: U.S. Bureau of the Census; PA State Data Center.

**What Change is Significant?**  
The U.S. Bureau of the Census considers a change of 2.5 percent to be significant.

### Population Projections

Projections are based upon a linear projection model, which determines future growth on a steady rate of increase or decline from historic population figures.

### County Projections

The Counties are experiencing population increases in areas with convenient access to employment centers in Harrisburg and State College. Interviews and anecdotal information

# Juniata and Mifflin Counties Profile

revealed that the relatively lower cost of housing here is attracting people from these areas. The population projections for Juniata and Mifflin Counties are in Table 2-3.

County	2000 Actual	2010	2020	Numeric Change 2000 - 2020	% Change 2000 - 2020
Juniata	22,821	24,463	26,071	3,250	14%
Mifflin	46,486	47,062	50,862	4,016	9%

Sources: U.S. Bureau of the Census; Mifflin County Public Sewer Plan; Juniata County Comprehensive Plan

## Municipal Population Projections

Table 2-4 lists the population projections for Juniata County. Table 2-5 lists the population projections for Mifflin County.

Municipality	2000 Actual	2010	2020	Numeric Change 2000-2020	% Change 2000 - 2020
<b>Boroughs</b>					
Mifflin	627	596	575	-52	-8%
Mifflintown	861	839	861	0	0
Port Royal	977	963	998	21	2
Thompson-town	711	704	726	15	2
Total	3,176	3,102	3,160	-16	.5
<b>Townships</b>					
Beale	726	764	821	95	13%
Delaware	1,464	1,676	1,811	437	24
Fayette	3,252	3,655	4,006	744	23
Fermanagh	2,544	2,817	2,975	431	17
Greenwood	548	601	618	70	13
Lack	750	721	733	17	2
Milford	1,758	1,882	2,054	296	17
Monroe	2,042	2,193	2,293	251	12
Spruce Hill	724	760	798	74	10
Susquehanna	1,261	1,392	1,521	260	21
Turbett	819	905	963	144	18
Tuscarora	1,159	1,202	1,211	52	4
Walker	2,598	2,790	3,015	417	16
Total	19,645	21,358	22,819	3,174	16

Source: Adapted from Juniata County Comprehensive Plan

Municipality	2000 Actual	2010	2020	Numeric Change 2000-2020	% Change 2000 - 2020
<b>Boroughs</b>					
Burnham	2,144	1,942	1,779	-365	-17%
Juniata Terrace	502	414	332	-170	-34
Kistler	344	313	298	-46	-13
Lewistown	8,998	7,669	6,765	-2,233	-25
McVeytown	405	380	355	-50	-12
Newton Hamilton	272	264	251	-21	-8
Total	12,665	10,982	9,780	-2885	-23
<b>Townships</b>					
Armagh	3,998	4,142	4,328	330	8%
Bratton	1,259	1,433	1,479	220	17
Brown	3,852	4,161	4,589	737	19
Decatur	3,021	3,318	3,604	583	19
Derry	7,256	7,656	7,845	589	8
Granville	4,895	5,226	5,434	539	11
Menno	1,763	1,957	2,113	350	20
Oliver	2,060	2,190	2,346	286	14
Union	3,313	3,535	3,699	386	12
Wayne	2,414	2,853	3,078	664	27
Total	33,831	36,471	38,515	4,684	14

Source: Adapted from Mifflin County Public Sewer Plan

## Age

According to the 2000 U.S. Census, Juniata and Mifflin Counties have very similar age profiles as show in Table 2-6. The median age for each County is about 38 years. The largest percentage of each county's population (about 15%) is between the ages of 35 and 44, followed closely by 45 to 54 year olds (13%) and 25 to 34 year olds (13%).

Over the next twenty years, the people in these groups will age and move into higher age brackets. Residents 45 and older will comprise a large portion of each County toward the year 2020. The median age of Pennsylvania is 38.0, approximately that of Juniata (37.7) and Mifflin (38.8) Counties.

Age Group	Juniata County	Mifflin County
Under 5 yrs.	6.5%	6.3%
5 - 9 yrs.	7.0	6.9
10 - 14 yrs.	7.3	7.3
15 - 19 yrs.	6.6	6.3
20 - 24 yrs.	5.6	4.9
25 - 34 yrs.	12.8	12.7
35 - 44 yrs.	15.2	14.7
45 - 54 yrs.	13.6	13.3
55 - 59 yrs.	5.4	5.8
60 - 64 yrs.	4.9	4.8
65 - 74 yrs.	8.2	8.8
75 - 84 yrs.	5.0	6.1
85 yrs +	2.0	2.1
Total	100%	100%
Median Age	37.7	38.8

Source: U.S. Bureau of the Census

## Race and Ancestry

Juniata and Mifflin Counties have a similar racial composition. According to Census 2000, about 98 percent of the residents in each county are White. In 2007, the Latino population of Juniata County was about two percent (1.98%). Mifflin County's was .7 percent (.7%)<sup>7</sup>. About .5 percent is African American, with other races accounting for less than one percent of each County's population. While the ancestry of residents in the bi-county area is very diverse, about one-third declares German ancestry, contributing to the Pennsylvania Dutch culture.

## The Amish

The area is home to one of the largest Amish populations in the east. Five different Amish groups are represented. Most of the Amish live in the Big Valley.

## Education

The education level of residents age 25 and over is improving in each county. Table 2-7 shows a clear increase in the percentage of residents who have graduated from high school and who hold bachelor's degrees or higher. Statewide about 22

percent of Pennsylvanians hold a bachelor's degree or higher.

	Juniata County		Mifflin County	
	1990	2000	1990	2000
Less than 9 <sup>th</sup> grade	NA	10.1%	NA	8.9%
9 <sup>th</sup> - 12 <sup>th</sup> grade		15.3		13.8
HS graduate		51.8		52.1
Some college, no degree		9.5		10.2
Associates Degree		4.5		4.0
Bachelor's Degree		6.1		7.0
Graduate or Professional Degree		2.7		3.9
HS Graduate or higher	65.2%	74.5%	68.2%	77.2%
Bachelor's degree or higher	7.3	8.8	8.7	10.9

Source: U.S. Bureau of the Census

## Income

The income levels in both Counties fall below the statewide average as shown in Table 2-8. However, the median family income in both Counties had gains in the overall value of a dollar (that is, the relative value of an amount of money in one year compared to another) between 1990 and 2000. The median family income in terms of the value of a dollar in 2000 increased by \$1,738 in Juniata County and \$2,252 in Mifflin County. About 9.5 percent of Juniata County residents live at or below poverty. About 12.5 percent of Mifflin County's population falls into this category.

<sup>7</sup> Pennsylvania State Data Center. **Estimated population by Race and Ethnicity: Pennsylvania Counties, 2007.** Pennsylvania State Data Center: Harrisburg, Pa.

Area	Median Household Income	Median Family Income
Pennsylvania	\$40,106	\$49,184
Juniata County	34,698	39,757
Mifflin County	32,157	38,486

Source: U.S. Bureau of the Census, Pennsylvania State Data Center.

## Housing

Table 2-9 shows information about housing in the bi-county area. Housing is an indicator of affluence. Generally those who can afford to own their homes are more affluent than those who rent. About half of the housing units in Juniata County and three out of four housing units in Mifflin County were built before 1970. About three-quarters of the housing units in the bi-county area are owner occupied, a good rate. Housing values and rents are lower than elsewhere in the state. In Juniata County, about 14 percent of the renters pay 35 percent or more of their gross household income for rent; in Mifflin County, about 25 percent of the renters pay 35 percent or more. Government housing agencies and mortgage lenders suggest that 30 percent is the maximum amount a household should spend on housing

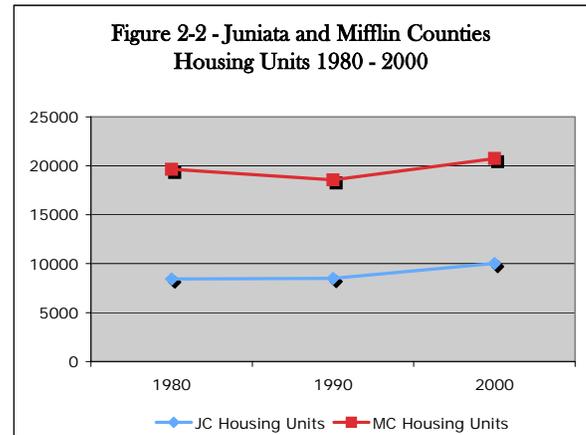
	PA	Juniata County	Mifflin County
Owner Occupied %	71%	78%	74%
Renter Occupied %	29%	22%	26%
Detached single family homes %	56%	74%	66%
Median House Value	\$97,000	\$87,000	\$73,300
Median Gross Rent	\$531	\$395	\$384

Source: U.S. Bureau of the Census

## Housing Units

Figure 2-2 depicts the trend in housing units in Juniata and Mifflin Counties. The agricultural land, of this area is desirable for development due to its relatively flat topography, expansiveness, and market value relative to other areas of the

state. The scenic forest areas of the mountains are also attractive for more secluded and private housing often with scenic views. The number of housing units in both Counties is increasing steadily, indicating an existing and growing level of development pressure. From 1980 to 2000, Mifflin County experienced about a 6 percent rise in the number of housing units but only a .6 percent increase in population. Juniata saw a 19 percent increase corresponding with its population gain. Single family, large lot residential development occurring in non-urbanized areas, often without planning or zoning, is the major threat to the rural character of Mifflin and Juniata Counties. In some cases, development is occurring on prime farmland and environmentally valuable lands in each County.



Source: U.S. Bureau of the Census, Pennsylvania State Data Center.

## People with Special Needs

Table 2-10 presents the statistics regarding people with special needs in the community. The Juniata-Mifflin community has a relatively higher proportion of people with disabilities than elsewhere in Pennsylvania. In the Census 2000, over 12,500 citizens reported having a disability. This does not include children younger than five. According to the Americans with Disabilities Act, a disability is defined as a substantial limitation in a major life activity. It is measured as difficulty in performing activities of daily living (personal care tasks), instrumental activities of daily living, or difficulty (household management) in performing more general mobility-related activities.

**Table 2-10 – Juniata and Mifflin Counties Disability Status of Civilian Non-Institutionalized Population in 2000**

	PA	Juniata County		Mifflin County	
		Number / %	Number / %	Number / %	Number / %
	%	#	%	#	%
Ages 5-20	7%	366	7	692	7
Ages 21-64	17%	2,237	17	5,035	20
Ages 65+	39%	1,237	40	2,957	40
Total*	17%	3,840	17%	8,684	19%

**Health Factors**

One of the most significant demographic trends is the growing health risk regarding conditions such as cancer, diabetes, and heart disease that are associated with a poor diet and sedentary lifestyle. In the 2004 study of the Behavioral Health Risks of Juniata and Mifflin County Adults, the following findings were reported:

- 27 percent reported having no leisure time physical activity.
- Three in every ten adults is obese which is 20 percent higher than elsewhere in the State.
- Only 15 percent reported exercising other than running or walking in the preceding month.
- 46 percent report undertaking vigorous activities resulting in large increases in heart rate.
- 43 percent consider themselves to be overweight.
- 45 percent use exercise to lose weight or keep from gaining it.
- About 86 percent report doing moderate activities that create a small increase in heart rate.

**Youth at Risk**

According to the Pennsylvania Department of Health, youth in Juniata and Mifflin Counties are at risk to disease as a result of high Body Mass

Index (BMI). A high BMI correlates with diabetes, heart disease, stroke, hypertension, arthritis, some cancers, and premature death.

About one in five children are considered obese in Juniata and Mifflin Counties. While the American Academy of pediatrics recommends no more than two hours of screen time daily, 70 percent of youth spend over that amount of time on the computer, playing video games, or watching television and movies.

**High State Rank in Overweight and Obese Youth**

In 2007, Juniata County ranked fifth in percentage of children in grades k – 6 classified as overweight or obese among the 67 counties in Pennsylvania. Mifflin County ranked 25<sup>th</sup>.

**Health Initiatives**

MJ PATH (Mifflin-Juniata Partners Advancing Tomorrow’s Health), a SHIP (State Health Improvement Plan) partner, is a collaboration of municipal, public, private, and voluntary organizations, agencies, and individuals in Juniata and Mifflin Counties dedicated to promoting prevention and access to care.

**Public Opinion**

This planning project included a five part public participation process: a Plan Advisory Committee, interviews, focus groups, public meetings, and a public opinion survey.

**Plan Advisory Committee**

An advisory committee was established to guide the planning process and provide feed back regarding project findings. The advisory committee was comprised of representatives from both Counties, Juniata Clear Water Partnership, United Way of Mifflin-Juniata, Conservation Districts, Mifflin County School District, and other organizations/interests.

<sup>8</sup> Pennsylvania Department of Health. 2008. Growth Screens/BMI-For-Age percentiles by Health District and County: Grades K – 6. Report.

### Key Person Interviews

The planning process included interviews with key stakeholder in the community. The purpose of the interviews was to obtain the ideas, concerns, and suggestions from individuals and organizations regarding open space, greenways and rural recreation.

Interviews took place throughout the planning process and included the Pennsylvania State Game Commission; State Foresters; Pennsylvania Activity and Nutrition Advocates (PANA); PennDOT; Pennsylvania Department of Conservation and Natural Resources Greenways Chief, Peer Program Manager, and Regional Adviser; PA Fish & Boat Commission; Allegheny Ridge Corporation; Main Line Canal Greenway; Susquehanna Greenway; SEDA COG; Downtown Lewistown; adjacent county planning departments; municipal elected and appointed officials and managers; municipal parks and recreation managers; Juniata Clear Water Partnership; local sports organizations; United Way of Mifflin-Juniata; Mifflin and Juniata Conservation Districts; local businesses; waterfront business owner; Juniata County Children & Youth Services; Mifflin County Director of Planning; Juniata County Associate Planner; Juniata County School District Superintendent and Assistant Superintendent; Mifflin County School District Assistant Superintendent, High School Physical Education Staff Bicycle Club Coordinator and Walking Club Coordinator; YMCA Executive Director and the Fitness Director; Team Mifflin County; Regional Police Force Commission and Chief; Lewistown Hospital Executive Director and administrative staff in charge of programs and research; Lewistown Hospital Silver Sneaker Director; Area Agency on Aging Fitness partnership; Juniata River Valley Visitors Bureau; Juniata Mifflin Chamber of Commerce; Mifflin County Industrial Development Corporation Executive Director and the Board Chairperson; Fayette Area Lions Den; DeLauter Youth Center; municipal community center and swimming pool operators; youth sports organizations; Linn Conservancy; Central Pennsylvania Conservancy; Western Pennsylvania Conservancy; Wildlands Conservancy; and citizens.

### Focus Groups

Focus group meetings were held with elected officials, cyclists, and farmers to explore common issues and opportunities. The farmer's forum explored issues and opportunities associated with preserving working farms and forests in Mifflin and Juniata Counties. The cyclists forum explored challenges and opportunities associated with biking in the Counties. Participants marked up maps with popular on-road bike routes. The municipal official's forum had limited attendance. The forum explored potential roles that the Counties could play in relation to open space and recreation.

### Public Meetings

Public meetings were held to obtain citizen input for the plan. Two meetings were held early in the planning process, one in each County. The early public meeting discussions explored County assets and features and threats, weaknesses, and opportunities relative to natural resources, open space, and recreation including greenways and trails in Juniata and Mifflin Counties. Two public meetings were held near the conclusion of the project to present recommendations of the plan and obtain public feedback.

### Direct Mail Survey

A direct mail survey of households in Juniata and Mifflin Counties was conducted to obtain public opinion about a variety of County issues including open space, parks, and rural recreation. The survey process yielded a statistically significant return of 24 percent (475 surveys) from Juniata County and 25 percent (617 surveys) from Mifflin County. The survey findings are important because they represent the opinions of individual citizens who generally do not attend public meetings or provide their feedback in any other way. The survey findings provide elected and appointed officials with sound information on which to base decisions.

Figure 2-3 shows that the top four recreation facilities or opportunities in both counties are:

- Public Forests
- Natural Areas

- Playgrounds
- Picnic Areas

Walking paths, recreation programs, and indoor recreation are important to over half of the respondents from Mifflin County.

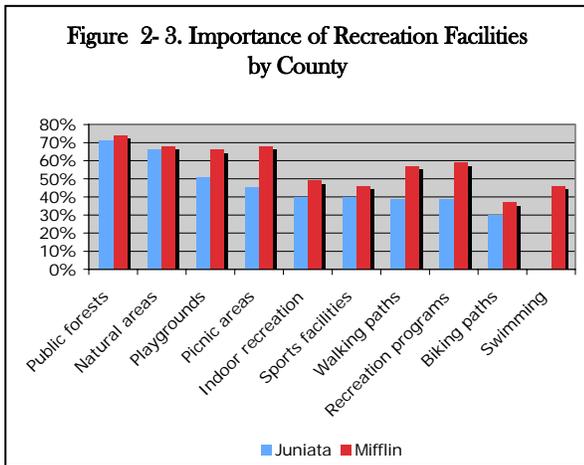
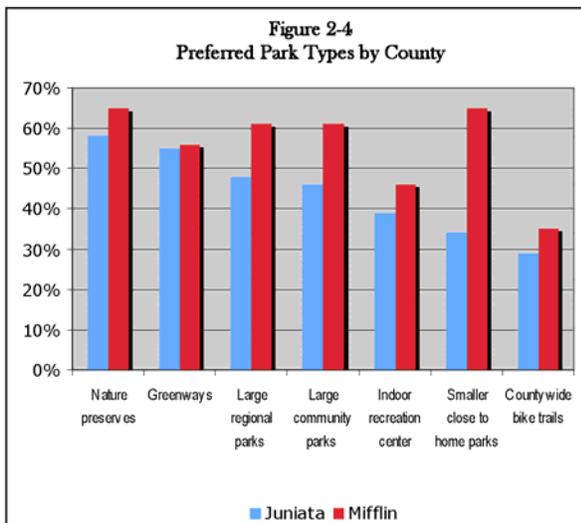
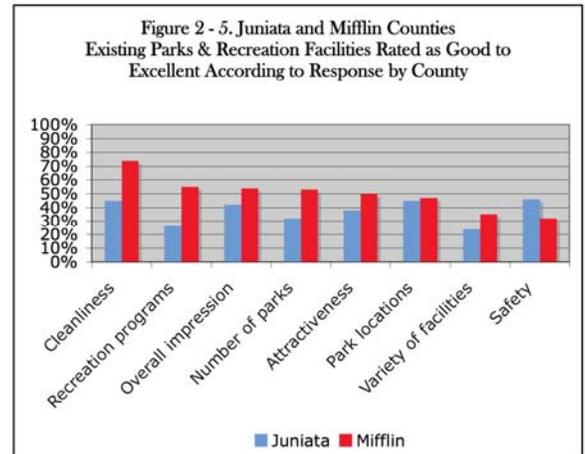


Figure 2-4 shows some differences between the two Counties in terms of preferred park types. About 65 percent of the respondents from Mifflin County rated smaller close to home parks and nature preserves as their most preferred park types. More than three out of five respondents from Mifflin County also rated large regional and community parks as important. Respondents from Juniata County rated nature preserves (58%), greenways (55%) and large regional parks (48%) as their top choices.



The respondents rated the quality of existing parks and recreation facilities in the region. Figure 2-5 shows more favorable ratings overall by the Mifflin County respondents. The different ratings can be attributed to Mifflin County having more parks than Juniata County. With fewer parks, Juniata County residents would be more likely to rate park characteristics lower.



### Mifflin County Quality Ratings

- Three out of four Mifflin County residents rated the parks as clean.
- Over half rated the recreation programs favorably.
- One out of two has an overall favorable impression of the parks in Mifflin County.
- The lowest ratings went to the variety of facilities (35%) and safety (32%).

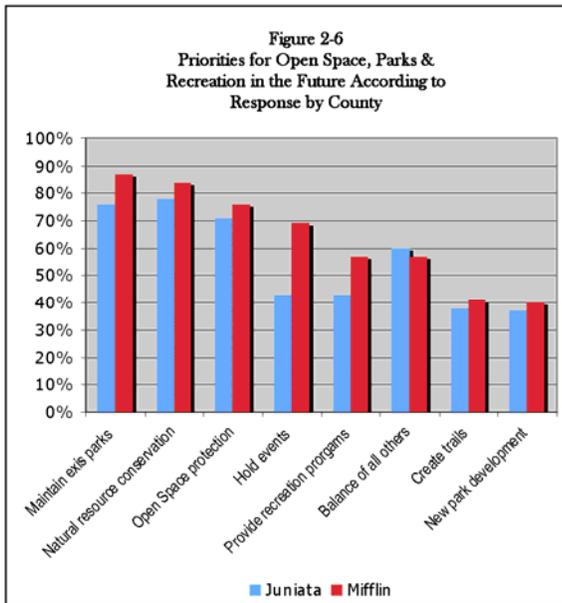
### Juniata County Quality Ratings

- Less than half of the respondents provided favorable ratings.
- Three out of four rated the variety of facilities and recreation programs unfavorably. It is likely that this finding is related to the lack of these rather than to the quality of existing facilities and programs.

- Two out of three think that there are not enough parks.

### Preferred Directions in Open Space, Parks & Recreation

Determining the opinion of the citizens regarding the future direction of Mifflin and Juniata Counties in open space, parks and recreation was a crucial goal of the survey. The findings revealed consistent results for the respondents of both counties as shown in Figure 2-6.



- Four out of five respondents wanted to focus on maintaining existing parks. The interpretation of this is to focus on taking care of what already exists.
- Natural resource conservation and open space protection ranked next in terms of future focus.
- Achieving a balance of preservation, parks, trails and services was important to 60 percent of the Juniata County respondents.
- About 70 percent of the Mifflin County respondents were interested in events as a focus. Combined with a 57 percent response on programs as a focus, recreation services would be important.

- New park development and trails rated lowest in future focus preferences.

### Findings of the Public Participation Process

- Overall the public participation process revealed the love of the rural agrarian quality of life here.** The residents love the way of life here. They are concerned about losing this as more development occurs. About one-third of the bi-county area is in farmland.
- The preservation of farms, natural resources, and open space is a high priority among the citizenry.** The loss of farms would change the essential character of Juniata and Mifflin Counties. Although there is great concern about the future of agriculture in the Counties, funding and staff time that support farmland preservation is minimal. State policies favor farmland preservation in other counties.
- Recreation in the great outdoors is a hallmark of the bi-county region.** State forests, parks, and game lands offer major outdoor recreation opportunities that are important for residents and visitors alike. Nature based recreation including hunting, fishing, trapping, boating, hiking, cycling, nature enjoyment, wildlife watching, and other activities are at their finest here.
- Organized scheduled recreation close-to-home is in the arena of private non-profit organizations and volunteers.** Since there are no municipal or county parks and recreation departments, as expected in this rural area, organizations such as the United Way, Communities That Care, YMCA, Fayette Area Lion’s Den, the Deleuter Youth Center, and community sports leagues provide community recreation programs and services.
- Health issues related to the lack of physical activity are a major issue in Juniata and Mifflin Counties.** The Counties have relatively higher incidences of heart disease, diabetes, high blood pressure, and addiction compared with other counties in Pennsylvania. Concern about the prevalence of youth classified as overweight

or obese was frequently discussed by community health and social welfare providers.

6. **Citizens of all ages with varied interests should have access to programs and services.** Serving citizens throughout their lifetime in a broad range of opportunities year round indoors and outdoors should be a goal. Expanding services can only happen with additional staff, partnerships, and a solid plan for phasing in additional services.
7. **Year-round recreation should be a priority.** Focus has been on outdoor recreation here. Providing opportunities for people to lead active healthy lives year round regardless of weather.
8. **Tourism is vital to the Juniata/Mifflin region.** This plan could help to create recreation destinations and opportunities that would increase tourism. The Juniata River Valley Visitors Bureau would be an important partner in plan implementation and could use this plan to advance the **Juniata River Valley Regional Tourism Plan**.
9. **Taking care of existing facilities and maximizing their use is important to the citizens.** Most people prefer improving existing facilities and maintaining them more effectively is preferable to building new facilities.
10. **Close-to-home parks are limited.** There are not enough parks or enough parkland. Although the Counties are blessed with significant state-owned recreation and conservation lands, additional local parkland and recreation facilities are needed. The challenge here is that municipalities have small populations and lack resources to undertake the planning, development, and operation of public recreation systems.
11. **Governmental entities are experiencing austere fiscal conditions.** Municipal elected and appointed officials expressed the need for more support in terms of technical assistance in grants, planning, conservation, and recreation. Implementing this plan will be a challenge with the limited resources. Planning represents an important alternative to the expensive direct acquisition of land. By adopting key land

conservation and open space protection ordinances, municipalities can preserve more land through effective land-use planning than they can by outright purchase.

12. **County and municipal staff and funding for open space, greenways and recreation is limited.** Both Counties are largely rural. The municipalities and the County have small staffs. Funding devoted to parks and recreation is only available in a few jurisdictions.
13. **Community organizations and individuals who are interested and contribute to parks and recreation here are an invaluable asset.** Tapping into the civic potential here can be an important tool in implementing this open space, greenway and rural recreation plan. Juniata and Mifflin Counties can provide leadership, outreach and public education to leverage partnerships and advance the goals and recommendations of this plan. This can be done to the level that staff, time, and budget allow.
14. **Partnerships are important.** Juniata and Mifflin Counties provided a model partnership in the development of this plan. It would be advantageous for the Counties to continue partnering in open space, park, greenway, trail, and recreation endeavors in the future. This partnership would provide shared expertise, maximization of limited resources, strengthened position in competing for grants, and enhanced public service for less cost. A number of partnerships in recreation are already underway. Citizens recognize that the County government cannot advance open space, greenways and conservation parks and recreation independently. Partnerships with a host of community organizations are crucial. Building upon relationships with community providers and both school districts should be a major initiative of this plan.

## Community Analysis

### Strengths

The Juniata-Mifflin County area has a high quality of life, scenic beauty, tremendous natural resources, low crime, affordable housing, and many people and

organizations interested in advancing initiatives that would enhance the areas for the people who live work and visit here. The current economic crisis in the United States is providing some breathing room for conservation and land preservation initiatives.

interested organizations and individuals as partners in land conservation and recreation would help to achieve goals not possible with the limited financial human and staff resources here.

### Challenges

The population is expected to increase through the year 2020. However, most of this growth is in the townships. A major concern is that the urban core in the boroughs is hollowing out as borough populations are generally declining. The major demographic trend that will affect the provision of parks and recreation is the aging of the population. The baby boomers are emerging as an active, healthy, well-educated, and engaged group of people. The area continues to be family oriented. Population changes warrant planning ahead for adult park and recreation consumers. The large number of older citizens that will emerge with the baby boomers is the single most significant demographic change. Dealing with the health crisis generated by the lack of physical activity offers both challenges and opportunities. Challenges are related to the area's significant incidences of disease resulting from the lack of activity. Parks and recreation offer powerful tools for preventing and reducing these diseases by providing opportunities for people to lead active healthy lifestyles.

The municipal populations are small ranging from 272 to 8,998. Only two of the 33 municipalities have a population over 5,000. The declining borough populations warrant attention as trends elsewhere show that rural boroughs may be making a comeback. The Center for Rural Pennsylvania has indicated that the baby boomers may be returning to rural boroughs in their retirement. Offering parks and recreation opportunities could help to spur this phenomenon in the bi-county area.

### Opportunities

This plan and the time advantage resulting from the current economic crisis could help key stakeholders to position Mifflin and Juniata Counties for conservation, smart growth, recreation, and tourism. Consideration could be given to multi-municipal planning and partnerships to advance community goals in conservation and recreation. Harnessing the



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Chapter 3

# Natural Resources of Juniata and Mifflin Counties



## Introduction

The identification of Juniata and Mifflin Counties Natural Resources is the basis for future comprehensive open space planning, community growth, and protection initiatives. The delineation of important natural resources will help to establish appropriate protection strategies and ensure that those resources are conserved and enhanced.

The natural resources of Juniata and Mifflin Counties were explored via County Geographic Information System (GIS) mapping, field investigations, and other state and local information sources, such as “Paths and Bridges to the 21<sup>st</sup> Century: Mifflin County Comprehensive Plan 2000” and the 2007 Natural Areas Inventory for both Counties by the Western PA Conservancy. The resource analysis addressed the identification of three factors: 1) significant resources of the Counties that should be protected and preserved; 2) vulnerable resources that are threatened or may be threatened in the future; and 3) patterns of resources that contribute to an open space preservation network.

The inventory of resources is presented graphically on the maps located at the end of this chapter. This inventory is used to analyze each resource’s protection status and guide the resulting protection initiatives outlined in the end of the chapter.

## Natural Resources

The wooded ridges and mountains spanning the Counties from northeast to southwest and broad expanses of agricultural land in the valleys traversed by cool streams and the Juniata River define the landscape character of Mifflin and Juniata Counties.



Mifflin and Juniata Counties’ scenic beauty, quality water resources, and abundant forest land combined with convenient, easy access to natural areas adds to the quality of life of residents

and could help to attract visitors to the area. Despite the plentiful resources, surprisingly little of it is protected from future development and exploitation.

## Land Resources

### Topography



The mountains, ridges, and valleys are the primary topographic elements of the Counties. With approximately 42 prominent mountains and ridges running through Mifflin and Juniata Counties (see Tables 3-1 and 3-2 on the following page), significant areas of steep slopes exist. The Topography Maps (pages 3-17 and 3-18) illustrate the areas of slope from 15 to 25 percent encompassing approximately 52,297 acres in Juniata County and 55,793 acres in Mifflin County. Slopes exceeding 25 percent encompass 67,366 acres in Juniata County and 80,313 acres in Mifflin County. Together, steep slopes make up over 47 percent of Juniata County’s total land area and over 51 percent of Mifflin County’s total land area.

Slopes over 15 percent are considered steeply sloping areas and are prone to erosion and are difficult to build upon. If eroded, these slopes can produce significant erosion and sediment pollution into waterways, degrading the health and quality of the water. With approximately one-half of Juniata County and over one-half of Mifflin County exceeding slopes of 15 percent, it is fortunate that the majority of slopes over 15 percent are currently wooded.

Wooded cover protects steep areas by stabilizing soils with root systems and slowing runoff to maximize infiltration and groundwater recharge.

## Natural Resources of Juniata and Mifflin Counties

Unfortunately, a significant portion of these slopes are in private ownership. It is important that municipal land use regulations contain provisions to protect steep slopes from development and clear-cut

Mountains	Ridges	Valleys
Shade Mountain	Slim Valley Ridge	Shade Valley
Blue Mountain	Herringbone Ridges	Slim Valley
Tuscarora Mountain	Limestone Ridge	Black Dog Valley
	Lock Ridge	Turkey Valley
	Flint Ridge	Kurtz Valley
	Shellys Ridge	Page Valley
	Lost Creek Ridge	Swartz Valley
	Graders Ridge	Little Pfoutz Valley
	Dressler Ridge	Leister Valley
	Turkey Ridge	Quaker Valley
		Dunn Valley

Source: U.S.G.S. mapping

Mountains	Ridges	Valleys
Blacklog Mountain	Knob Ridge	Big Valley
Blue Mountain	Chestnut Ridge	Kishacoquillas Valley
Shade Mountain	Middle Ridge	Dry Valley
Jacks Mountain	Front Ridge	Ferguson Valley
Stone Mountain	Church Ridge	Sugar Valley
Thick Mountain	Sandy Ridge	Pleasant Valley
Strong Mountain	Long Hollow Ridge	New Lancaster Valley
Front Mountain	Greenbrier Ridge	Treaster Valley
Long Mountain	Sugar Ridge	Havice Valley
White Mountain	Big Ridge	Green Valley
High Mountain	Laurel Ridge	Long Hollow
Treaster Mountain	Jacks Creek Ridge	
Broad Mountain	Sand Hole Ridge	
Havice Mountain	Orebank Ridge	
Spruce Mountain	Gearhart Ridge	

Source: U.S.G.S. mapping

removal of wooded cover that would accelerate erosion of sloped areas and pollution of waterways.

### Woodlands

The wooded ridges and mountains of Juniata and Mifflin Counties are a valuable scenic and natural resource. Woodlands cover approximately 63 percent of Juniata County and over 65 percent of Mifflin County. Only 20 percent of woodlands in Juniata County and approximately 36 percent of the woodlands in Mifflin County are protected. Protected woodlands are within the publicly owned lands of the Commonwealth. Portions of Tuscarora State Forest are located in Juniata County along the northern border with Mifflin County and along the southern boundary with Perry County. Mifflin County State Forests include Bald Eagle and Rothrock State Forests. A small portion of Tuscarora State Forest lies in Mifflin County along the Juniata County boundary in Wayne, Bratton, and Granville Townships. The Woodland Maps (pages 3-19 and 3-20) illustrate the wooded areas of Juniata and Mifflin Counties.

Eighty percent of Juniata County's woodlands and 64 percent of Mifflin County's are unprotected by public ownership. There are no municipalities in either County that have ordinances that protect woodlands. Protecting the wooded areas is important from a scenic perspective as well as from a natural resource protection perspective. Woodlands stabilize slopes; provide habitat for shelter, nesting, and food for wildlife; protect groundwater by protecting headwaters and filtering stormwater runoff; and improve air quality and sequester large amounts of carbon dioxide from the atmosphere every year. Woodlands provide critical habitat for many interior forest birds and habitat loss and fragmentation are cited by the Audubon Society as one of the most serious threats facing birds in Pennsylvania.

### Threats to the Forests

Interviews with the Pennsylvania Foresters for the Forest Districts of the study area cited the most significant concerns for woodlands in the region as:

- Gradual loss of native tree species due to invasive species and pests.

- Fragmentation due to subdivision of land.
- Unsustainable forestry practices on private forest holdings to include logging.
- Land development resulting in the loss of working forestland.
- Ineffective ordinances and local planning relative to forestry management.



This landmark tree, located in the Locust Campground, in Granville Township, Mifflin County is the second oldest sycamore in Pennsylvania.

Woodland pests include gypsy moths, hemlock wooly adelgid, and the emerald ash borer. Gypsy moths defoliate native trees, scarring the landscape and harming the forest ecosystem. Hemlock wooly adelgid is a fluid-feed insect that feeds on hemlock trees. The hemlock wooly adelgid sucks fluid from the base of hemlock needles, accelerating needle drop and branch dieback, and in some cases causing the tree to die. While this problem is well documented in the state, funds to address this problem are extremely limited. Emerald ash borer is recently discovered in both Counties, resulting in timber product quarantines.

Invasive plants are plants which grow quickly and aggressively, spreading and displacing other plants. Invasives are usually introduced by people either accidentally or on purpose, into a region far from their native habitat. Invasion by exotic species has been identified second only to habitat loss as a threat to biodiversity. Introduction of these species is perhaps the most permanent and unrecoverable blow

to native biodiversity and ecosystem processes/integrity.<sup>1</sup>



Deer browsing is another threat to Pennsylvania's woodlands. DCNR completed the Browsing Impact Report for the Pennsylvania State Forests in 2006 which found that Tuscarora State Forest (District 3) had relatively lightly browsed forest with better regeneration and that Rothrock and Bald Eagle State Forests (Districts 5 and 7) had relatively moderately browsed forests with less regeneration. Although the Forest Districts with land in Juniata and Mifflin Counties do not fall into the severe range from deer browsing, it is an ongoing concern that affects the health of the Counties' forests.

The Forest Legacy Program (FLP), a Federal program in partnership with States, supports State efforts to protect environmentally sensitive forest lands. The FLP is designed to encourage the protection of privately owned forest lands on a voluntary basis. The program focuses on the acquisition of partial interests in privately owned forest lands but unfortunately the program is currently ineffective due to lack of funding.

The vast woodland resources that provide critical wildlife habitat and protect waters resources defines much of the Counties character, but in both Counties, less than a third of these woodlands are within public lands providing it protection and sound management. The State Game Commission continues to acquire land as possible, especially forested lands. Additionally, the Game Commission has cooperative agreements with private land owners in both Counties who permit hunting on their forest lands through the Cooperative Forest-Game Program. This program makes additional lands available to the public and land owners benefit

<sup>1</sup> [www.dcnr.state.pa.us/forestry/invasivetutorial/problem.htm](http://www.dcnr.state.pa.us/forestry/invasivetutorial/problem.htm)

through participation in the program with law enforcement patrols to deter unlawful hunting, illegal all-terrain vehicle use, and littering and dumping; free food and cover seedlings; and advice on soil conservation and habitat improvements. The program does not protect the natural resource. Much of the non-public woodlands within the Counties do not have a resource management plan for sustained viability and health. Other cooperative programs include Cooperative Farm-Game Program and Cooperative Safety Zone Program.

### Geology

All of Mifflin County and the western half of Juniata County lie within Pennsylvania's Appalachian Mountain physiographic province. The Appalachian Mountain Section is defined by long narrow ridges with steep side slopes and corresponding long narrow valleys. Most of the transportation routes through the Counties mimic this geology, running parallel to the major ridges through the valleys. The majority of surface geologic formations include shale and sandstone formations shaped by millions of years of tightly shifting and folding on one another as depicted on the Geology Maps (pages 3-21 and 3-22). Karst features are present in much of the Appalachian Mountain Section. Karst topography is land where bedrock, such as limestone, was dissolved by water. Sinkholes and caverns are typical in karst regions due to the high solubility of the bedrock. Of specific concern relative to the Greenway, Open Space and Rural Recreation Plan, is the protection of the limestone areas from uses that bring the potential of groundwater contamination. The extensive fractures and porous characteristic of limestone geology presents concerns for sinkholes and foundation stability as well as infiltration of pollutants in developed areas.

Groundwater and ultimately water supplies are greatly affected by the geology of an area. Mifflin County has completed in draft form a Water Supply Plan which provides guidance to planners and water suppliers about sustaining safe water supplies in the County. The Juniata County Comprehensive Plan identifies the County's geology and its affect on water supplies.

The eastern half of Juniata County lies within Pennsylvania's Susquehanna Lowland physiographic province. The Susquehanna Lowland Section is a result of glaciation and the processes of the Susquehanna River flowing over thousands or millions of years. The majority of geologic formations in this section are types of siltstone formations.

### Soils

The Soils Maps (pages 3-23 and 3-24) illustrate the soil associations found throughout Mifflin and Juniata Counties. The soil associations are characterized as follows:

#### Juniata and Mifflin Counties Soil Association Descriptions<sup>2</sup>

##### *Morrison-Hazleton Associates:*

- The Morrison series consists of very deep, well drained soils formed in residuum of weathered noncalcareous sandstone. Slopes range from 0 to 50 percent. Permeability is moderate to moderately rapid. Mean annual precipitation is 43 inches. Mean annual temperature is 51 degrees F.
- The Hazleton series consist of deep and very deep, well drained soils formed in residuum of acid gray brown or red sandstone on uplands. Slope ranges from 0 to 80 percent. Permeability is moderately rapid to rapid. Mean annual precipitation is about 48 inches. Mean annual air temperature is about 51 degrees F.

##### *Laidig-Hazleton-Dekalb-Buchanan Associates:*

- The Laidig series consists of very deep, well drained soils formed in colluvium from sandstone, siltstone, and some shale. They are gently sloping to very steep soils on benches and foot slopes. Permeability is moderate or moderately rapid above the fragipan and moderately slow or slow in the fragipan. Slope ranges from 0 to 55 percent. Near the type location, the mean annual precipitation is about 34 inches, and the mean annual temperature is about 51 degrees F.

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<sup>2</sup> Soil Survey Staff, Natural Resources Conservation Service, United States Department of Agriculture. Official Soil Series Description <http://soils.usda.gov/technical/classification/osd/index.html>, USDA-NRCS, Lincoln, NE.

- The Hazleton series consists of deep and very deep, well drained soils formed in residuum of acid gray, brown or red sandstone on uplands. Slope ranges from 0 to 80 percent. Permeability is moderately rapid to rapid. Mean annual precipitation is about 48 inches. Mean annual air temperature is about 51 degrees F.
- The Dekalb series consists of moderately deep, excessively drained soils formed in material weathered from gray and brown acid sandstone in places interbedden with shale and greywacke. Slope ranges from 0 to 80 percent. Permeability is rapid. Mean annual precipitation is about 48 inches and mean annual air temperature is about 53 degrees F.
- Soils of the Buchanan series are very deep, somewhat poorly and moderately well drained, and slowly permeable. They formed in colluvium on mountain footslopes, sideslopes and in valleys that is derived from acid sandstone, quartzite, siltstone, and shale. Slope ranges from 0 to 45 percent. Mean annual precipitation is about 42 inches, and mean annual air temperature is about 53 degrees F.
- The Chenango series consists of very deep, well and somewhat excessively drained soils formed in watersorted material on outwash plains, kames, eskers, terraces, and alluvial fans. Slope ranges from 0 through 3 percent. Mean annual precipitation is about 36 inches, and mean annual temperature is about 51 degrees F.

***Weikert-Berks Associates:***

- The Weikert series consist of shallow, well drained soils formed in material that weathered from interbedded gray and brown acid shale, siltstone, and fine-grained sandstone on gently sloping to very steep areas on uplands. Slope ranges from 0 to 100 percent. Permeability is moderately rapid. Mean annual precipitation is about 42 inches, and the mean annual air temperature is about 52 degrees F.
- The Berks series consist of moderately deep, well drained soils formed in residuum weathered from shale, siltstone and fine grained sandstone on rounded and dissected uplands. Slope ranges from 0 to 80 percent. Permeability is moderate or moderately rapid. Mean annual precipitation is 42 inches. Mean annual temperature is 52 degrees F.

***Pope-Monongahela-Holly-Chenango Associates:***

- The Pope series consists of very deep, well drained soils formed in alluvium on flood plains. Permeability is moderate or moderately rapid. Slopes range from 0 to 4 percent. Mean annual precipitation is about 48 inches and mean annual air temperature is about 53 degrees F. near the type location.
- The Monongahela series consists of very deep, moderately well drained soils formed in old alluvium derived largely from acid sandstone and shale on terraces. Permeability in the fragipan is moderately slow or slow. Slope ranges from 0 to 25 percent. Mean annual precipitation is about 45 inches, and mean annual air temperature is about 51 degrees F.
- The Holly series consists of very deep, very poorly and poorly drained soils formed in loamy alluvium on floodplains. Saturated hydraulic conductivity is moderately high through high in the mineral soil. Slope temperature is about 51 degrees F.
- The Hagerstown series consists of deep and very deep, well drained soils formed in residuum of hard gray limestone. Slope ranges from 0 to 45 percent. Permeability is moderate. Mean annual precipitation is 30 to 45 inches. Mean annual air temperature is 45 to 58 degrees.
- The Duffield series consists of deep and very deep, well drained soils formed in residuum from limestone bedrock. Slopes range from 0 to 35 percent. Permeability is moderate. Mean annual precipitation is 40 inches. Mean annual temperature is 53 degrees F.
- The Clarksburg series consists of very deep, moderately well drained soils formed in colluvium, glacial till, or residuum from limestone, calcareous and noncalcareous shale, and sandstone. They are on uplands. Slope ranges from 0 to 25 percent. Saturated hydraulic conductivity is moderately low to moderately high. Mean annual precipitation is about 43

***Hagerstown-Duffield-Clarksburg Associates:***

inches, and mean annual air temperatures is about 54 degrees F.

### ***Mertz-Kreamer-Elliber Associates:***

- The Mertz series consists of deep and very deep, well drained soils formed in colluvial or glacial material derived from limestone containing various amounts of chert fragments. Slopes range from 3 to 35 percent. Permeability is moderately slow. Mean annual precipitation is 42 inches. Mean annual temperature is 52 degrees F.
- The Kreamer series consists of very deep, moderately well drained soils that formed in colluvium or glacial material derived from limestone. They occur on nearly level to strongly sloping concave hillsides. Slopes range from 0 to 15 percent. Permeability is moderately slow in the upper part of the solum and slow in the lower part. Mean annual precipitation is about 40 inches and mean annual temperature is about 51 degrees F. near the type location.
- The Elliber series consists of very deep, well drained soils formed in residuum weathered from calcareous shale, siliceous siltstone, silty chert, and cherty limestone. Slopes range from 3 to 50 percent. Permeability is moderate or moderately rapid. Mean annual precipitation is 42 inches. Annual mean temperatures is 52 degrees F.

### ***Weikert-Opequon-Klinesville-Edom Associates:***

- The Weikert series consist of shallow, well drained soils formed in material that weathered from interbedded gray and brown acid shale, siltstone, and fine-grained sandstone on gently sloping to very steep areas on uplands. Slope ranges from 0 to 100 percent. Permeability is moderately rapid. Mean annual precipitation is about 42 inches, and the mean annual air temperature is about 52 degrees F.
- The Opequon series consist of shallow, well drained soils formed in material that weathered from relatively pure limestone or dolomite on gently sloping to very steep areas on uplands. Slope ranges from 0 to 100 percent. Permeability is moderate to slow. Mean annual precipitation is about 40 inches, and the mean annual air temperature is about 52 degrees F.

- The Klinesville series consists of shallow, somewhat excessively drained soils formed in residuum derived from red shale, siltstone, slate, and fine-grained sandstone. They are on dissected uplands. Slopes range from 3 to 80 percent. Saturated hydraulic conductivity is high. Mean annual precipitation is 43 inches and mean annual temperature is 53 degrees F.
- The Edom series consists of deep and very deep, well drained soils formed in material weathered from interbedded shaly or platy limestone and calcareous shale. Slopes range from 3 to 45 percent. Permeability is moderate to moderately slow. Mean annual precipitation is 41 inches. Mean annual temperature is 52 degrees F.

Prime agricultural soils are further described and discussed in the Agriculture Resources Chapter. Hydric soils are soils that formed under conditions of saturation, flooding, or ponding long enough during the growing season to develop anaerobic conditions in the upper part.<sup>3</sup> The Natural Resources Conservation Service (NRCS) list the following soil components with hydric soils in Juniata and Mifflin Counties: Shelmadine, Andover, Atkins, Brinkerton, Loysville, Purdy, and Markes. The presence of hydric soils is one of the three wetlands indicators.

Soils are a prime consideration when evaluating the feasibility of development plans. Slow percolation rates for on-lot sewage disposal, shallow depth of bedrock, and erodibility are limiting factors.

## Natural Heritage Program

Western Pennsylvania Conservancy completed the Natural Heritage Inventories (NHI) for Mifflin and Juniata Counties in 2007 through the Pennsylvania Natural Heritage Program. The inventories document the unique plants, animals, natural ecological communities, and other important natural resources in the Counties. The inventories include mapping, discussion of important natural resources within the Counties, and prioritization of resources for protection. The Natural Areas Inventory maps for Mifflin and Juniata Counties are provided on pages 3-25 and 3-26. Juniata County has 59 significant sites identified in the inventory and Mifflin County has 66 as defined in Table 3-3.

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<sup>3</sup> <http://soils.usda.gov/use/hydric/intro.html>

Table 3-3 - Juniata and Mifflin Counties Natural Heritage Inventory Sites		
Site Significance Category	Juniata County Sites	Mifflin County Sites
Exceptional Significance Sites	12	8
High Significance Sites	19	26
Notable Significance Sites	11	12
Locally Significant Sites	17	19

The Natural Areas Inventory maps illustrate that although several of the NHI sites in Juniata County are within State Forests and State Game Lands, many are not. This is true for Mifflin County as well, with the extensive ridge line of Jacks Mountain cited as core habitat area with no public land protection. The resources outside of the permanently protected lands are vulnerable to degradation from development, logging, and other manmade influences.

### Wildlife Habitat

The extensive woodlands and waterways of Juniata and Mifflin Counties sustain and provide critical habitat for wildlife. These high quality ecosystems provide food, shelter, and nesting areas for mammals, birds, and fish. The *Juniata Watershed Management Plan* lists the following terrestrial and aquatic species as common to the watershed area.

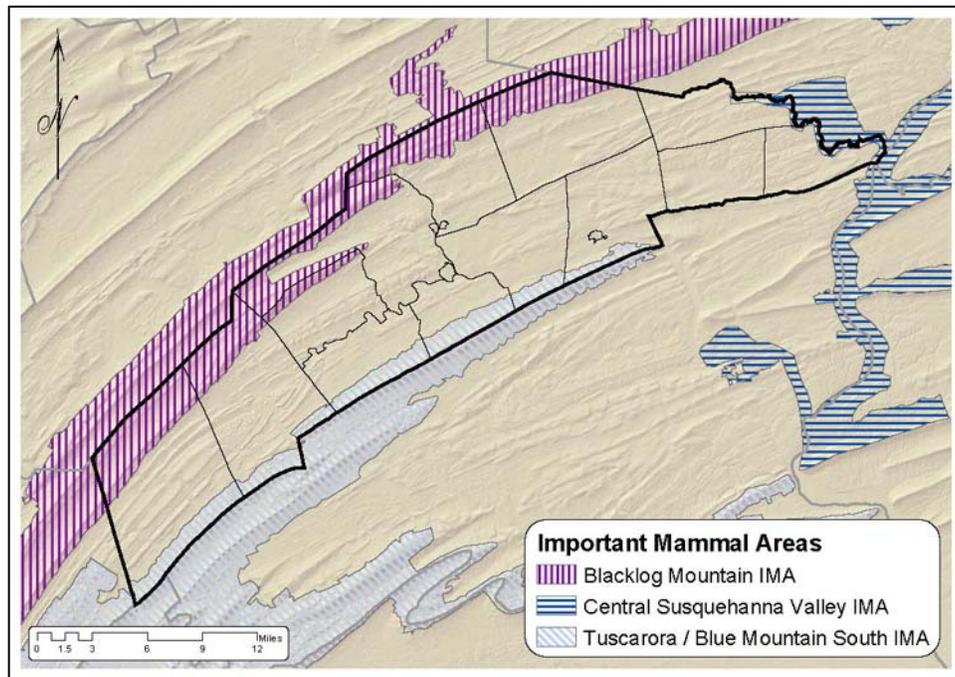
Table 3-4 - Juniata Watershed Terrestrial & Aquatic Species	
<b>PA Game Species</b>	
White-tailed deer	Wild turkey
Black bear	Gray squirrel
Eastern cottontail rabbit	Woodchuck
<b>Fur-Bearing Species</b>	
Beaver	Muskrat
Red fox	Gray fox
Raccoon	Opossum
Skunk	Weasel
Coyote	
<b>Reptiles and Amphibians</b>	
Snakes	Turtles
Lizards	Frogs and Toad
<b>Game Birds</b>	
Wood duck	American Woodcock
Common snipe	American crow
Mourning dove	Rock dove

Table 3-4, - Juniata Watershed, continued Terrestrial & Aquatic Species	
<b>Non-Game Birds</b>	
Sparrows	Finches
Grosbeaks	Hawks
Eagles	Flycatchers
Woodpeckers	Swallows
Owls	Wrens
Vireos	Thrushes
Nuthatches	Chickadees
<b>Fish</b>	
Carp	Minnows
Sunfish	Bass
Perch	Catfish
Trout	Shad

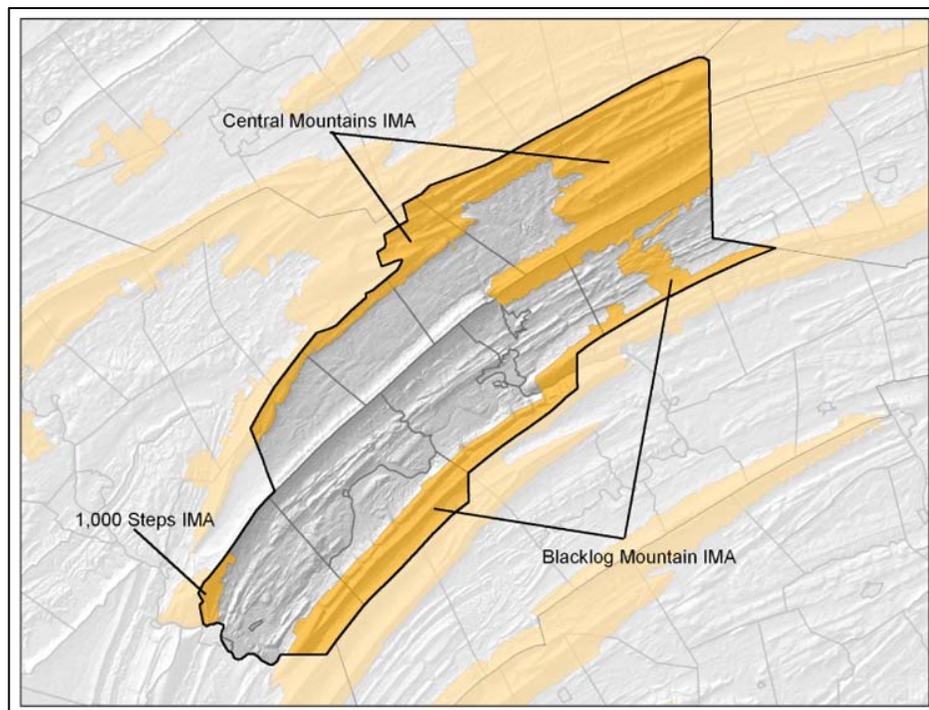
Source: Juniata Watershed Management Plan, 2000

An alliance of conservation organizations, sportsmen, and wildlife professionals, working under the administration of the PA Game Commission are undertaking the Important Mammal Areas Project. The project identifies sites of important wild mammal habitat (IMA) to promote protection of areas of high mammal diversity and habitat areas that support species of special concern. The Important Mammals Maps on the following page locate the identified IMAs in Juniata and Mifflin Counties. The major wooded ridges of both Counties and the Central Susquehanna Valley IMA along the Susquehanna River in Juniata County have been identified as IMA's. Although large portions of these lands are within public lands other areas are in private ownership.

The Important Bird Area Program administered through the National Audubon Society works to recognize areas that are important for bird conservation. The program promotes habitat conservation efforts that will benefit birds and biodiversity. Important Bird Areas (IBA) have been identified for the Commonwealth and the maps on page 6-8 identify IBA's in Juniata and Mifflin Counties. The Tuscarora Ridge IBA is located in Juniata County and the Rothrock State Forest and Stone Mountain IBA and a small portion of the Tall Timbers, Snyder-Middleswarth Natural Area IBA are located in Mifflin County. These areas are forested ridges primarily within protected public lands.

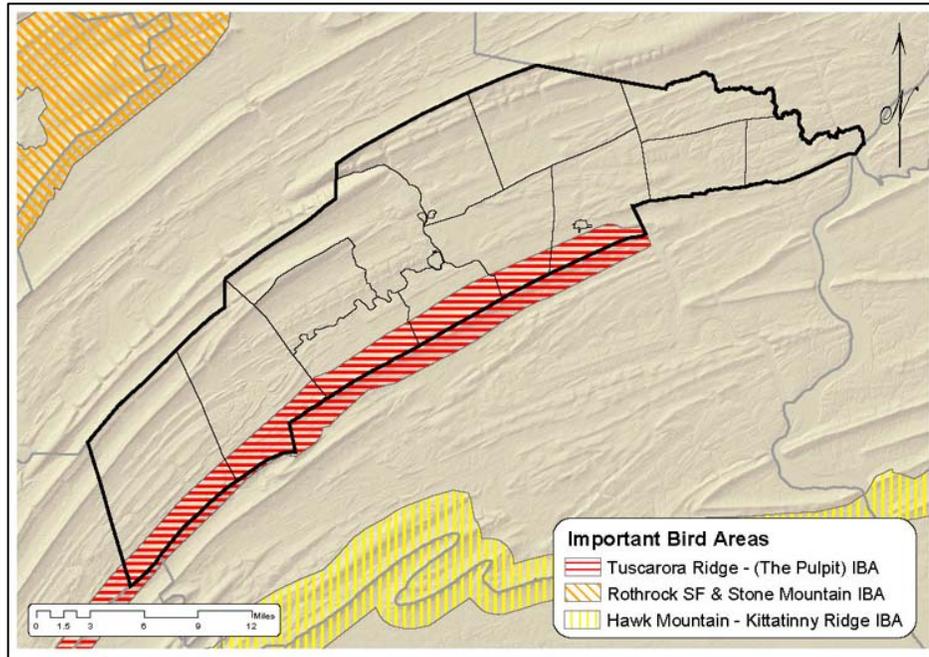


Map 11 - Important Mammal Areas - Juniata County<sup>2</sup>

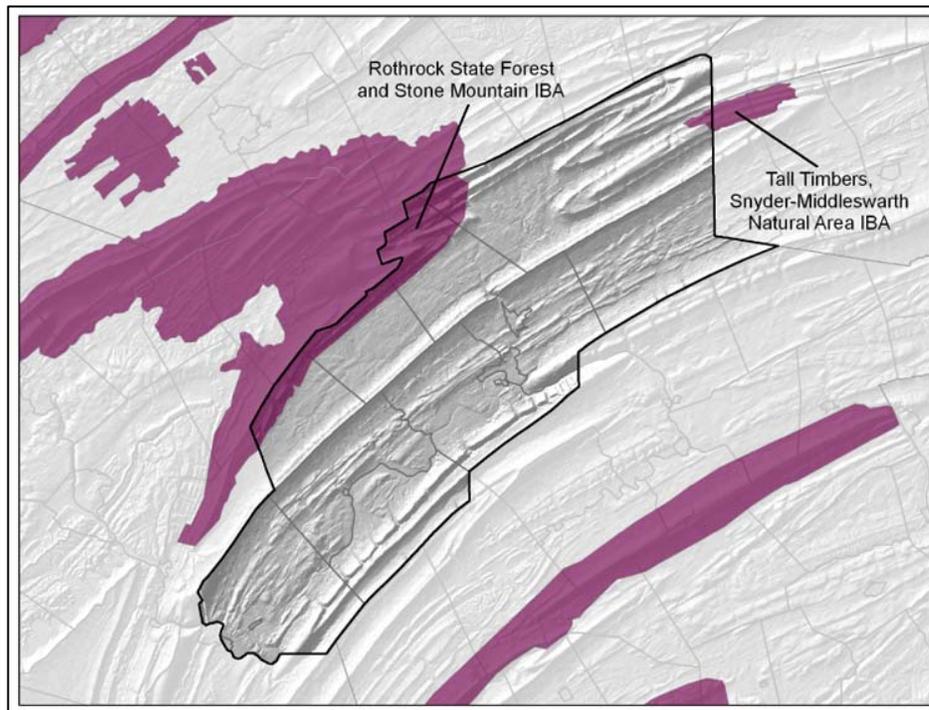


Map 12 - Important Mammal Areas - Mifflin County<sup>3</sup>

<sup>2</sup>Important Mammal and Bird Area Maps. *Juniata Count Natural Heritage Inventory*. Pennsylvania Natural Heritage Program, 2007.



Map 13 - Important Bird Areas - Juniata County<sup>3</sup>



Map 14 - Important Bird Areas - Mifflin County<sup>3</sup>

<sup>3</sup>Important Mammal and Bird Area Maps. *Mifflin Count Natural Heritage Inventory*. Pennsylvania Natural Heritage Program, 2007.

### Water Resources

#### Watersheds

A watershed consists of an area of land where the total of surface and underground waters drain into a single outlet or basin. The entire watershed outlet for Mifflin and Juniata Counties is ultimately the Lower Susquehanna River Basin via the Juniata River for the majority of the two Counties.

The Juniata River watershed encompasses 12 counties and 3,400 square miles. Every municipality within both Juniata and Mifflin Counties is encompassed all, or in part in, the Juniata River watershed. The Juniata River basin is composed of many sub-basins. Watersheds larger than 50 square miles for both Counties are described below:

- The Juniata River Basin watershed directly collects water through central Mifflin County and just east of central Juniata County.
- A small portion of south-central Mifflin County and the vast majority of central and western Juniata County drains into the Tuscarora Creek Watershed Watersheds which empty into the Juniata River Basin.
- A small linear portion of south-western Mifflin County and north-western Juniata County drains into the Black Log Creek watershed which empties into the Juniata River Basin.
- The Cocolamus Creek watershed occupies the majority of eastern Juniata County and drains into the Juniata River Basin.
- The Kishacoquillas and Jacks Creek watersheds covers the majority of northern Mifflin County with a total drainage area of 237,394 acres and empties into the Juniata River Basin.
- The westernmost portion of Mifflin County drains into the Aughwick Creek in Huntingdon County which empties into the Juniata River Basin.
- The far eastern border of Juniata County drains into the Mahantango Creek watershed which empties into the Lower Susquehanna River basin.

- The extreme southeast corner of Juniata County drains directly into the Lower Susquehanna River Basin.
- A slight portion of the far northeast corner of Mifflin County drains into the Penns-Middle Creeks Watershed which empties into the Susquehanna River Basin.

Over half of Mifflin County watersheds are classified as “Special Protection Waters” under The Pennsylvania Chapter 93 Water Quality Standards classification. PA Code requires that the water quality of Special Protection Waters be maintained and protected against any use that would degrade the water quality.

The Juniata Clean Water Partnership (JCWP), a conservation organization dedicated to building and sustaining local capacity through education, assistance, and advocacy in order to enhance, restore and protect the natural resources of the Juniata River watershed has developed the *Juniata Watershed Management Plan*, a plan to serve as a catalyst for coordinated watershed restoration and protection projects.

#### Rivers and Streams

##### Juniata River

The Juniata River is the primary physical and economical connection not only between Juniata and Mifflin Counties, but between eastern and western Pennsylvania. The Juniata Rivers connects the Alleghenies to the Susquehanna River across the south central portion of the State. The river’s edge in Juniata and Mifflin Counties has been developed



over time with industry, multiple transportation corridors, residential development, and other uses.

Public access to the Juniata River within the two Counties is provided at nine public access sites, providing only limited access to the river for recreation and appreciation of its scenic qualities. Public access to the many streams of the Counties is even more limited. Landowners are seen as being more reluctant of allowing public access to streams on their property for fishing even though the Pennsylvania Landowner Liability Act protects landowners who make land and water areas available to the public for recreation purposes.

The Juniata River traverses over 22.5 miles in Juniata County and 41 miles in Mifflin County. The river's water quality classification is Warm Water Fisheries. The majority of the river corridor is under private ownership in both Counties and protection of the river riparian corridor is fragmented. The Juniata Clean Water Partnership developed the *Juniata Watershed Management Plan* in 2000 to define water-related conservation and restoration strategies for the watershed. The Plan was developed with three principals: grass-roots involvement, conservation, and stewardship.

There has been a recent resurgence of interest in the Juniata River corridor with the annual Lewistown Juniata RiverFEST celebration, the establishment of the Main Line Canal Greenway and the Lower Juniata Water Trail, the efforts of the Juniata Clean Water Partnership, and other local initiatives to reconnect to the river.

### Rivers and Streams of the Counties

The Susquehanna River lies along the far eastern edge of Juniata County for 0.75 mile, providing a terrestrial link to the Susquehanna River basin before the Juniata River reaches the Susquehanna downstream in Perry County.

The other main stream corridors and tributaries to the Juniata River include the Tuscarora Creek in Juniata County and the Kishacoquillas Creek in Mifflin County. The Tuscarora Creek enters Juniata County from its western border with Huntingdon County and flows centrally through the County from west to east to the Juniata River south of Port Royal Borough. Jacks Creek in Mifflin County flows east

to west from its source in Decatur Township to the Juniata River south of Lewistown. The Kishacoquillas Creek flows from outside of Belleville in northern Mifflin County, southeast along the base of Jacks Mountain to the Mann Narrows where it turns and flows south through Burnham to the Juniata River in the center of Lewistown. This 23-mile course flows through the Big Valley and some of the most fertile farmland in the entire Juniata River watershed. Because of its proximity to highly productive farm fields as well as urban industries, Kishacoquillas Creek is one of the most pollution-stressed streams in the Juniata River watershed.<sup>4</sup>

These three main stream corridors are classified as Cold Water Fisheries by the Pennsylvania Chapter 93 Water Quality Standards which establishes protected water uses. A detailed listing of Juniata and Mifflin Counties' river and streams and their corresponding Chapter 93 Water Quality designations are found in the tables on the following page and the water resources of Juniata and Mifflin Counties are illustrated on the Water Resources Maps (page 3-27 and 3-28).

Four streams (34,283 acre watershed) in Juniata County and 15 streams in Mifflin County are designated as High Quality Watersheds. High quality designation is defined as surface waters that meet chemistry and/or biology criteria defined by the Commonwealth. Both Counties have a significant amount of land within high quality watersheds as well as a large number of streams with this designation. In addition to surface waters, ground water plays a significant role in the Counties water resources. Many wells and springs serve the residential, agricultural, and commercial needs of the Counties. It is important to not only protect the surface waters of the Counties, but also protect the wells, springs, and ground water resources.

Both Counties have wild trout streams. Class A Wild Trout waters, which are defined as streams that support a population of naturally produced trout of sufficient size and abundance to support a long-term and rewarding sports fishery.<sup>5</sup> Class A Wild Trout

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<sup>4</sup> Juniata Watershed Management Plan, Juniata Clean Water Partnership (Huntingdon, PA, 2000), p. 34.

<sup>5</sup> [www.wildtroutstreams.com](http://www.wildtroutstreams.com)

## Natural Resources of Juniata and Mifflin Counties

streams in Juniata County include Lost Creek, Spectacle Run, and Willow Run and in Mifflin County include Frog Hollow, Honey Creek, Tea Creek, Long Hollow Run, Kishacoquillas Creek, and Penn's Creek.

Chapter 93 of the Pennsylvania Code provides stream classifications and the following classifications apply to streams of the two Counties as defined in Tables 3-5 and 3-6.

Main Stream/Water Uses Protected		Tributaries/Water Uses Protected
Juniata River	Lost Creek/CWF	Little Lost Creek/TSF
		Big Run/CWF
	Tuscarora Creek/CWF	Horse Valley Run/HQ-CWF
		Willow Run/HQ-CWF
		East Licking Creek/HQ-CWF
	Roaring Run/CWF	
	Macedonia Run/HQ-CWF	
	Muddy Run/CWF	
	Horning Run/CWF	
	Schweyer Run/CWF	
	Doe Run/TSF	
	Locust Run/CWF	
	Delaware Creek/TSF	
	Sugar Run/CWF	
Susquehanna River	West Branch Mahantango Creek/TSF	Quaker Run/CWF
		Leiningers Run/CWF

Source: Drainage List, Chapter 93 of the Pennsylvania Code

- CWF - Cold Water Fishes:** Streams that support the maintenance or propagation, or both, of fish species including the family Salmonidae and additional flora and fauna which are indigenous to a cold water habitat.

- HQ-CWF - High Quality Waters, Cold Water Fishes:** Streams with surface waters having quality which exceeds levels necessary to support propagation of fish, shellfish, and wildlife and recreation in and on the water and have been designated a Class A wild trout stream by the Fish and Boat Commission. High Quality Waters are given "Special Protection" under the States Antidegradation Laws. Their water quality must be maintained and proposed uses that would impact the stream are strictly regulated by the PA Department of

Main Stream/Water Uses Protected		Tributaries/Water Uses Protected
Juniata River	Kishacoquillas Creek/CWF	Tea Creek/HQ-CWF
		Honey Creek/HQ-CWF, MF
		Buck Run/TSF
		Hungry Run/TSF
		Frog Hollow/HQ-CWF
	Jacks Creek/CWF	Meadow Creek/CWF
	Furnace Run/HQ-CWF	
	Sugar Valley Run/CWF	
	Beaverdam Run/HQ-CWF	
	Wharton Run/HQ-CWF	
	Shanks Run/HQ-CWF	
	Musser Run/HQ-CWF	
	Town Run/HQ-CWF	
	Wakefield Run/HQ-CWF	
	Carlisle Run/HQ-CWF	
	Strodes Run/HQ-CWF	
	Minehart Run/HQ-CWF	
	Graneville Run/HQ-CWF	
	Susquehanna River	Penns Creek/HQ-CWF

Source: Drainage List, Chapter 93 of the Pennsylvania Code

Environmental Protection.

- TSF - Trout Stocking: Maintenance of stocked trout from February 15 to July 31 and maintenance and propagation of fish species and additional flora and fauna which are indigenous to a warm water habitat.
- MF - Migratory Fishes: Passage, maintenance and propagation of anadromous and catadromous fishes and other fishes which ascend to flowing waters to complete their life cycle.

### Riparian Buffer Corridors

Critical to healthy streams and rivers are the riparian buffer corridors, the vegetated land contiguous to the stream banks and riverbanks which protect the watercourse and promote water quality. Riparian corridors provide ecological benefits which include:

- Stabilize Stream Banks – Deep-rooted vegetation binds the soil along stream banks, stabilizing the banks and preventing erosion during periods of high runoff.
- Improve Water Quality – Vegetation along streams traps and treats sediment, nutrients, and pollutants before they enter the stream or groundwater.
- Enhance Wildlife Habitats – Trees, shrubs, and grasses along streams provide habitat, shelter, and travel corridors for many aquatic and land species.
- Reduce Flooding and Sedimentation – Vegetation retains stormwater runoff longer, improves infiltration, and filters sediment from flowing downstream during floods.
- Keep Streams Cooler and Healthier – Shade from riparian buffers cools the stream waters, increasing the food, oxygen, and habitat for aquatic life.
- Enhance Scenery – Vegetation along streams adds beauty and diversity to the landscape.

Juniata and Mifflin Counties have miles of streams and rivers frontage that that could benefit from enhanced riparian corridors. In addition to the benefits listed above, studies show that riparian

buffers have a positive impact on property values.<sup>6</sup> Anglers as well, know the value of shaded streams which provides quality fishing habitat. Streams with forested riparian buffers are as much as 10 degrees cooler than streams through meadows which, is an important habitat consideration for native brook trout which require water temperatures below 68 degrees to survive.<sup>7</sup> Forested riparian buffers should be protected and promoted through land use regulations and outreach to property owners.

### Floodplains

Floodplains are lands contiguous to stream corridors that are subject to flooding. The 100-year floodplain is the base that the Federal Insurance Administration uses for purposes of floodplain management measurement. The 100-year floodplain is the area of the floodplain that floods during events having recurrence intervals of 100 years. Juniata County has 15,240 acres of floodplain, or 6.2 percent of the total County area. In Mifflin County 12,642 acres are in floodplain or approximately 4.78 percent of the County.

Floodplain areas should be protected due to their important location adjacent to waterways and the ecological benefits they provide. Floodplains provide areas for groundwater infiltration and riparian buffer vegetation which stabilize stream banks and filters sediment. Additionally, floodplains provide a natural reservoir for runoff and carry flood waters and should not be developed or built upon with structures that could diminish the carrying capacity of the floodplain. Many municipal ordinances contain provisions that regulate floodplains and protect them as open space.

### Wetlands

Wetlands are areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetland are identified by unique soils (hydric soils),

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<sup>6</sup> Schuler, T.R., Site Planning for Urban Stream Protection. Center for Watershed Protection, Ellicott City, MD 1995.

<sup>7</sup> Montgomery County Planning Commission, Benefits of Riparian Corridor Conservation, Montgomery County, PA.

by plants adapted to life in wet environments (hydrophytic vegetation), and by the presence of water (hydrology) during the growing season.

Wetlands should be protected for their numerous benefits including filtering pollutants from stormwater run-off, groundwater recharge, wildlife habitat, flood and sediment control, and stormwater management. They are essential to maintaining a sound ecosystem. Wetlands identified through the National Wetlands Inventory (NWI) mapping are shown on the Water Resources Maps (pages 3-27 and 3-28). The NWI wetlands mapping provides generalized locations for wetlands and should not be used for regulatory or jurisdictional wetland identification.

There is a total of 4,025 acres of NWI wetlands in Juniata County and 2,962 acres in Mifflin County. The majority of wetlands areas are associated with the Juniata River in both Counties. Wetlands are protected by State and Federal regulations.

### Scenic Resources

The scenic landscape of the two Counties is valued by residents and visitors. The free-flowing clear waters of the many streams and the wooded ridgelines adjacent to fenced pastures create a picturesque setting within a short drive from the most populous communities of the area.



Mifflin and Juniata Counties' mountains and ridges offer tremendous views of the valleys and surrounding landscape. However few designated public areas exist to access this scenery. Mifflin County has several designated scenic overlooks as shown on the Assets Maps (pages 3-29 and 3-30) which have been previously documented on State

Forest maps or mapping from the Juniata River Valley Regional Tourism Plan. Three overlooks are located in Menno Township with two on or near Jacks Mountain and a third noted as a hawk watch along the Link Trail on Stone Mountain within Rothrock State Forest. One overlook is located in Brown Township northwest of the intersection of routes 655 and 322 on Kettle Road within Rothrock State Forest. There is an overlook located in Bratton Township along Longfellow Road on Blue Mountain within the Tuscarora State Forest. There are three overlooks designated in Bald Eagle State Forest in Armagh Township, Mifflin County. One is associated with the Mid-State Trail just east of Route 322 and two are located on Red Ridge Road on Thick Mountain.

The Juniata Watershed Management Plan noted several outstanding and unique scenic features in the two Counties. The features were initially identified by the PA Topographic and Geological Survey reported in Environmental Geology Report 7 (Geger and Bolles, 1979). These scenic features include:

- Hawstone Overlook – Juniata County – Located in Milford Township, this overlook is located on PA Route 333, east of Hawstone village. This overlook provides an excellent view of the Lewistown Narrows and the Juniata River between Blue Mountain and Shade Mountain.
- Concord Narrows – Juniata County – This water gap through Tuscarora Mountain is located at the intersection of Juniata, Huntingdon, and Franklin Counties on PA Route 75. The gap is narrow and scenic with Tuscarora quartzite of Silurian Age.
- Mammoth Spring – Mifflin County – Located in Armagh Township in the Kichacoquillas Valley this spring is the third largest in Pennsylvania and is the headwaters of Honey Creek. From the head of the cave, the spring rushes through a short and primitive gorge for the first several hundred yards of Honey Creek. Above the mouth of the spring is a dry cavern. In the early 1920's these two caverns were open to the public and called Alexander Caverns. Because the caves have experienced

significant vandalism, the current landowners have sealed the dry cave entrance, and the wet cave entrance is forbidden.

- Prayer Rock – Mifflin County – Located at the crest of Jacks Mountain in Menno and Oliver Townships, this overlook provides a magnificent view of Kishacquillas Valley. Massive outcrops of steeply dipping Tuscarora Quartzite form the ridge. The Mifflin County Federation of Men’s Bible Classes erected a monument on this site.

The Lewistown Narrows corridor of Route 322 has been identified as a potential Pennsylvania Byway. Pennsylvania’s Byway designation is requested by local communities seeking to highlight the six qualities: cultural, historical, recreational, archaeological, scenic and natural qualities of a corridor. The Pennsylvania Byways program parallels Federal Highway Administration’s National Scenic Byways Program. The benefits of becoming a Pennsylvania Byway include:

- Protect and enhance the visual quality of designated routes;
- Maintain byway resource qualities along designated routes;
- Educate residents and visitors about the history and culture of the Commonwealth; and
- Promote tourism and enhance economic development potential on designated Pennsylvania Byways

### Dark Skies

With woodland covering over half of both counties and population centers generally concentrated in the river and stream valleys, the dark night sky undisturbed by artificial lighting is a significant natural feature of Mifflin and Juniata Counties. Dark skies contribute to the experience of nature by the residents as well as for overnight visitors to natural areas, providing opportunities to view the stars and appreciate the darkness in a way that is no longer available in more populated areas. Light pollution, or excess light caused by artificial lights, has been

found to interfere with wildlife migrations, causes adverse affects on human health and animal habitats, and to obscure the night sky for urban residents, while contributing to the demand for energy. Dark skies are not only the byproduct of the protection and preservation of open space in the Counties; they are also an intrinsic attribute to rural character that should be maintained.

## Conclusions

### Strengths

The natural resources of Juniata and Mifflin Counties are critical to the quality of life that residents enjoy. The abundant woodlands protect the steep slopes of the Counties, stabilizing the soil and minimizing erosion. These outcomes, in turn, help to maintain the many high quality streams found throughout the Counties. The woodlands provide critical habitat for wildlife and are key to the scenic beauty of the area. The floodplains and wetlands found along the Juniata River and streams are critical features that help to control flooding and trap sediment and pollutants from reaching the high quality waterways.

The easy access to natural areas and the abundance of quality streams for fishing and forest lands for hunting and hiking contribute to the rural character that residents’ value. These abundant natural resources provide the setting for recreation activities and can draw visitors to the area.

### Challenges

Maintaining the quality, accessibility, and extent of these resources is the challenge facing both Counties. Juniata and Mifflin Counties have yet to experience the exponential growth and development pressure that other counties throughout the Commonwealth have experienced. Now is the time to establish additional protected open spaces to ensure a sustainable balance between the Counties’ populations and their natural resources. Development, if not sensitively implemented or directed by conservation-oriented regulations can often result in negative impact on natural resources.

Both Counties have expansive areas of steep slopes. Development that encroaches upon steep slope areas

presents the potential for erosion which can negatively affect the rivers, streams, and wetlands with sediment. Key to protecting these water resources is the protection and maintenance of the wooded cover of the mountains and ridges and the riparian vegetative buffers along streams and the rivers.

Protecting the flora and fauna of Juniata and Mifflin Counties is critical to protecting Pennsylvania's native biodiversity. Our natural systems are interconnected and human life depends upon the functions of natural communities for our own well being. Development and growth often results in habitat fragmentation and loss of important natural areas. Protecting the forests, riparian buffers, wildlife, birds, and the many pieces of the natural diversity puzzle provides the basis for a healthy atmosphere, water purification, pollination, and other life sustaining functions that we depend on.

Water resources can be negatively affected by development if surface and groundwater resources are not protected. Pollutants and erosion resulting from mans activities can adversely affect water resources. Significant areas of the Counties lie beyond a public sewer service area and depend upon on-lot disposal of sewage. The proper installation and maintenance of these systems is critical to protecting water quality. The soils of both Counties are limited in their ability to support on-lot disposal systems.

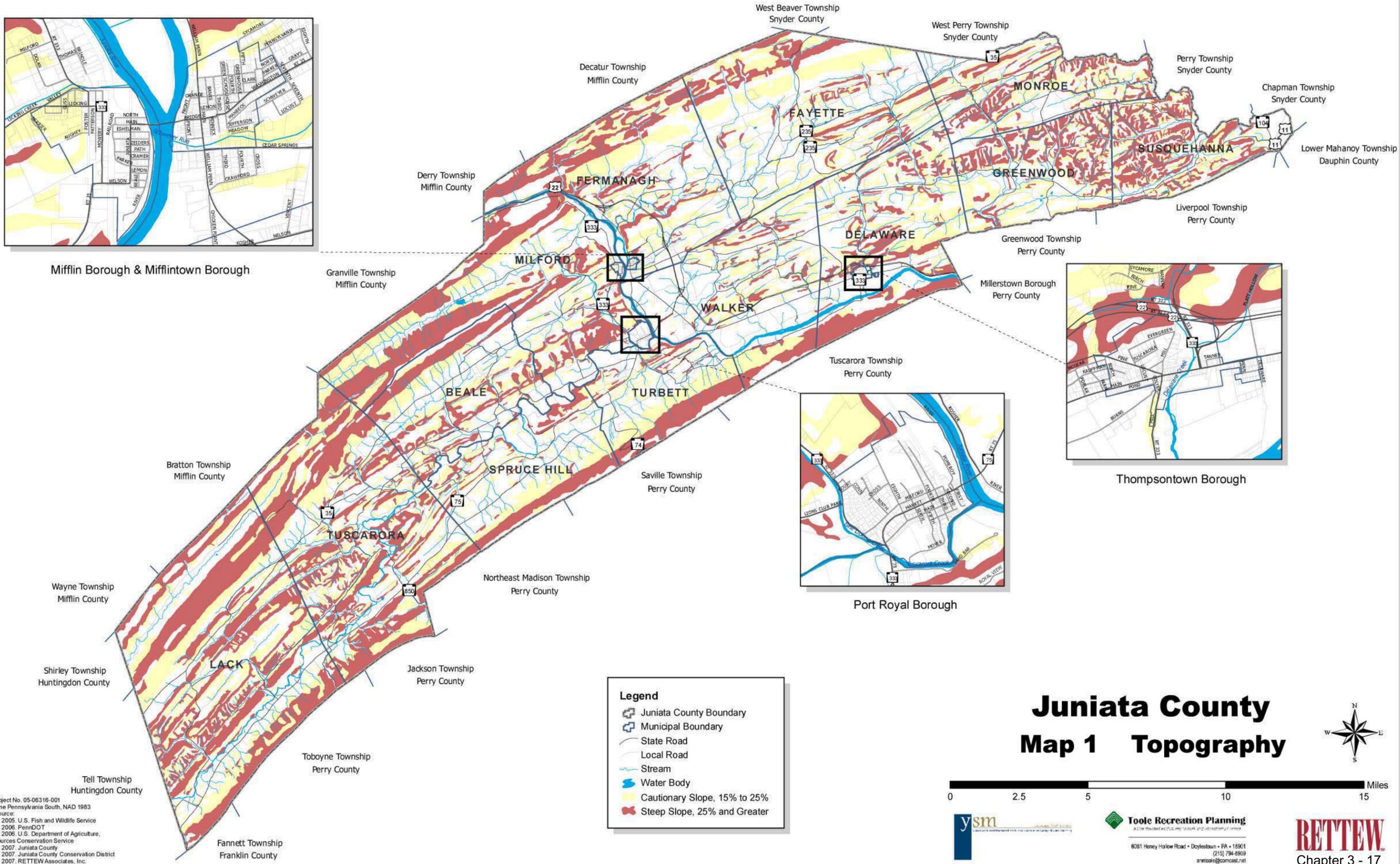
### Opportunities

As the mapping of this chapter illustrates, both Counties are fortunate to have abundant natural resources. Juniata and Mifflin Counties should not be content with the status quo, based on the visual perception of vast resource areas. The extensive public lands in both Counties protect a portion of these natural resources but many areas of critical resources are not permanently protected. A sustainable future for Juniata and Mifflin Counties is dependant upon striking a balance between man's activities and protection of natural resources. Without strategies for permanent protection these resources are vulnerable to degradation and loss.

The Counties, working in partnership with the municipalities, state agencies, and conservation

organizations have the tools and critical insights into resource conservation issues. Sound planning and proactive conservation measures will go a long way toward preserving these critical elements of the Counties.

# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



**Legend**

- Juniata County Boundary
- Municipal Boundary
- State Road
- Local Road
- Stream
- Water Body
- Cautionary Slope, 15% to 25%
- Steep Slope, 25% and Greater

## Juniata County Map 1 Topography



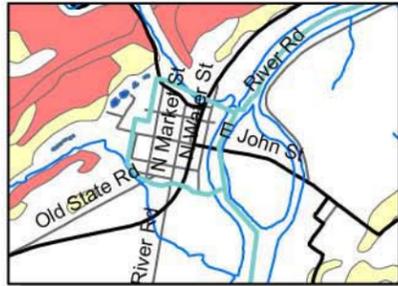
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 (215) 794-8909  
 ann@toole.com

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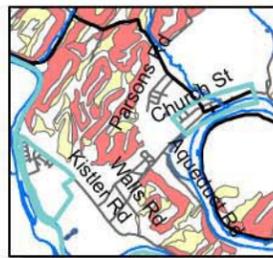
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# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

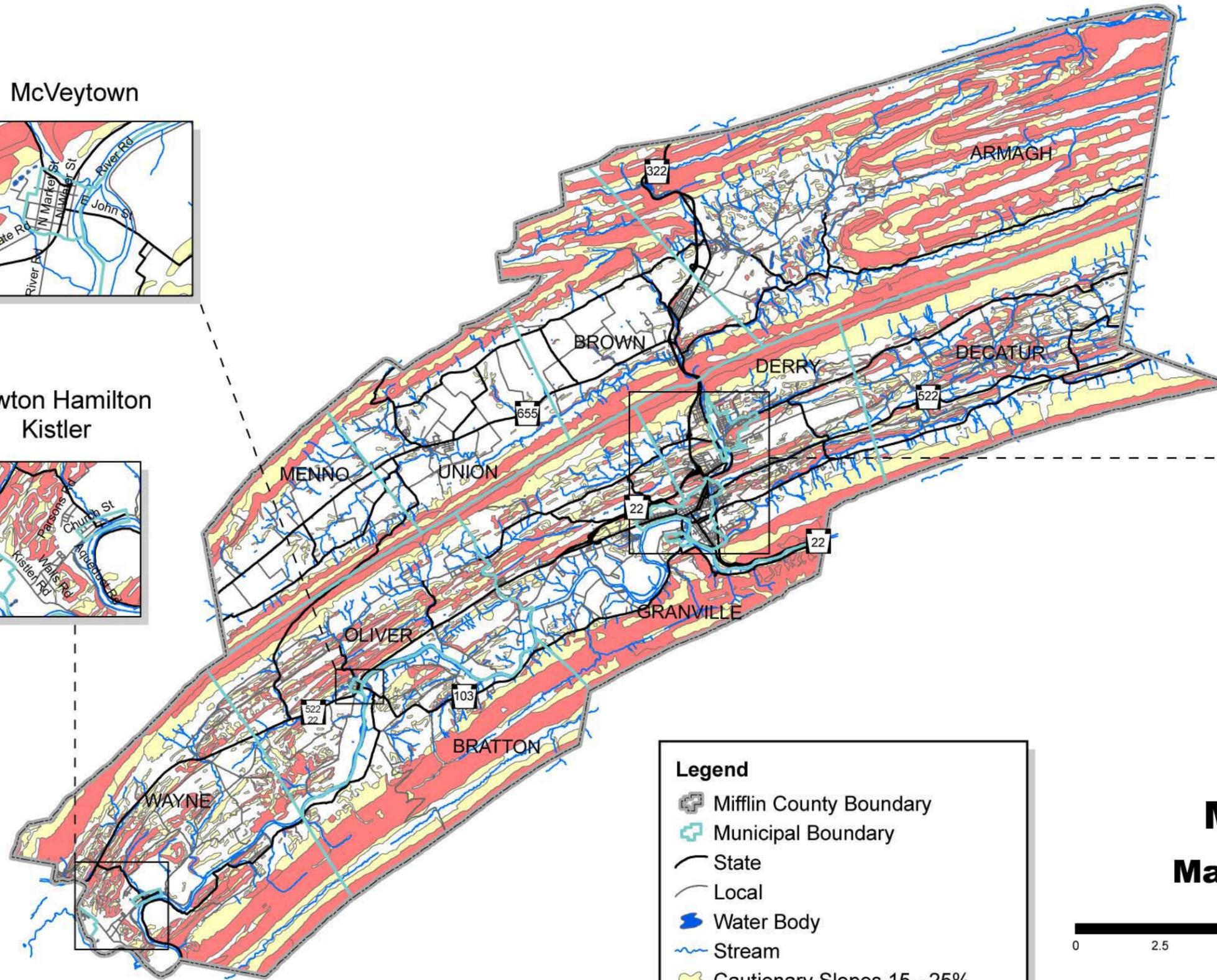
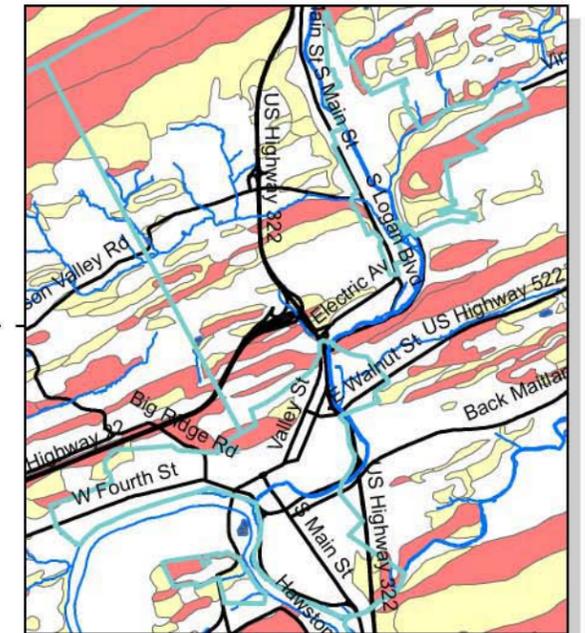
McVeytown



Newton Hamilton  
Kistler



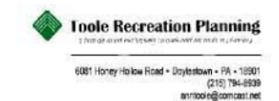
Burnham  
Lewistown  
Juniata Terrace



**Legend**

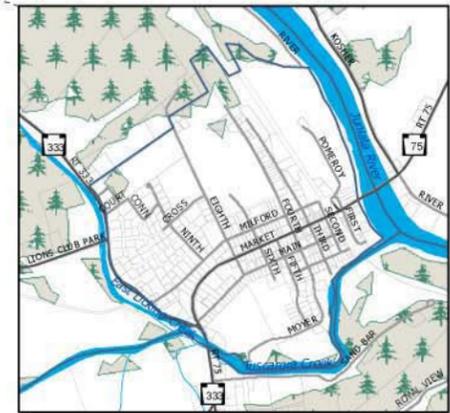
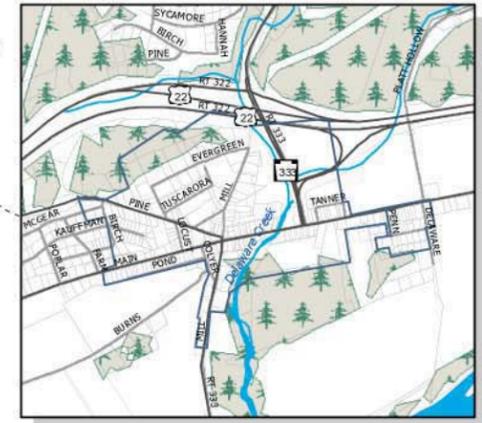
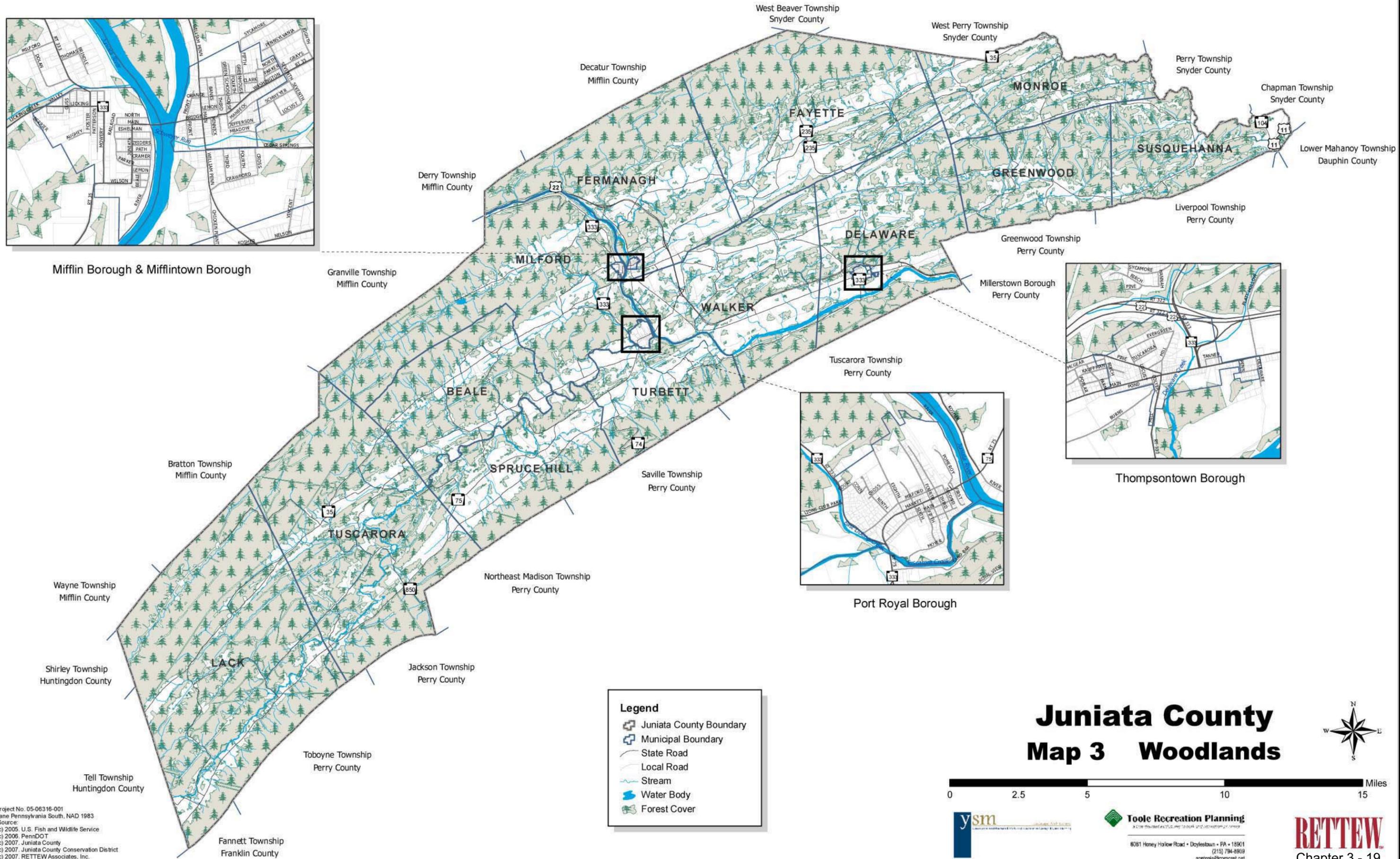
- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Water Body
- Stream
- Cautionary Slopes 15 - 25%
- Steep Slopes 25% and Greater

## Mifflin County Map 2 Topography



Provided by: Mifflin County GIS Department  
NAD 1983 Pennsylvania State Plane North FIPS 3701 Feet

# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

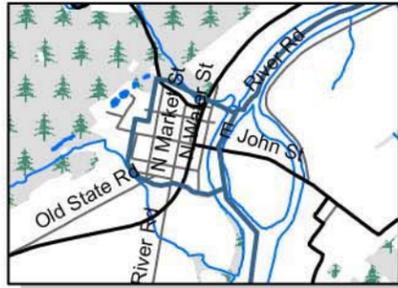


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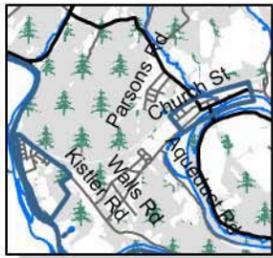
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**Toole Recreation Planning**  
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 (215) 794-8909  
 ann@toole.com

# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

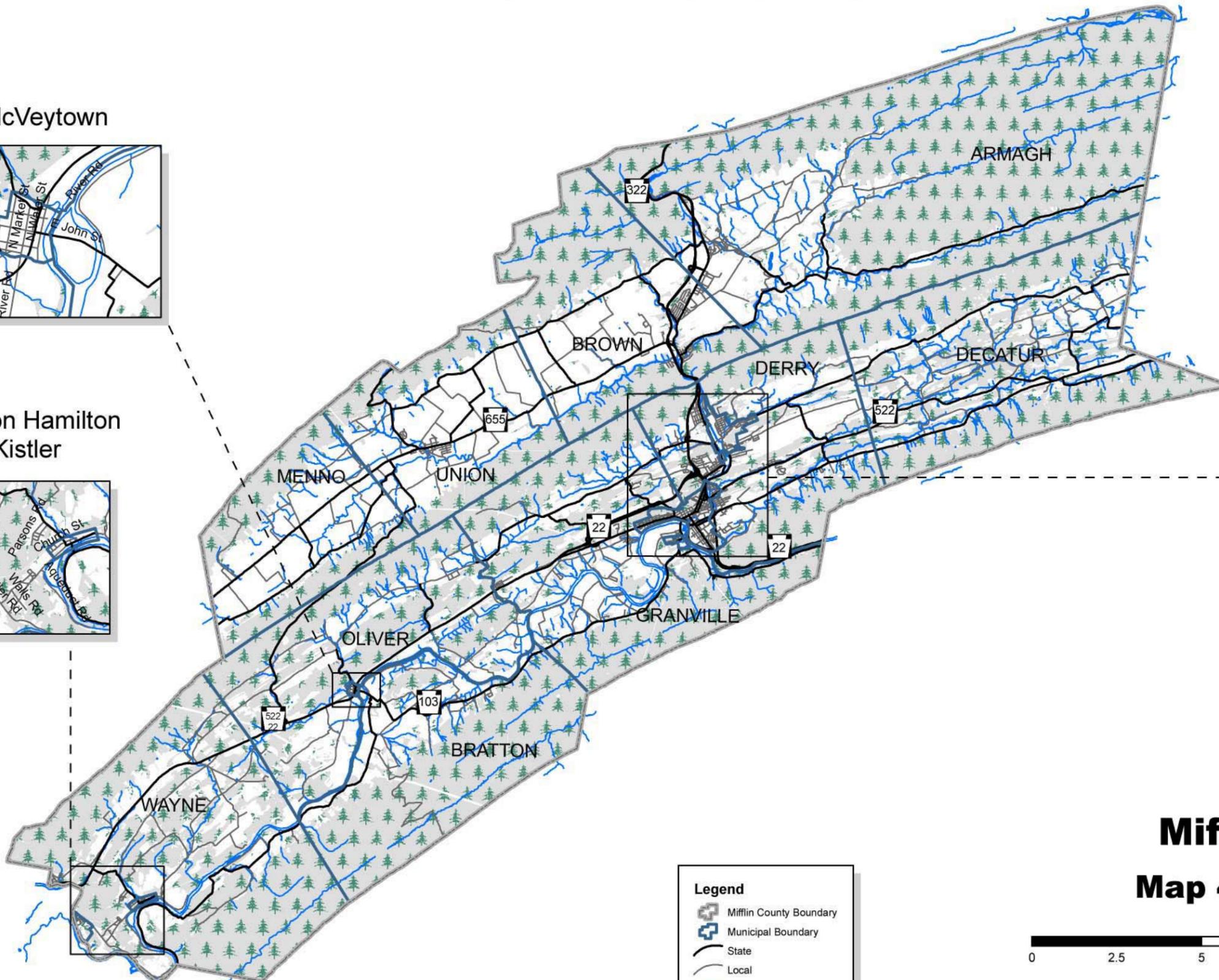
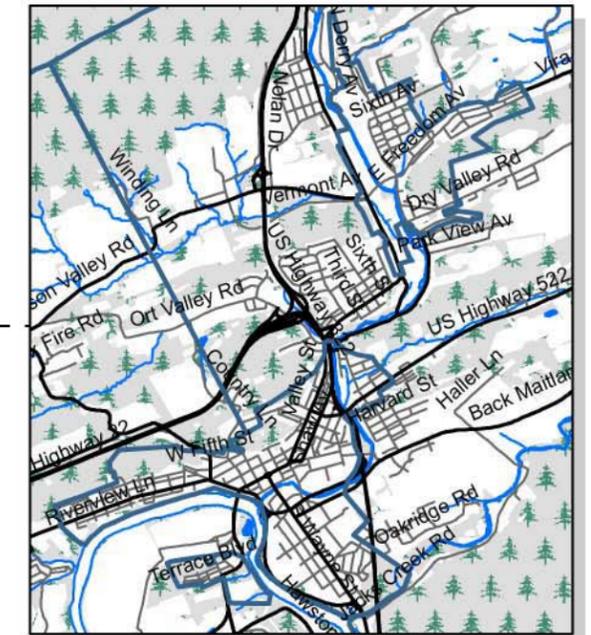
McVeytown



Newton Hamilton  
Kistler



Burnham  
Lewistown  
Juniata Terrace



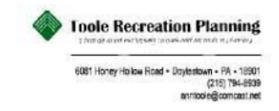
**Legend**

- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Stream
- Water Body
- Forest Cover

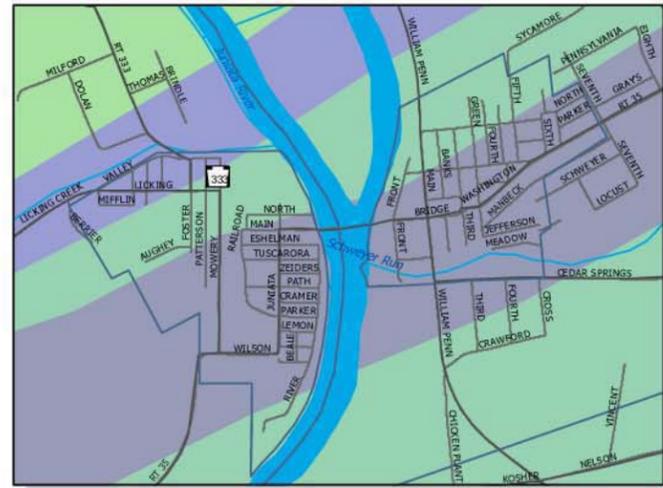
**Mifflin County**

**Map 4 Woodlands**

Provided by: Mifflin County GIS Department  
NAD 1983 Pennsylvania State Plane North FIPS 3701 Feet



# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



Mifflin Borough & Mifflintown Borough

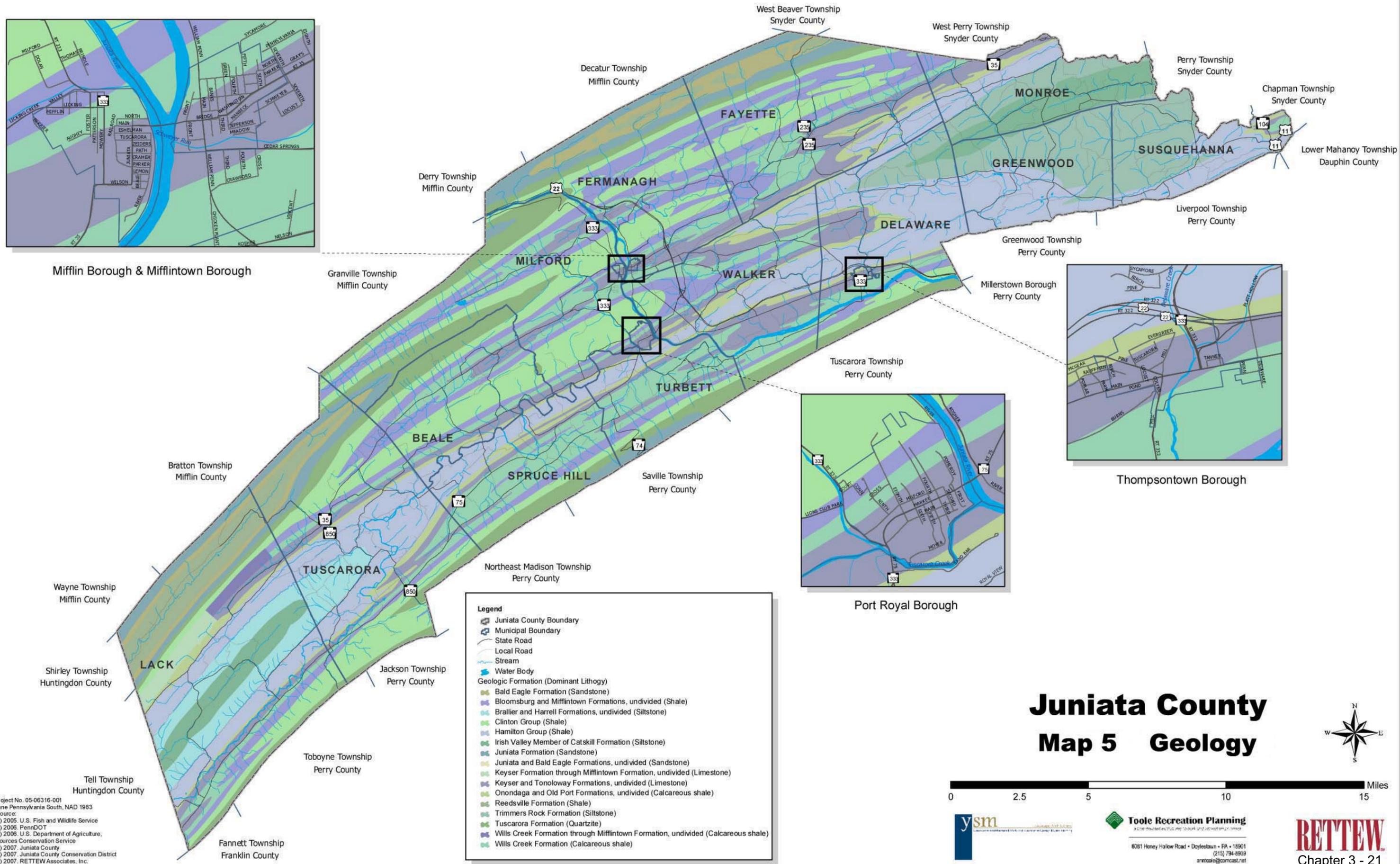
Granville Township  
Mifflin County



Thomsontown Borough



Port Royal Borough



**Legend**

- Juniata County Boundary
- Municipal Boundary
- State Road
- Local Road
- Stream
- Water Body
- Geologic Formation (Dominant Lithogy)**
- Bald Eagle Formation (Sandstone)
- Bloomsburg and Mifflintown Formations, undivided (Shale)
- Brallier and Harrell Formations, undivided (Siltstone)
- Clinton Group (Shale)
- Hamilton Group (Shale)
- Irish Valley Member of Catskill Formation (Siltstone)
- Juniata Formation (Sandstone)
- Juniata and Bald Eagle Formations, undivided (Sandstone)
- Keyser Formation through Mifflintown Formation, undivided (Limestone)
- Keyser and Tonoloway Formations, undivided (Limestone)
- Onondaga and Old Port Formations, undivided (Calcareous shale)
- Reedsville Formation (Shale)
- Trimmers Rock Formation (Siltstone)
- Tuscarora Formation (Quartzite)
- Wills Creek Formation through Mifflintown Formation, undivided (Calcareous shale)
- Wills Creek Formation (Calcareous shale)

## Juniata County Map 5 Geology

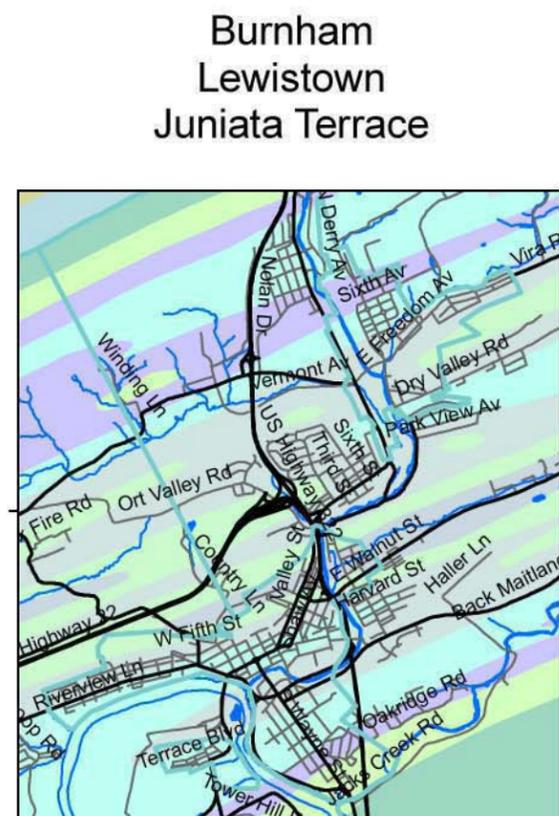
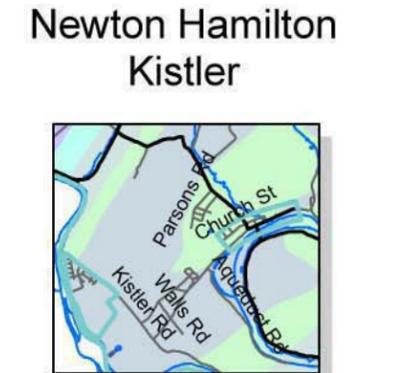
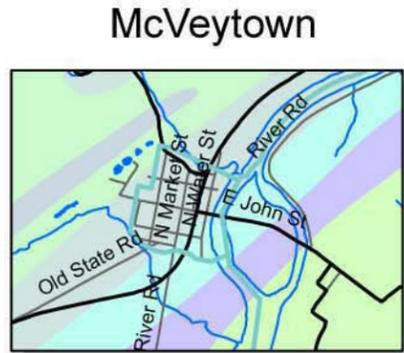
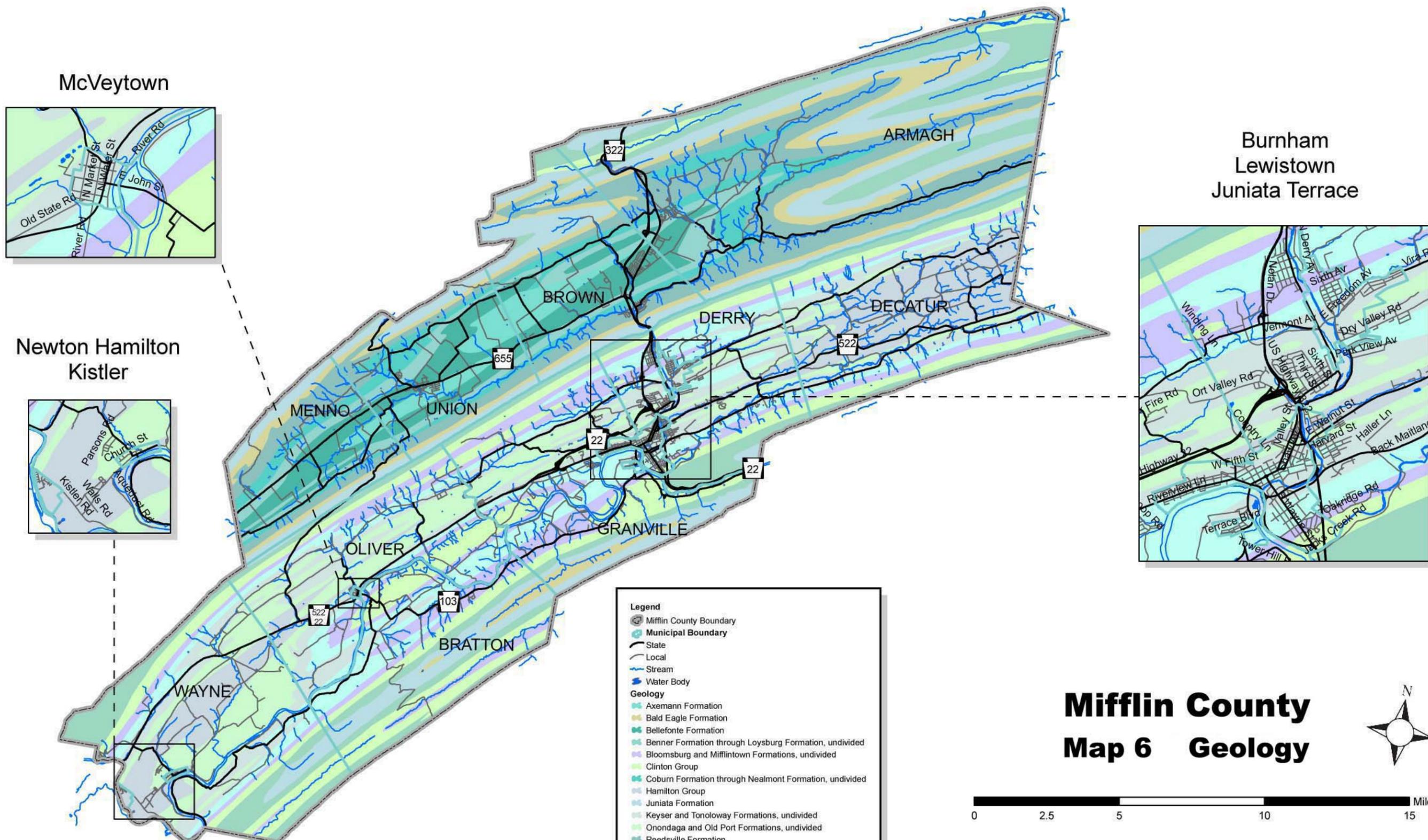


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# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



**Legend**

- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Stream
- Water Body

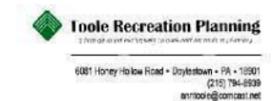
**Geology**

- Axemann Formation
- Bald Eagle Formation
- Bellefonte Formation
- Benner Formation through Loysburg Formation, undivided
- Bloomsburg and Mifflintown Formations, undivided
- Clinton Group
- Coburn Formation through Nealmont Formation, undivided
- Hamilton Group
- Juniata Formation
- Keyser and Tonoloway Formations, undivided
- Onondaga and Old Port Formations, undivided
- Reedsville Formation
- Trimmers Rock Formation
- Tuscarora Formation
- Wills Creek Formation

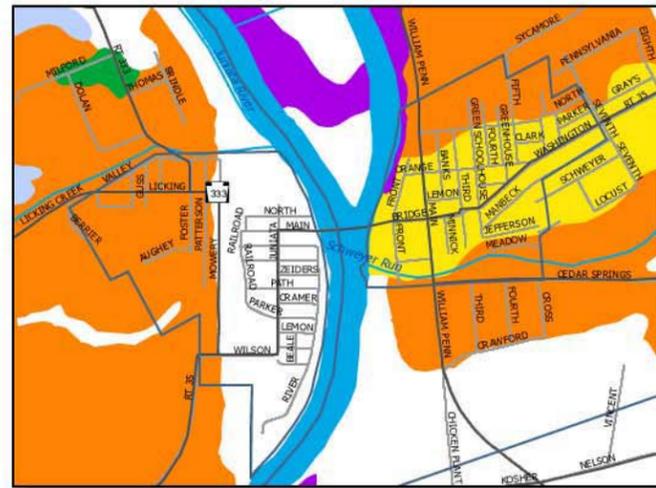
## Mifflin County Map 6 Geology



Provided by: Mifflin County GIS Department  
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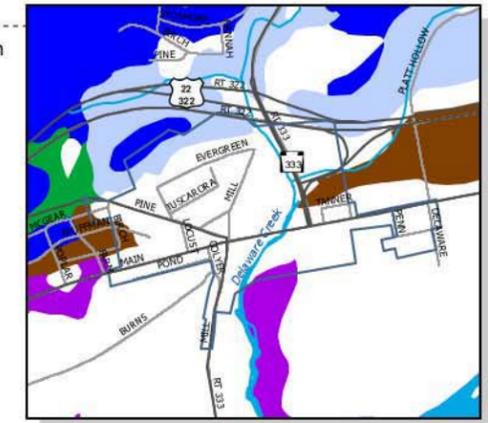


# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

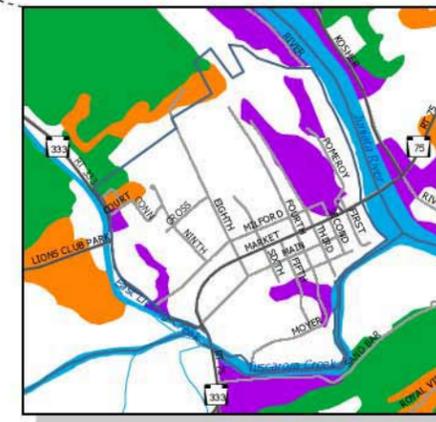


Mifflin Borough & Mifflintown Borough

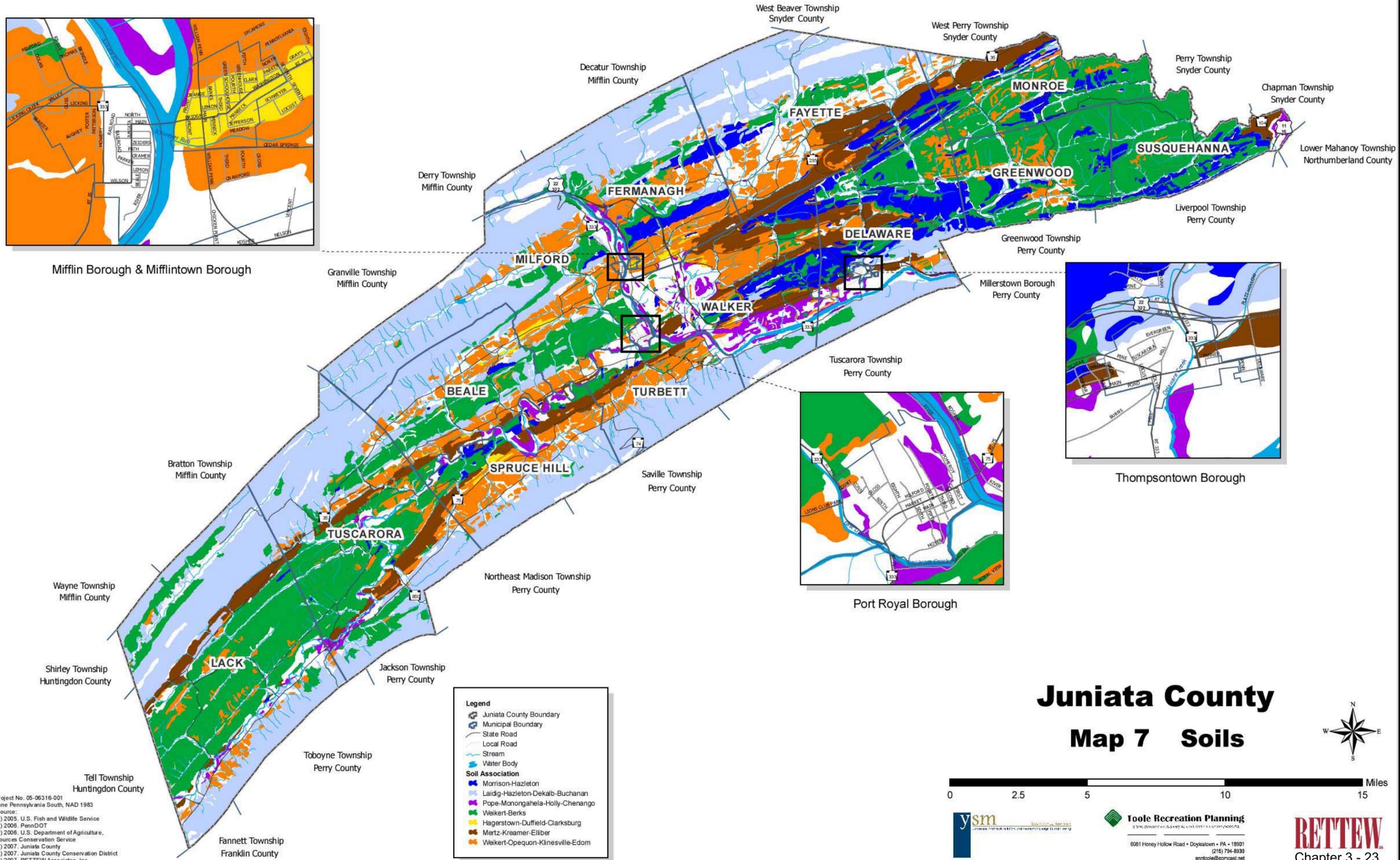
Granville Township  
Mifflin County



Thompsontown Borough



Port Royal Borough



**Legend**

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

**Soil Association**

- Morrison-Hazleton
- Laidig-Hazleton-Dekalb-Buchanan
- Pope-Monongahela-Holly-Chenango
- Weikert-Berks
- Hagerstown-Duffield-Clarksburg
- Mertz-Kreamer-Elliber
- Weikert-Opequon-Klinesville-Edom

## Juniata County Map 7 Soils

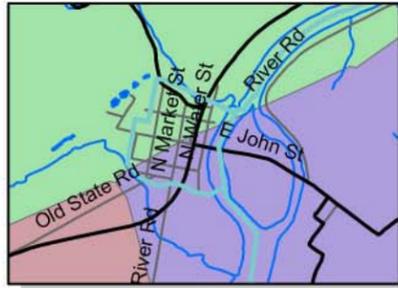


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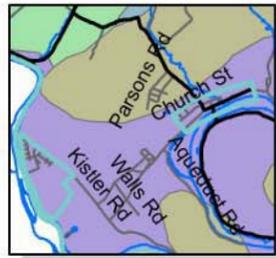
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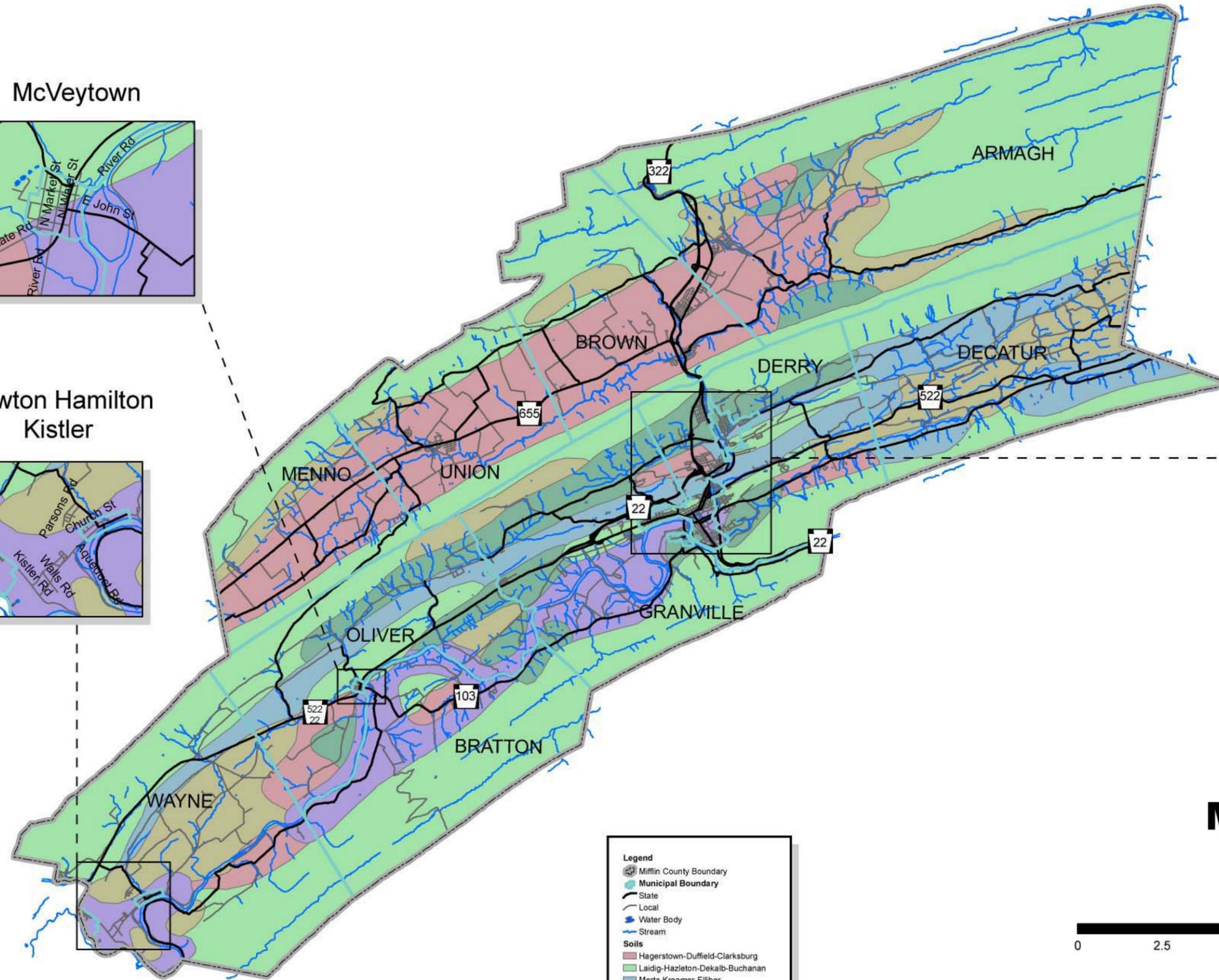
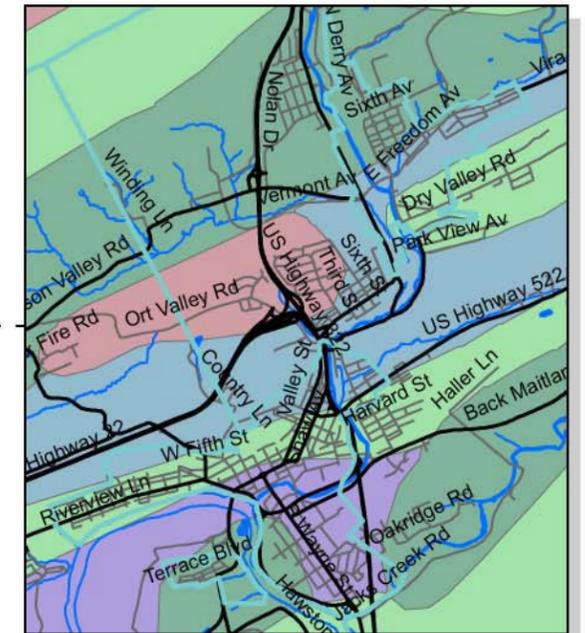
McVeytown



Newton Hamilton  
Kistler



Burnham  
Lewistown  
Juniata Terrace



**Legend**

- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Water Body
- Stream

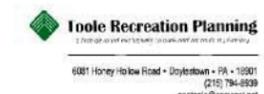
**Soils**

- Hagerstown-Duffield-Clarksburg
- Laidig-Hazleton-Dekalb-Buchanan
- Mertz-Kreamer-Elliber
- Pope-Monongahela-Holly-Chenango
- Weikert-Berks
- Weikert-Opequon-Klinesville-Edom

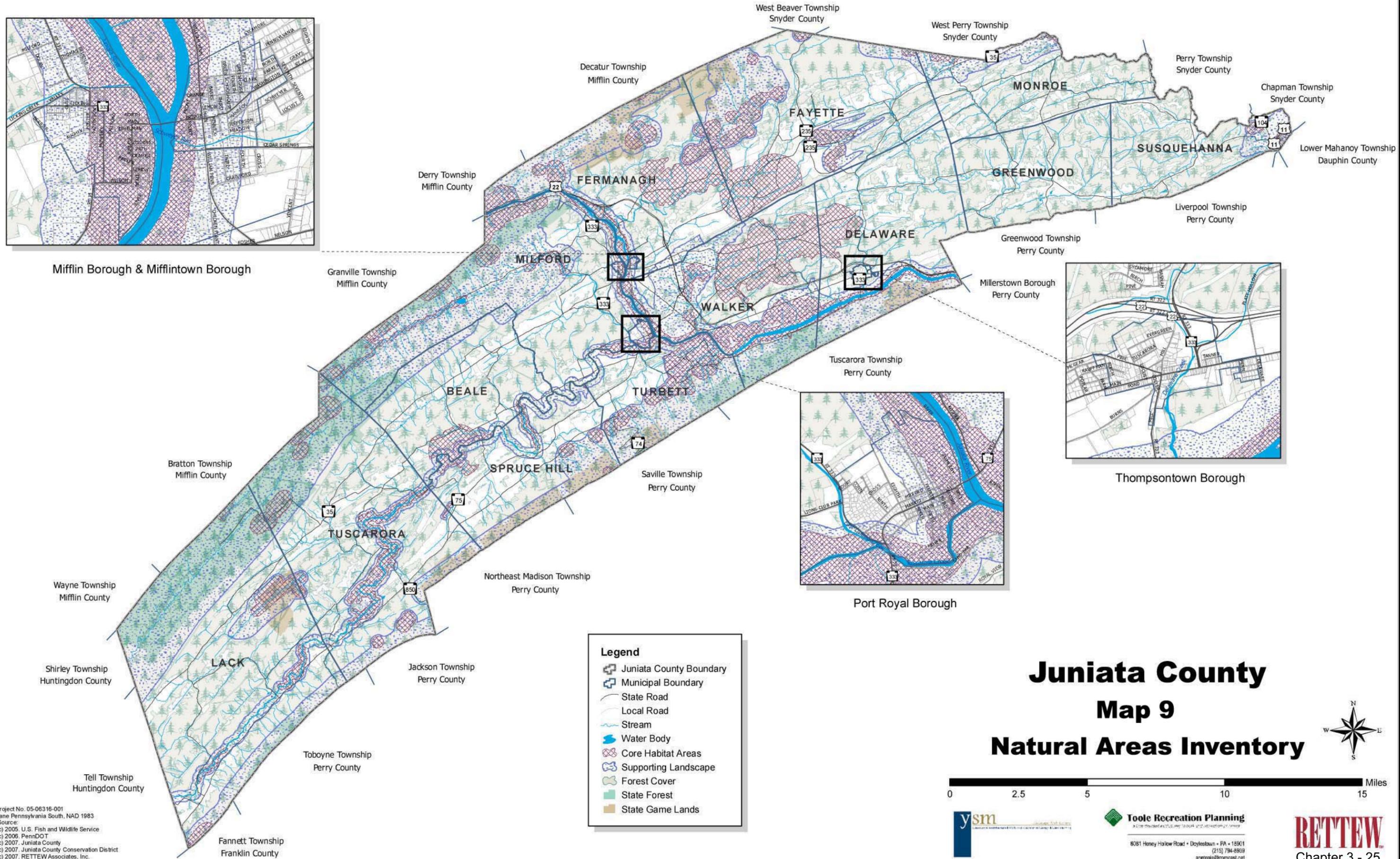
## Mifflin County Map 8 Soils



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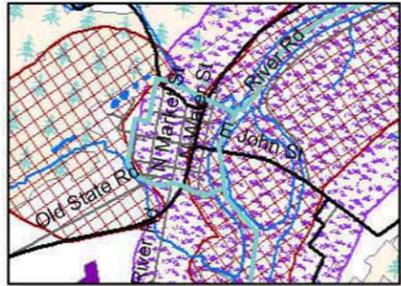
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 anmale@comcast.net

**RETTEW**  
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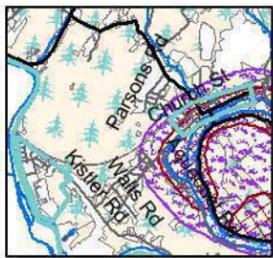
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# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

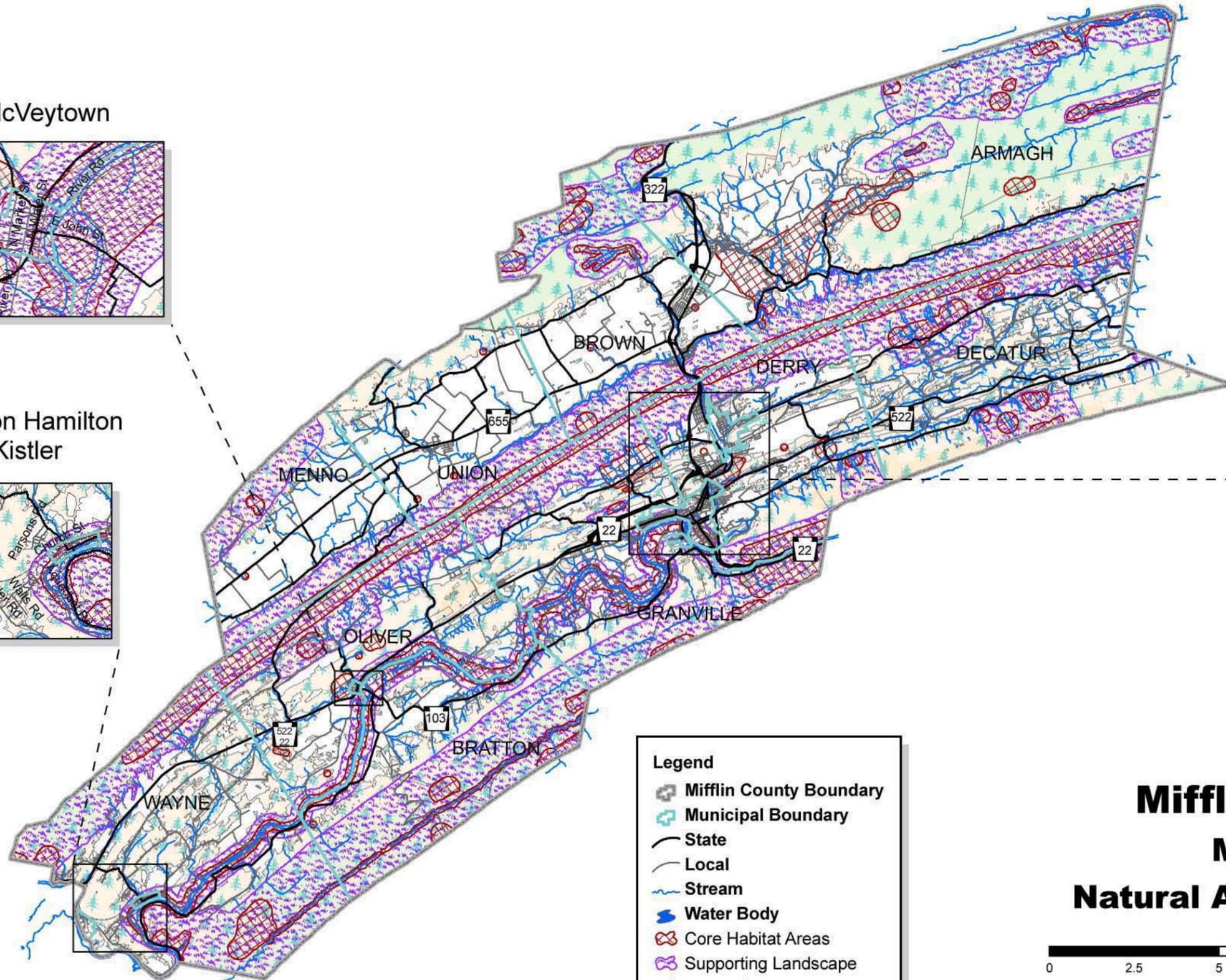
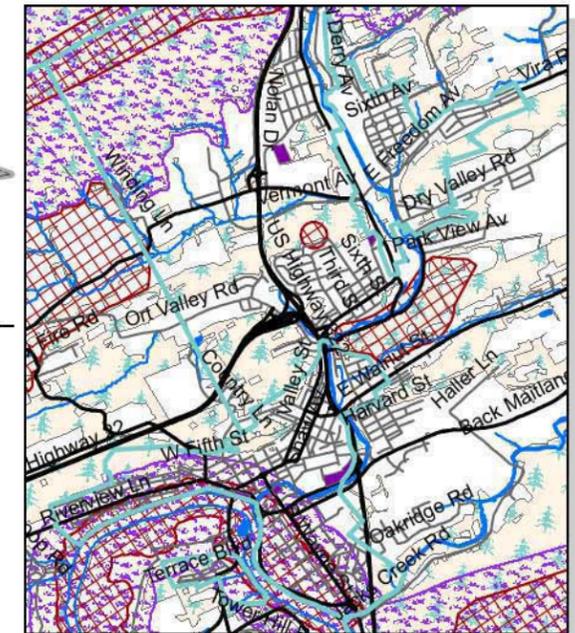
McVeytown



Newton Hamilton  
Kistler



Burnham  
Lewistown  
Juniata Terrace

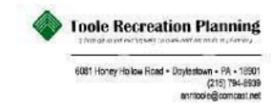


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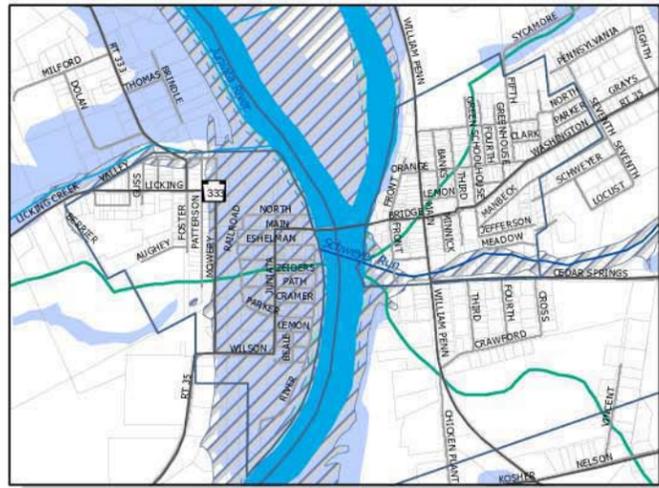
- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Stream
- Water Body
- Core Habitat Areas
- Supporting Landscape
- Forest Cover
- State Forest
- State Game Lands

**Mifflin County**  
**Map 10**  
**Natural Areas Inventory**

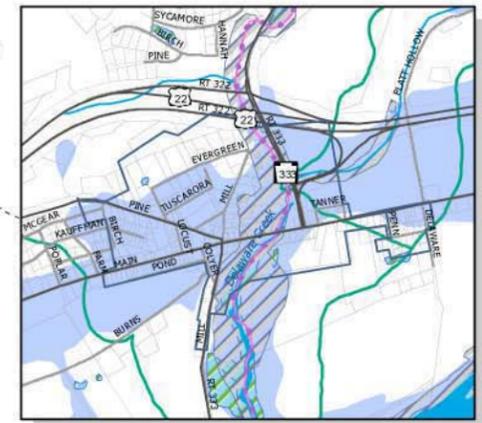
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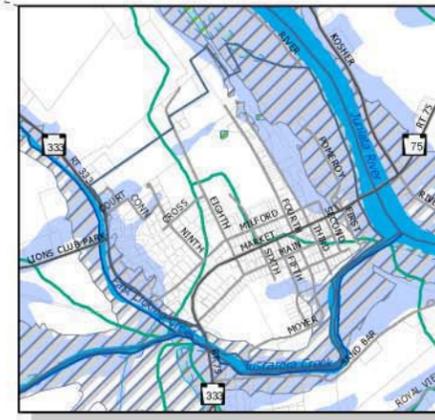
# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



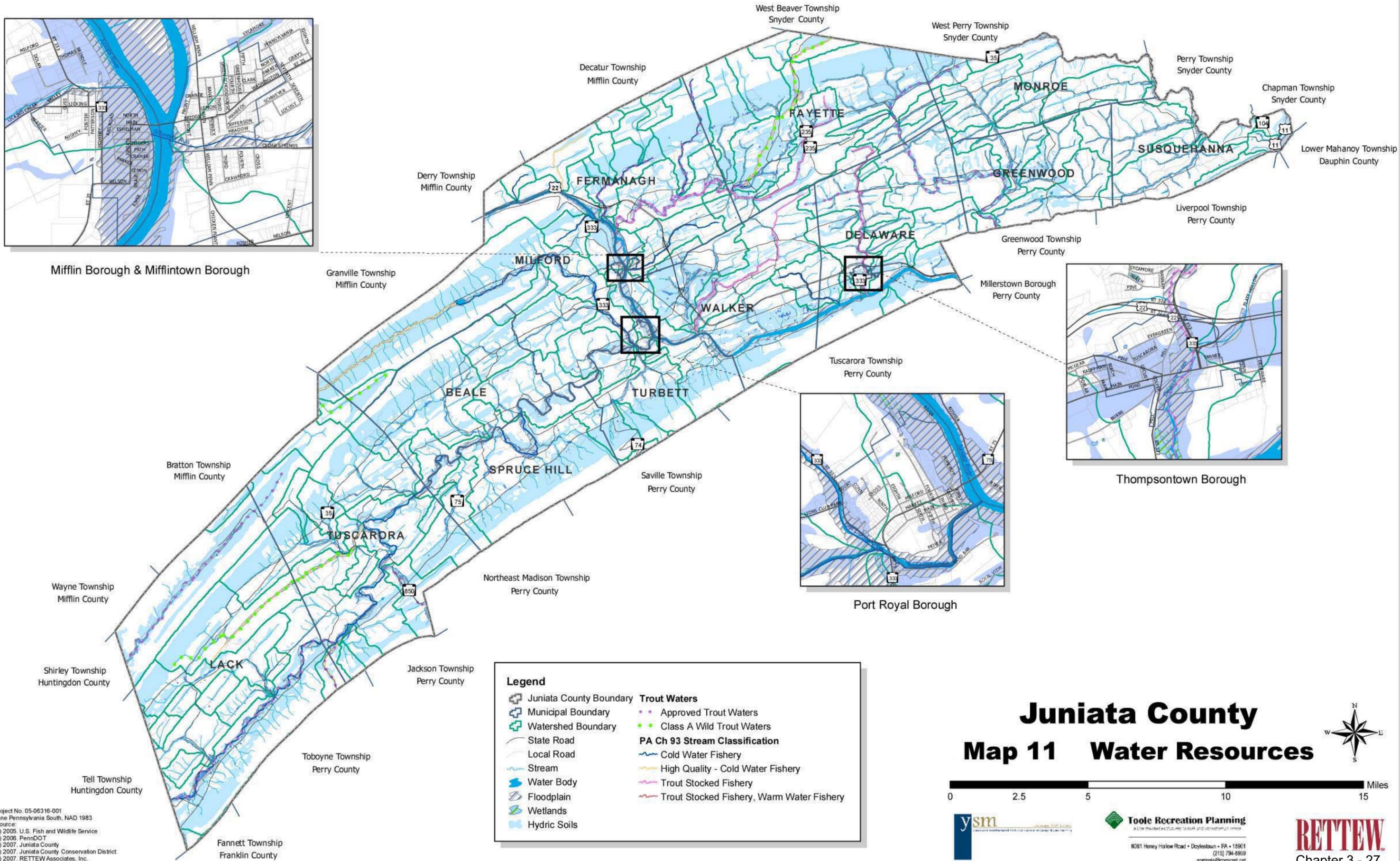
Mifflin Borough & Mifflintown Borough



Thomsontown Borough



Port Royal Borough



**Legend**

	Juniata County Boundary		Approved Trout Waters
	Municipal Boundary		Class A Wild Trout Waters
	Watershed Boundary	<b>PA Ch 93 Stream Classification</b>	
	State Road		Cold Water Fishery
	Local Road		High Quality - Cold Water Fishery
	Stream		Trout Stocked Fishery
	Water Body		Trout Stocked Fishery, Warm Water Fishery
	Floodplain		
	Wetlands		
	Hydric Soils		

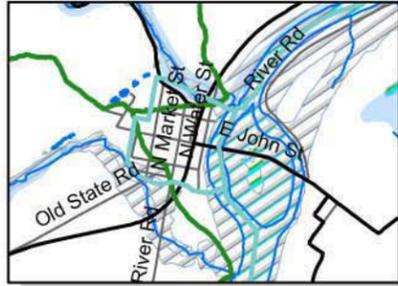
**Juniata County**  
**Map 11 Water Resources**

0 2.5 5 10 15 Miles

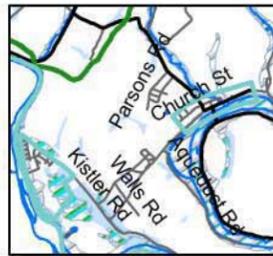
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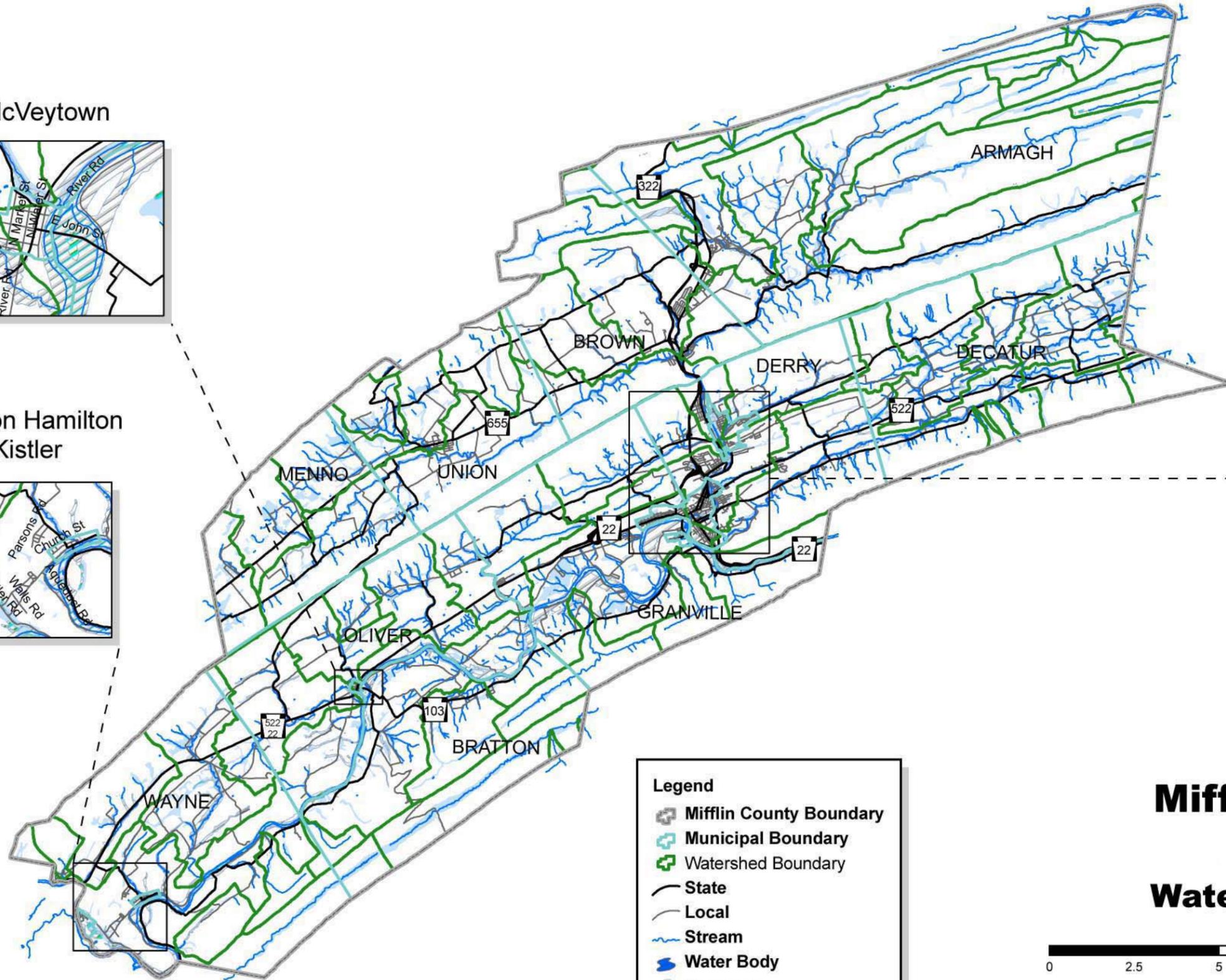
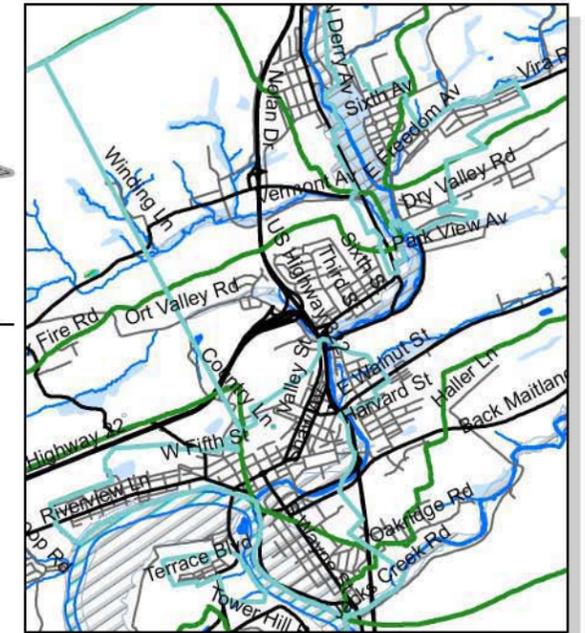
McVeytown



Newton Hamilton  
Kistler



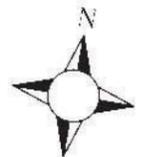
Burnham  
Lewistown  
Juniata Terrace



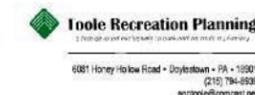
**Legend**

- Mifflin County Boundary
- Municipal Boundary
- Watershed Boundary
- State
- Local
- Stream
- Water Body
- Floodplain
- Wetlands
- Hydric Soils

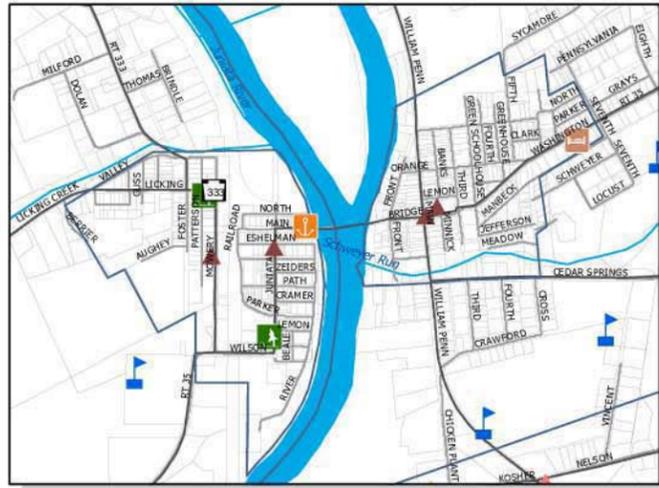
## Mifflin County Map 12 Water Resources



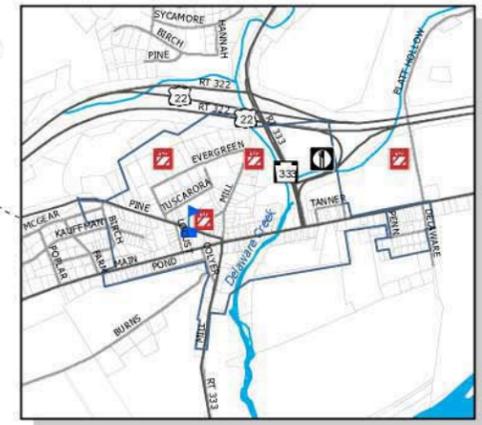
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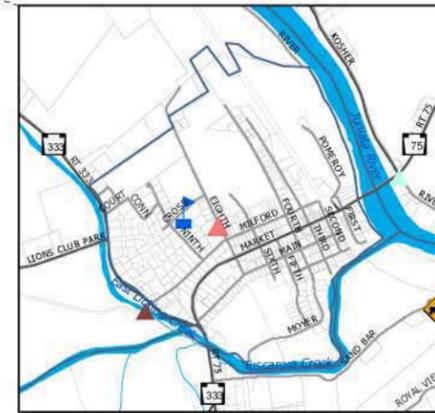
# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



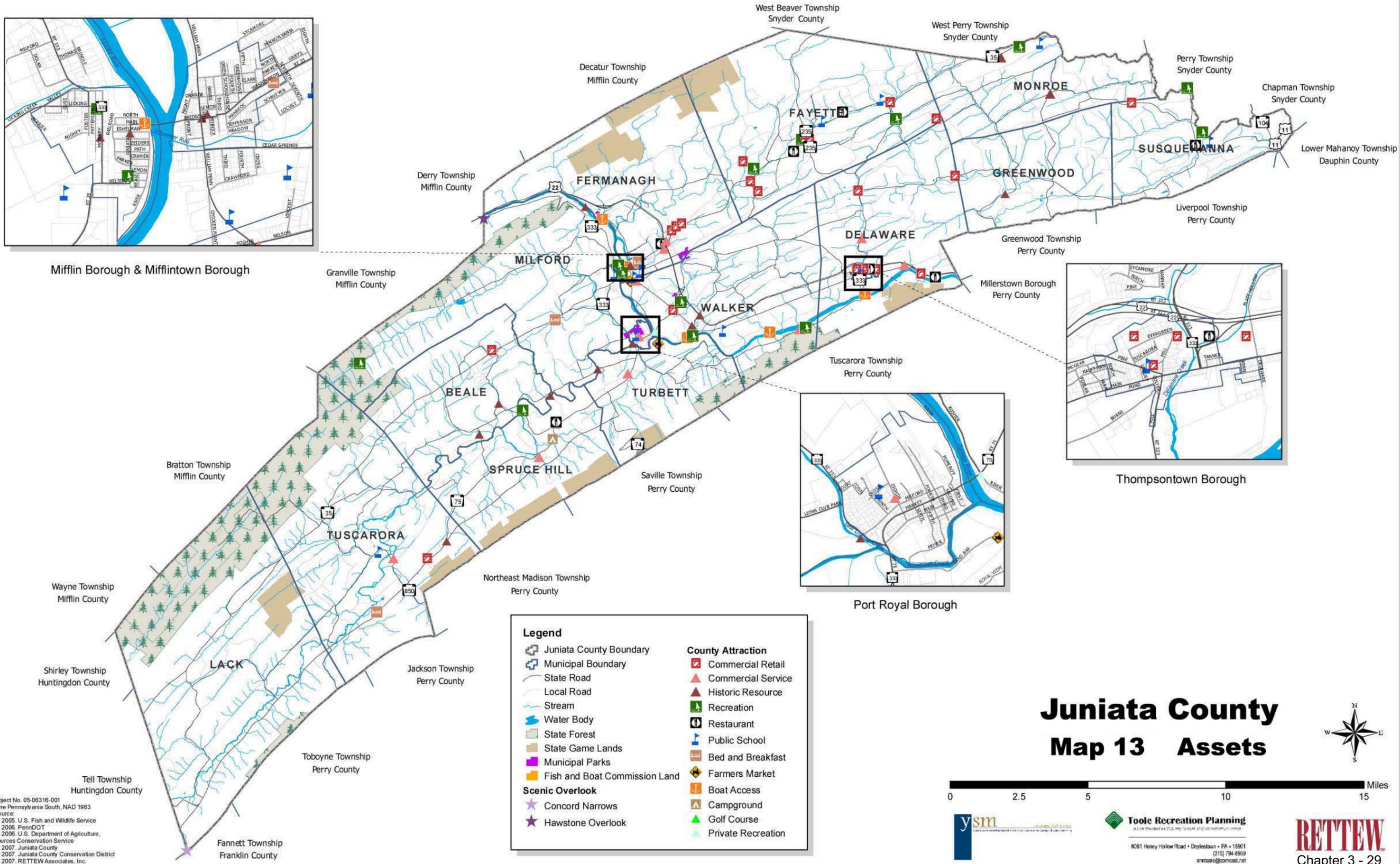
Mifflin Borough & Mifflintown Borough



Thompsontown Borough



Port Royal Borough



**Legend**

- Juniata County Boundary
- Municipal Boundary
- State Road
- Local Road
- Stream
- Water Body
- State Forest
- State Game Lands
- Municipal Parks
- Fish and Boat Commission Land
- Scenic Overlook
- Concord Narrows
- Hawstone Overlook

**County Attraction**

- Commercial Retail
- Commercial Service
- Historic Resource
- Recreation
- Restaurant
- Public School
- Bed and Breakfast
- Farmers Market
- Boat Access
- Campground
- Golf Course
- Private Recreation

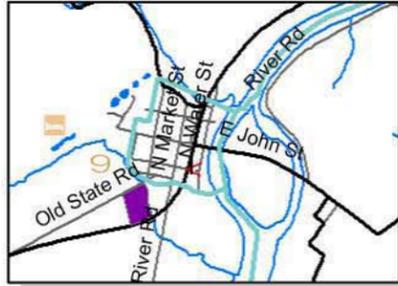
## Juniata County Map 13 Assets



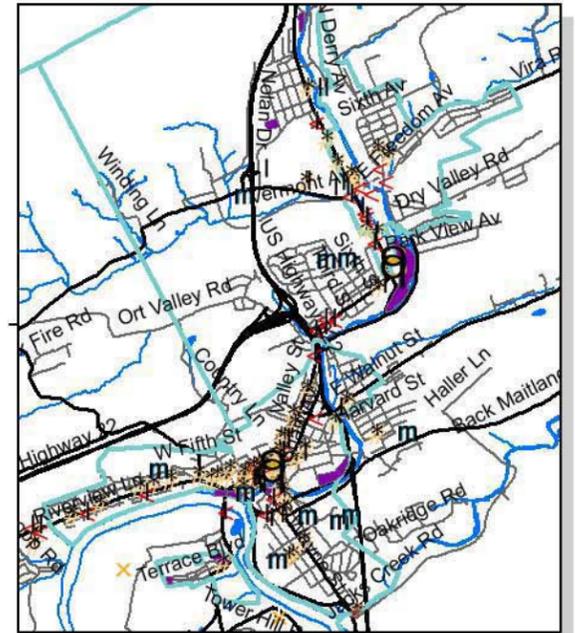
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# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

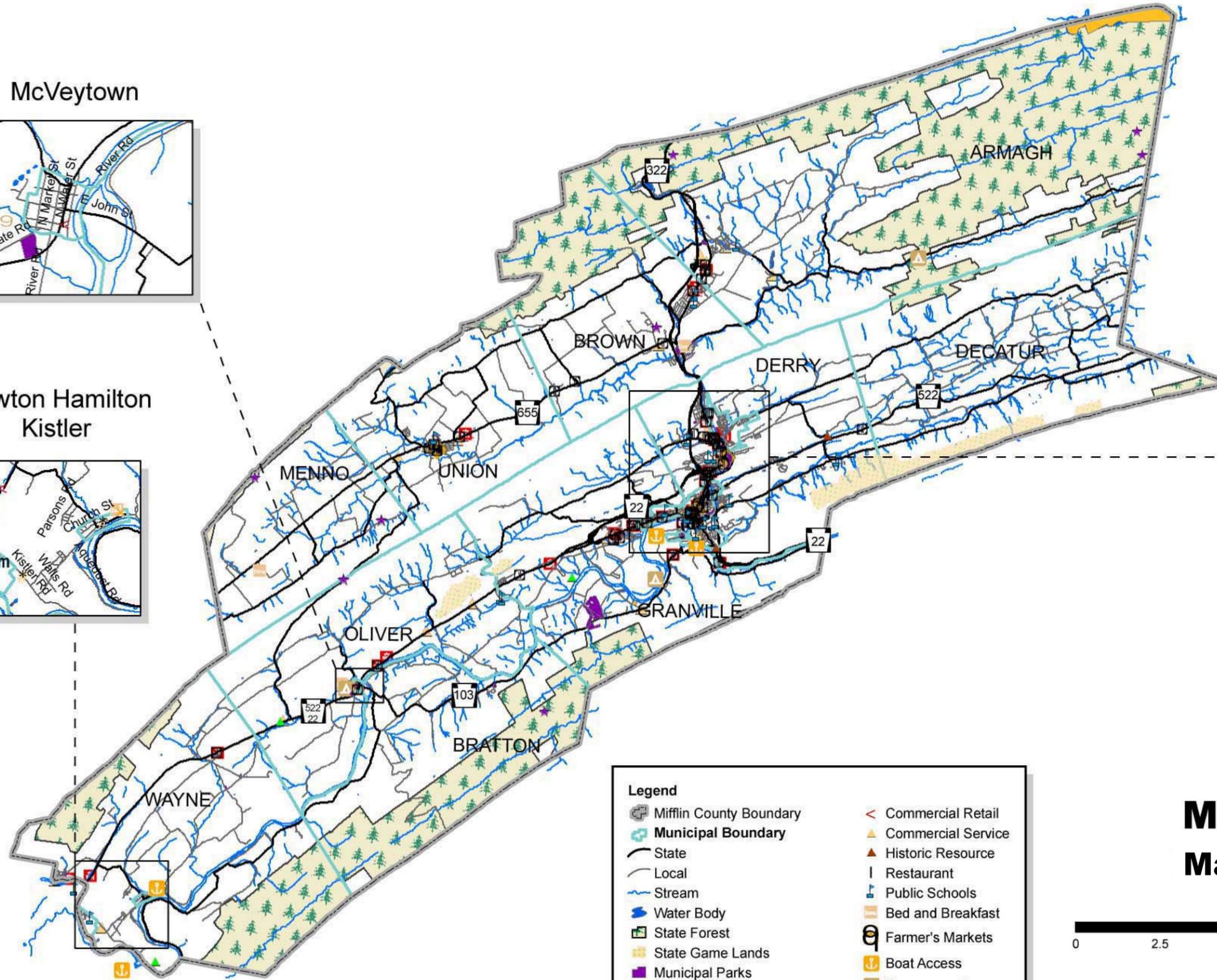
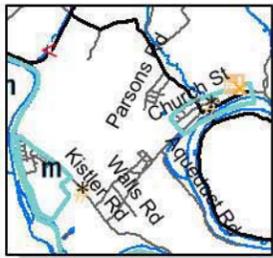
McVeytown



Burnham  
Lewistown  
Juniata Terrace



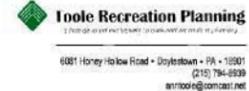
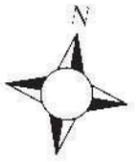
Newton Hamilton  
Kistler



**Legend**

Mifflin County Boundary	Commercial Retail
Municipal Boundary	Commercial Service
State	Historic Resource
Local	Restaurant
Stream	Public Schools
Water Body	Bed and Breakfast
State Forest	Farmer's Markets
State Game Lands	Boat Access
Municipal Parks	Campground
Fish and Boat Commission Land	Golf Courses
Overlooks	

## Mifflin County Map 14 Assets



Provided by: Mifflin County GIS Department  
NAD 1983 Pennsylvania State Plane North FIPS 3701 Feet



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Chapter 4

# Agricultural Resources of Juniata and Mifflin Counties



## Introduction

Juniata and Mifflin Counties have significant farmland nestled between the long ridgelines that traverse the Counties. Agriculture and farmland are a part of Juniata and Mifflin Counties identity and heritage. The valley farms with the backdrop of wooded ridgelines are a core landscape image for the Counties. Agriculture lands are critical components of open space, just as forest and meadow lands, streams, and rivers are part of the landscape valued and enjoyed by all who reside and visit the area. Agricultural fields and fenced pastures are central to the rural landscape character of Juniata and Mifflin Counties.

Agriculture has long been the leading industry in the Counties and this agriculture heritage continues today with large and small farms located throughout the valleys. The agricultural industry of the Counties is based in both field crops and livestock and includes many supporting farm-based businesses. Juniata County is characterized by field crops with significant poultry production in the eastern portion of the County. Mifflin County has a larger percentage of dairy farms, many of which are located in the broad “Big Valley” area located in the northern portion of the County between Stone Mountain and Jacks Mountain.

## Current Conditions for Agriculture in Juniata and Mifflin Counties

The most recent Pennsylvania Agricultural Census (2007) states the total acreage of farmland in Juniata County as 97,681 acres and 94,133 acres in Mifflin County. This acreage equates to over one-third of Juniata County’s land area (38.78%) and over one-third of Mifflin County’s land area (35.47%) devoted to agriculture.

The 2007 Pennsylvania Agricultural Census shows that there are more acres in agriculture in both Counties than the previous census in 2002, while the average farm size decreased. Over the past several decades, both Counties have seen an increase in Amish farm ownership. The agricultural tradition of the Amish and their commitment to this heritage bode well for the future of agriculture in the Counties.

Table 4-1 - Juniata and Mifflin Counties Farmland Loss/Grain			
Year	Acres in Farms	Number of Farms	Average Farm Size
<b>Juniata County</b>			
2002	86,203	644	134 acres
2007	97,681	788	124 acres
% Change	+ 13%	+ 22%	- 7%
<b>Mifflin County</b>			
2002	90,486	752	120
2007	94,133	1,024	92
% Change	+ 4%	+ 36%	- 24%

Source: 2007 USDA Census of Agriculture

As of January 2009, Juniata County had 13 farms preserved through the Agricultural Conservation Easement Program (ACE) equating to 1,541 acres of farmland and Mifflin County had 16 farms totaling 1,764 acres. There is more interest in the ACE program in both Counties than can be funded on an annual basis. Typically, each County can fund the purchase of only one farm annually and each year there are many more applications that must go on the waiting list. In 2008, Mifflin County had 13 applications and Juniata County typically receives 18-20 applications annually for the ACE Program. In both Counties the yearly funding typically covers purchase of one farm in the 80-120 acre range.



In 2008 the Pennsylvania Department of Agriculture listed 67 Concentrated Animal Operations (CAOs) in Juniata County and 23 in Mifflin County. These large-scale agricultural operations are a significant departure from the traditional family farms that previously dominated farming in the area.



In contrast to the large-scale factory farms are the Amish farms that can be found in both Juniata and Mifflin Counties. The Amish continue 18<sup>th</sup> century farming practices, using non-mechanized equipment and driving their produce to farmers markets and roadside stands with horse-drawn buggies. Several farms and farmer's markets have emerged in both Counties that are open to the public on a daily or weekly basis in and out of season. A farm or farmer's market where locally grown fresh produce can be purchased is located in or within minutes of each County seat and other population centers.

The Counties are witnessing agricultural innovation with farmers of diverse backgrounds and interests moving to the area. These farmers are thinking differently about farming and how it can be viable within the current economic model. They are working with Pennsylvania Association for Sustainable Agriculture (PASA) to maximize economic opportunities for farmers. Ideas such as Buy Fresh Buy Local and agri-tourism are emerging in the Counties as a new way to practice and sustain agriculture.

### Economics of Agriculture in Juniata and Mifflin Counties

Juniata and Mifflin Counties have deep agricultural roots and it remains the leading industry in both Counties. Although the soils are not as significant for agriculture as elsewhere in the Commonwealth, farming and associated farm industries are critical to the economic health of the Counties. Pennsylvania farmers and agribusinesses are the leading economic drivers in the state and Juniata and Mifflin Counties are ranked 15 and 18 respectively out of 67 counties for agricultural products sold. The Pennsylvania

Agricultural Census for 2007 listed the value of agricultural products sold in Juniata County as \$91,658,000 and \$86,818,000 for products sold in Mifflin County. Dairy production ranked as the largest segment of Mifflin County's agricultural business and poultry ranked highest in Juniata County.

### Farmer's Perspective

A public forum was held with farmers as part of the public input process for this plan. A diverse representation of farmers attended and shared their thoughts on farming and the future of farming in the two Counties. Farmers raised concerns about farming and its future viability and identified challenges that face today's farmers in the Counties. Concerns and challenges include:

- The low compensation for land through the Agricultural Conservation Easement program and low level of state funding for the program relative to other counties.
- Although both Counties have chapters of the PA Farm Bureau that serve farmers and their interests, participants expressed the need for a common organization for farmers to come together to advocate for their interests. Following the forum, farmers continued to call the County agricultural agents with their comments demonstrating the need for a communications vehicle for regular discussion about agricultural and farmer's ideas and concerns.
- State policies on funding for farmland preservation favor counties in developing areas of the state, such as southeastern Pennsylvania and Lancaster County. While these counties also have prime farmland soils, the money does not go as far as it would in Juniata and Mifflin Counties for preservation. Dealing with this as a policy issue could be an area of exploration if a farmers group is formed for on-going discussion of farm issues. Having a voice in Harrisburg to influence policy in favor of Juniata and Mifflin Counties would be important.

- As farmers retire they are faced with the difficult decisions of trying to sell their land for farming or development. It is difficult to purchase a farm that can be paid off by farming and developers typically offer higher prices for farmland.
- The trend is toward large-tract corporate-owned farms. The family farm is much less financially feasible than it had been in recent past.
- The Counties present opportunities for farmers with diverse education, experience, and interests to establish operations. Farmers have moved to the Counties from other areas because of the lower land costs, bringing different farming strategies, innovations, and focuses.
- Where will the next generation of farmers come from? Children and grandchildren of farmers are opting for non-farm careers.
- Pennsylvania Association for Sustainable Agriculture (PASA) offers information to farmers on the agricultural industry, opportunities to connect with consumers, and strengthen the economic future of the family farm.
- Amish farmers are active in the two Counties and do purchase farmland.
- The costs of grain, fuel, and other farm necessities are rising, making farming less profitable.
- The tie between tourism and agriculture raises concerns, as those present at the forum thought that sustaining the traditional industry of agriculture in the counties is important.
- Development should be prohibited on Class I soils.
- The initiation of Agricultural Security Area Programs (ASA) in each township of the two Counties should be a priority so that farmers who wish to participate in the

Agricultural Conservation Easement Program (ACE) can do so.

## Agricultural Soils of Juniata and Mifflin Counties

The Agricultural Soils Maps (pages 4-7 and 4-8) illustrate the locations of the quality of the soils for agricultural purposes based on the USDA Soil Capability Classes. Prime farmland in the Counties includes Class I and II soils. Pennsylvania classifies Class III soils as “soils of statewide importance” due to their productive capabilities.

Table 4-2 USDA Soil Capability Classes
<p><b>Class I Soils</b> have few limitations that restrict their use.</p> <p><b>Class II Soils</b> have moderate limitations that reduce the choice of plants or require moderate conservation practices.</p> <p><b>Class III Soils</b> have severe limitation that reduce the choice of plants or require special conservation practices, or both.</p> <p><b>Class IV Soils</b> have very severe limitation that reduce the choice of plants or that require very careful management, or both.</p>

When the preservation of agricultural land is a land use goal, there is an inherent conflict that is becoming more and more evident in Juniata and Mifflin Counties. The best soils for farming are also the most compatible soils for development. Compatibility with development translates into higher land values. Farmers are often presented with the conflicting choice of selling their farms for development or continuing to farm. The American Farmland Trust, *Farming on the Edge* report notes that this conflict is occurring nationwide with our highest quality farmland threatened by development. “We’re losing our best land – most fertile and productive – the fastest.”

Table 4-3 - Juniata and Mifflin County Agricultural Soils		
Soil Class	Juniata County	Mifflin County
Prime Farmland (Class I & II)	23,000 acres	35,780 acres
Soils of Statewide Importance (Class III)	67,110 acres	39,440 acres

Source: GIS data and County Conservation Districts

The recent development activity of the Big Valley is a testament to the pressures of development on the best farmland. For years 2003 through 2005 Brown Township in the Big Valley had the most building permits issued of any municipality in Mifflin County. The gently sloped terrain of the Big Valley and easy access from the Route 322 corridor are putting additional pressures on these important agricultural resources.

### County Agricultural Preservation Programs

Juniata and Mifflin Counties have three programs to promote the continuation of farming and the preservation of agricultural lands in the Counties: Clean and Green program, the Agricultural Security Area program (ASA), and the Agricultural Conservation Easement (ACE) program. The Agricultural Lands Maps (pages 4-9 and 4-10) illustrate parcels enrolled in the ASA and ACE programs in the Counties.

- Clean and Green – This program offers landowners with parcels of 10 acres or more tax relief for agreeing to keep their properties in agriculture, woodlands, or pastures. Parcels within this program receive a differential property assessment based on the value of productive farmland, not on the parcel’s development potential. Participation in this program does not preserve the farmland, but the lowers tax assessment helps to keep farming viable. Both Counties have parcels enrolled in this program. The program places restrictions on the future subdivision of land or establishment of non-agricultural business on the land. If the landowner makes changes to lands within the program resulting in noncompliance with the program restrictions roll-back taxes and interests will be assessed based on the program provisions. These restrictions and penalties are not always fully understood by landowners.
- Agricultural Security Area (ASA) – The ASA program does not directly preserve farmland but promotes farming operations

by strengthening rights relative to farm operations. Parcels placed in this program receive a variety of benefits such as protection from certain ordinance restrictions, limited protection from condemnation of land, and eligibility for the agricultural conservation easements program. As of August 2008 Juniata County had 31,741 acres (590 parcels) in the ASA and Mifflin County had 38,937 acres (289 parcels) in the ASA.

- Agricultural Conservation Easement (ACE) – This state program is administered by the Counties and provides a mechanism for purchasing agricultural conservation easements from willing landowners enrolled in ASA’s. A parcel must be previously enrolled as an ASA to be eligible for the ACE program. Funds from the state and county are used to purchase land development rights. The farmer retains ownership of the land and can continue to farm the land, but the land cannot be converted to a use other than agriculture. Agricultural conservation easements are held in perpetuity, providing permanent protection for farmland. The landowner benefits by receiving the proceeds from the sale of the development rights.

Growth and development are taking important farmlands out of productions. Growth in the Old 22/Route 322 corridor between Thompsontown and Mifflintown is experiencing growth with land lost to residential development. This area is convenient to Route 322 and within commuting distance to Harrisburg which is spurring the growth. In Mifflin County the Big Valley is experiencing growth which is taking viable farmland out of production. Both of these areas include some of the best soils in the Counties.

Development in the Big Valley has primarily occurred in Brown Township, which until recently was the only township in Mifflin County without an ASA program. Currently all Mifflin County townships have an ASA program and Lack Township is the only township in Juniata County without an ASA program. Farms are not eligible for

the ACE program and permanent protection if an ASA program does not exist in the municipality.

## Administration of the Agricultural Preservation Programs

Both Juniata and Mifflin Counties have an administrator that oversees the agricultural preservation programs for their Counties. Unfortunately, the staff is limited to one person in each County and administering the agricultural preservation program as one of many other functions they must perform. Agricultural preservation is administered by the County Conservation Districts. Demands on the staff time greatly exceed their capacity. While funding is tight, additional staff is needed for farmers support, outreach, and developing an ongoing forum for the farmers input and discussions. Staff would also provide support and information about farming trends in alternative methods of farming such as sustainable agriculture, organic farming, farm to table, and other programs. By comparison, Centre County has a dedicated



planner in the Centre County Planning and Community Development Office that administers the agricultural preservation program. Although the planner interacts with the Conservation District and County Cooperative Extension, his responsibilities are limited to the Centre County Agricultural Preservation program and the non-profit Centre County Farmland Trust.

## Funding of Agricultural Preservation

An often heard remark regarding the Agricultural Conservation Easement Program in Juniata and Mifflin Counties is that the program is under funded

by the Commonwealth, relative to other counties and the funding at not at a level needed to address the majority of the farmers interested in participating in the program. Both Counties have indicated that they typically have funding to purchase development rights from one farm annually and there is consistently a waiting list of farmers interested in preserving their land through the program.

Additionally, many farmers have indicated that the compensation for agricultural conservation easements is a low per acre cost which dissuades many farmers from participating in the program. The program is based on fair market value for agricultural land, but, as the Counties experience growth, the fair market valued for farmland is competing with what developers are willing to pay.

## Conclusions

### Strengths

The industry of agriculture is active and viable in both Juniata and Mifflin Counties. Farming has long been an integral part of the Counties' landscape and there is significant interest among farmers and the general public in sustaining farming into the future. The Amish and new farmers moving to the Counties with new ideas about agriculture as a business add to the vigor of the agriculture industry of the area.

### Challenges

As the Counties' number one industry it is critical to the economic health of the area. The loss of agricultural areas would forever change the essential nature of life in rural Juniata and Mifflin Counties. The loss is incremental but at some point there would be a tipping point in which the character of the communities would essentially change from rural to suburban. Right now, that tipping point is not defined but continued loss of farms and development of major commercial areas on prime farmland set the Counties on this path.

The industry of agriculture is changing and this change may create different opportunities for farmers. Methods for keeping discussions and awareness of alternative methods and trends needs to be advocated and supported.

## Agricultural Resources of Juniata and Mifflin Counties

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It is important to encourage all townships to participate in the Agriculture Security Area program so that landowners have the opportunity to apply for the Agriculture Conservation Easement program. The Agriculture Conservation Easement program is an effective tool for preservation of farmland but unfortunately the Counties do not receive adequate funding to be able to preserve all of the farms that farmers are interested in preserving. Of the 590 parcels enrolled in the ASA Program in Juniata County only 13 parcels or 2-percent have received permanent protection through the ACE Program. Summarily, in Mifflin County only 16 of the 789 ASA parcels, or 2-percent, are permanently protected with easements.

Residential development is modest in Juniata and Mifflin Counties compared to other areas, although both Counties continue to lose farmland to development. The loss of farmland in the Big Valley is noteworthy as the soils in this area are ranked as some of the best agricultural soils in the County. Preserving the Big Valley is critical to the continuation of farming in Mifflin County. Finding ways of providing more County staff time to promote preservation opportunities is needed along with coordinated land use planning and regulations to guide development so that farming can be sustained while providing for development in appropriate locations within the two Counties.

### Opportunities

As the agricultural industry changes it is important to work directly with farmers to understand how agriculture can be promoted and sustained in Juniata and Mifflin Counties. The farmer's forum illustrated the enthusiasm and desire of farmers to work together toward common goals. There is interest in creating an ongoing forum so that farmers can speak with one voice to promote farmland protection and other initiatives to sustain farming as a viable industry in Mifflin and Juniata Counties.

The recent economic downturn has slowed development all across the Commonwealth including Juniata and Mifflin Counties, lessening the pressure on farmers to sell their farmland for development. This window of opportunity coupled with the new interest in locally produced fresh food as an important aspect of a sustainable healthy

lifestyle and new farmers moving to the area with expanded views on the business of agriculture bodes well for agriculture in the Counties.



# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



Mifflin Borough & Mifflintown Borough

Granville Township  
Mifflin County

Derry Township  
Mifflin County

Bratton Township  
Mifflin County

Wayne Township  
Mifflin County

Shirley Township  
Huntingdon County

Tell Township  
Huntingdon County

Fannett Township  
Franklin County

Toboyne Township  
Perry County

Jackson Township  
Perry County

Northeast Madison Township  
Perry County

Saville Township  
Perry County

Tuscarora Township  
Perry County

Greenwood Township  
Perry County

Millerstown Borough  
Perry County

Liverpool Township  
Perry County

Perry Township  
Snyder County

Chapman Township  
Snyder County

Lower Mahanoy Township  
Dauphin County

West Beaver Township  
Snyder County

West Perry Township  
Snyder County

Decatur Township  
Mifflin County

FAYETTE

MONROE

SUSQUEHANNA

FERMANAGH

DELAWARE

GREENWOOD

MILFORD

WALKER

BEALE

TURBETT

TUSCARORA

SPRUCE HILL

LACK



Thompsontown Borough



Port Royal Borough

### Legend

- Juniata County Boundary
- Municipal Boundary
- Parcel
- State Road
- Local Road
- Stream
- Water Body
- Prime Farmland
- Farmland of Statewide Importance

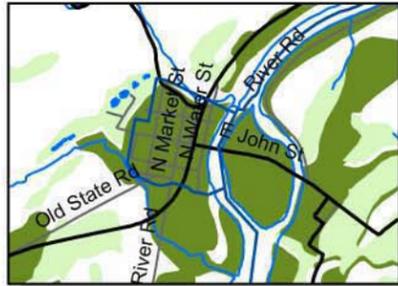
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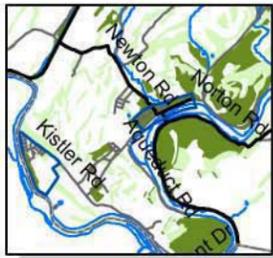
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# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

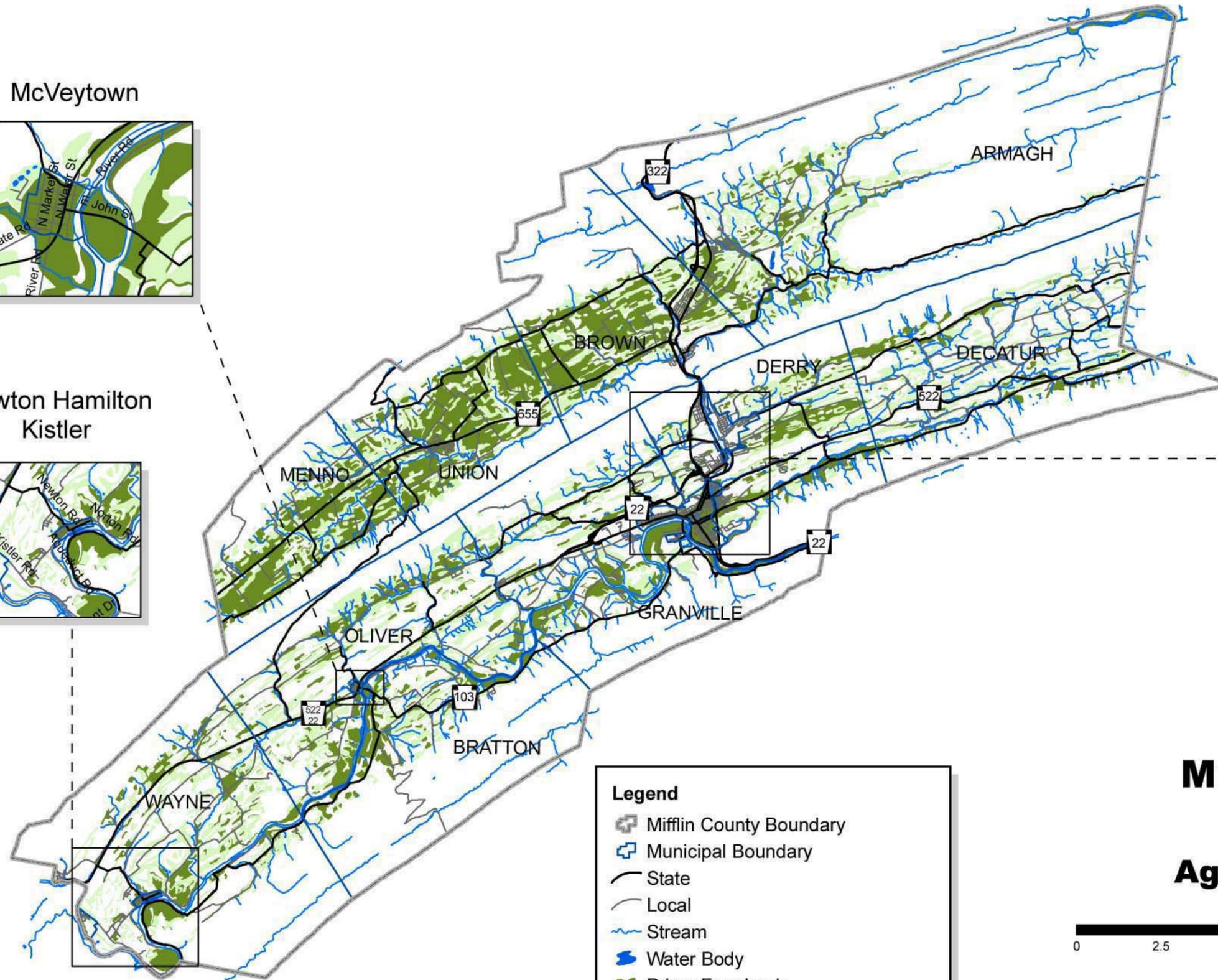
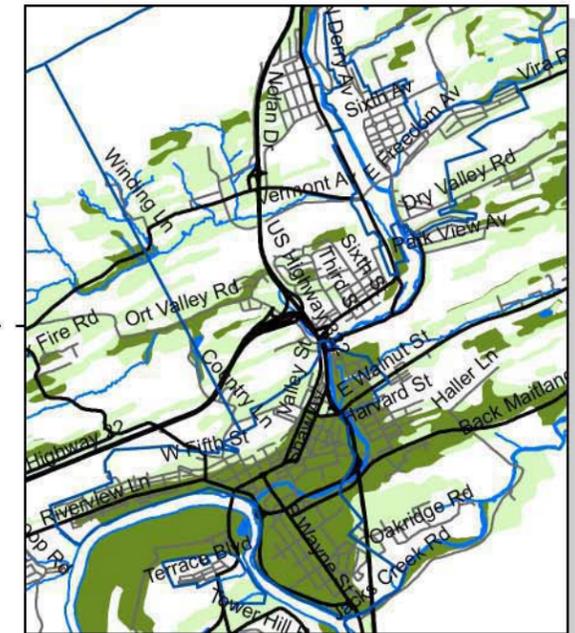
McVeytown



Newton Hamilton  
Kistler



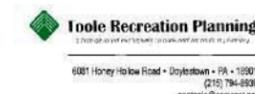
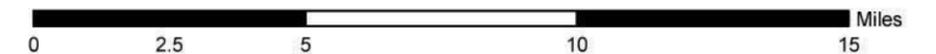
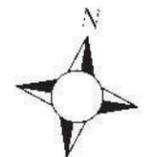
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Lewistown  
Juniata Terrace



**Legend**

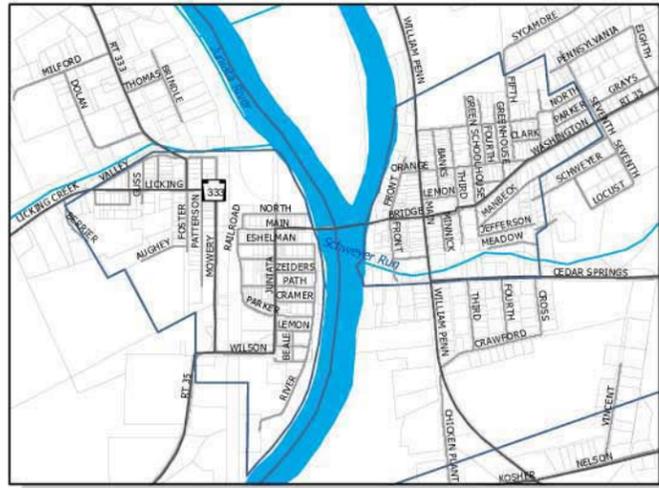
- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Stream
- Water Body
- Prime Farmlands
- Farmland of Statewide Importance

## Mifflin County Map 16 Agricultural Soils

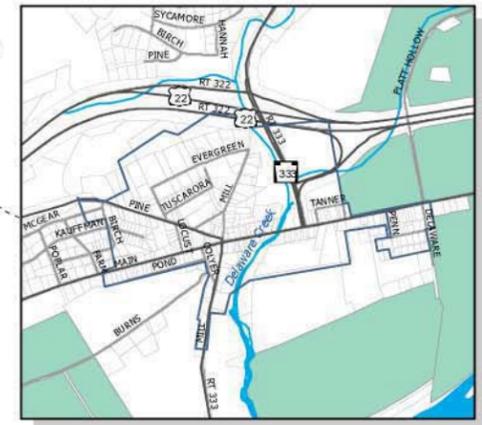


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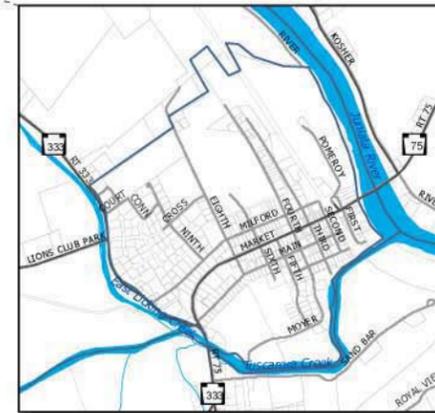
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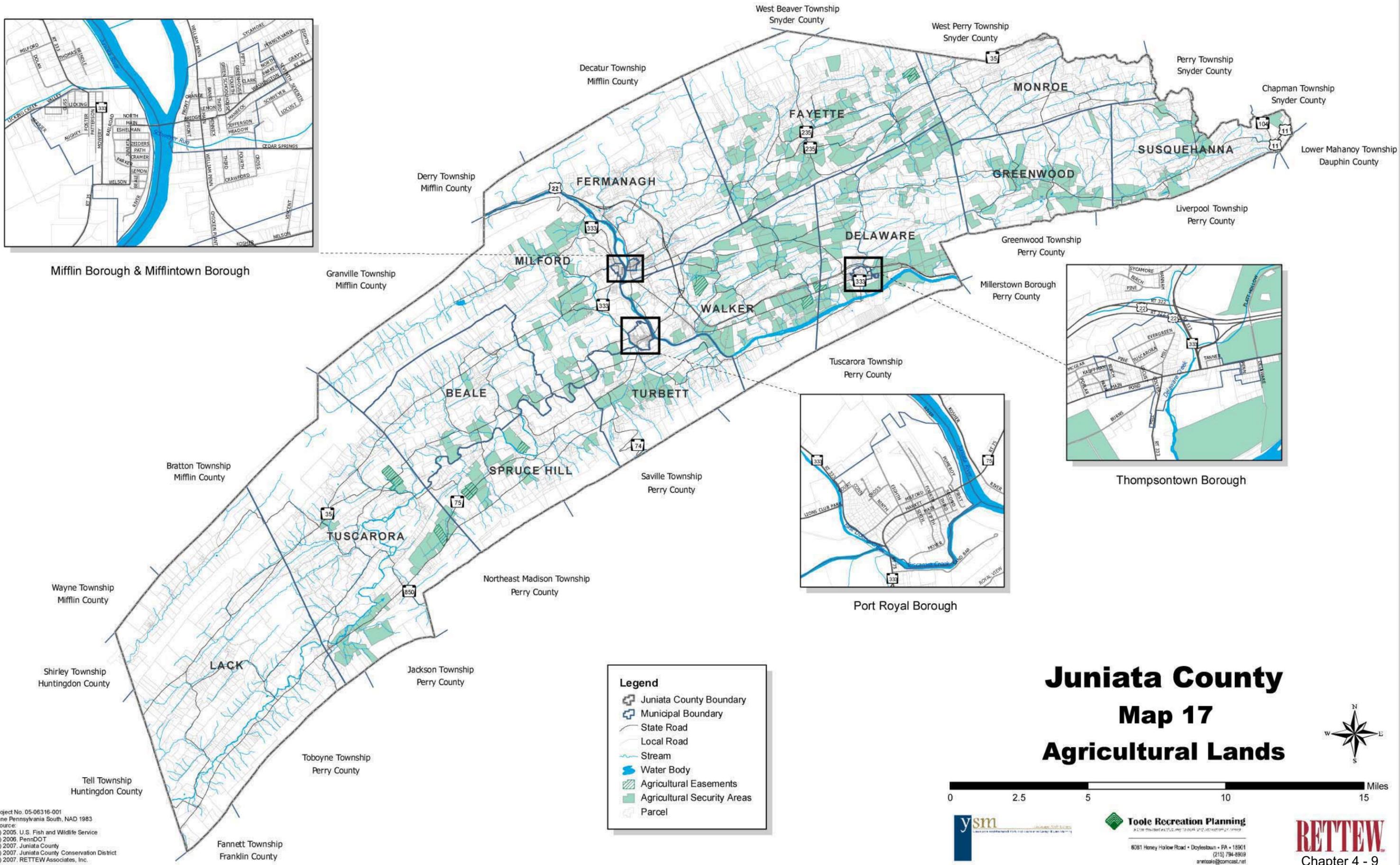
Mifflin Borough & Mifflintown Borough



Thompsontown Borough



Port Royal Borough



**Legend**

- Juniata County Boundary
- Municipal Boundary
- State Road
- Local Road
- Stream
- Water Body
- Agricultural Easements
- Agricultural Security Areas
- Parcel

## Juniata County Map 17 Agricultural Lands

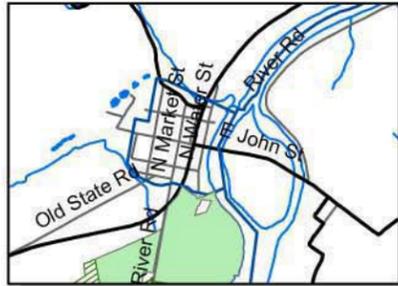


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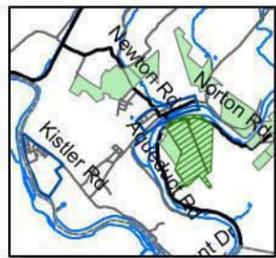


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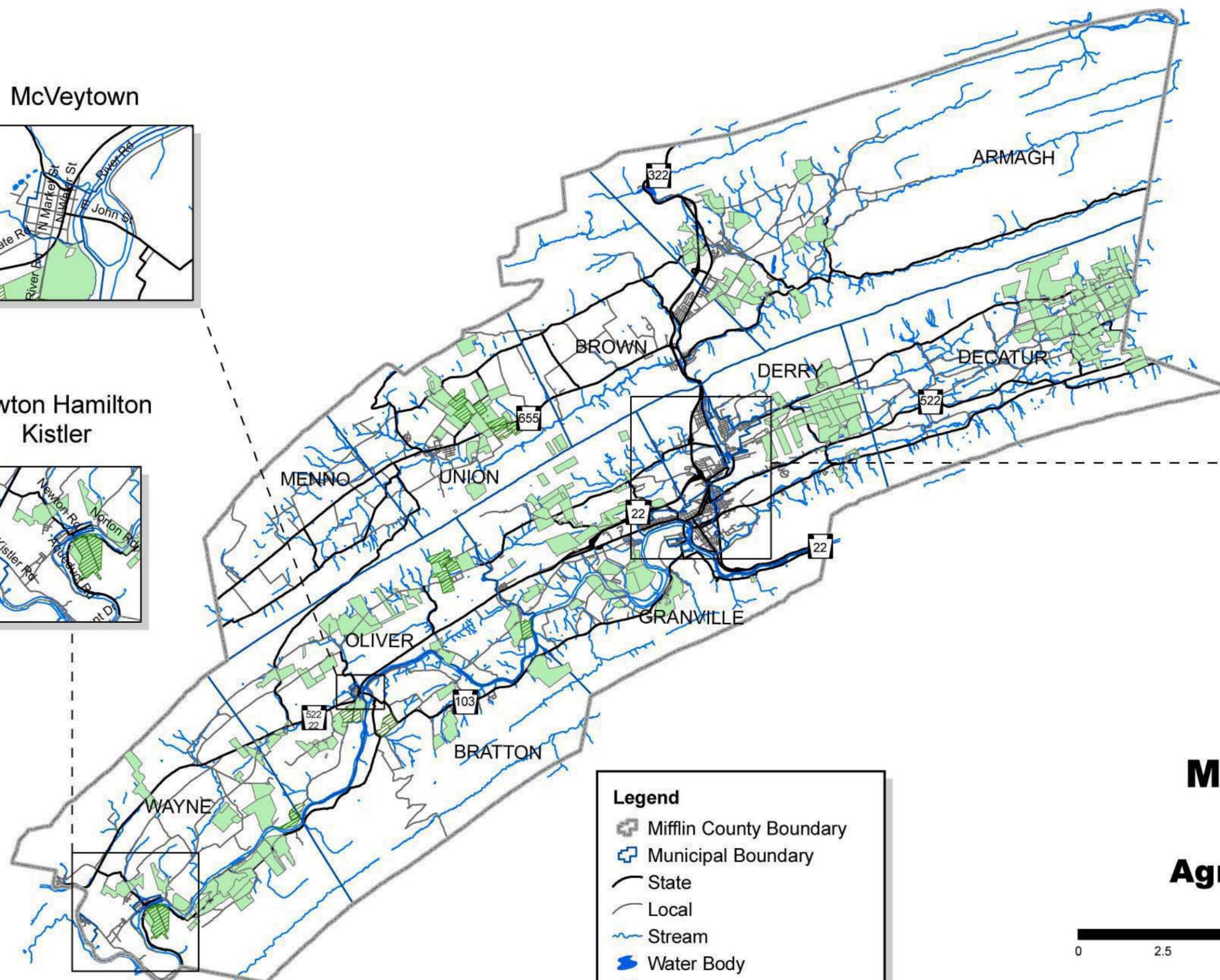
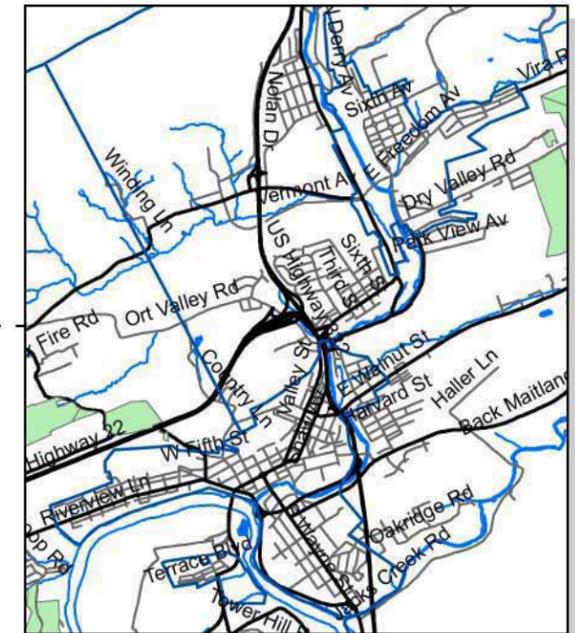
McVeytown



Newton Hamilton  
Kistler



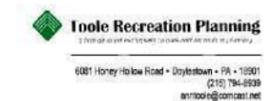
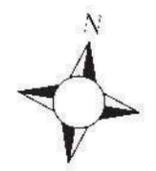
Burnham  
Lewistown  
Juniata Terrace



**Legend**

- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Stream
- Water Body
- Agricultural Easements
- Agricultural Security Areas

## Mifflin County Map 18 Agricultural Lands



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NAD 1983 Pennsylvania State Plane North FIPS 3701 Feet



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Chapter 5

# Parks and Recreation Lands of Juniata and Mifflin Counties



## The Great Outdoors

Juniata and Mifflin Counties have unrivaled outdoor recreation resources. About 150 square miles of the two Counties are dedicated to outdoor recreation and conservation as state game lands, forests, and parks. That is over one out of every five acres in Juniata and Mifflin Counties! Residents and visitors can hike, camp, mountain bike, horseback ride, watch wildlife, canoe, fish, hunt, and enjoy cultural and historic experiences in more than 96,000 acres of public land including Pennsylvania Fish and Boat Commission areas, three state forests, five state gamelands, and one state park. The resource-based recreation opportunities available to Juniata and Mifflin County residents are commonly listed among the most positive aspects of life in the Counties.

## Close to Home Parks

Many municipalities throughout the Counties have parks to serve the recreation needs of the community. These parks are diverse in size and facilities, ranging from large community parks like Derry Township Park (45 acres) which attract visitors from throughout Mifflin County to the one acre playground in Newton Hamilton Borough. Fire companies as quasi-public organizations have facilities for outdoor recreation; primarily athletic fields for sports as well as indoor facilities for social gatherings and other public uses. Additionally, the school district campuses in the two Counties contain facilities that could serve the public for recreation. Citizens have expressed the need for additional active recreation facilities, linkages between existing parks, and more recreation programs.

## Commercial Enterprise

Private recreation lands include sportsmen's clubs, golf courses, and campgrounds. These facilities are important destinations that draw visitors to the Counties. The golf courses and other commercial recreation expand upon the facilities offered by the local municipalities.

## Inventory of Park and Recreation Lands

Different types of park and recreation lands serve different recreational purposes. State park and nature-based recreation lands are usually sites of hundreds of acres and larger, set aside primarily for conservation of natural resources with appropriate public use for recreation and enjoying the natural setting. State lands are destinations for day-long or multiple day visits including overnight stays. County parks are usually over one hundred acres and can be as large as thousands of acres. County parks preserve natural, cultural, and historic resources; offer enjoyment of scenic resources; and sometimes house a special use facility such as a skating rink, swimming pool, amphitheatre, camping, environmental education centers and other regionally significant facilities. Visitors tend to spend a half-day to a day in county parks depending on the facilities available. Municipal parks provide close-to-home recreation opportunities for nearby citizens for both scheduled organized programs such as sports, camps and playgrounds, and special events as well as the self-directed opportunities to socialize, relax, exercise and enjoy the outdoors. Visitors tend to spend under an hour to several hours for scheduled events and activities in municipal parks.



## State Recreation Lands in Juniata and Mifflin Counties

The Commonwealth of Pennsylvania has 12 public recreation and natural resource areas in Juniata and Mifflin Counties. These landholdings are located primarily along the northern and southern ridgelines of each County.

### State Forests

The mission of the Pennsylvania Bureau of Forestry is to ensure the long-term viability, productivity and health of the Commonwealth's forests and to conserve native plants. The Bureau cares for state forests under sound ecosystem management to retain their wild character and maintain their bio-diversity while providing pure water, opportunities for low density recreation, habitats for forest plants and animals, sustained yields of quality timber, and environmentally sound use of mineral resources.

**The Rothrock State Forest is named for Dr. Joseph Trimbel Rothrock, a native of Mifflin County, who is recognized as the Father of Forestry in Pennsylvania.**

The State Forests provide nature based recreation opportunities including fishing, camping, hiking, mountain biking, horseback riding, birding, and canoeing. The majority of non-vehicular trails in the two Counties are located within the state forests.

### Rothrock State Forest

Hiking, backpack overnight camping, birdwatching, photographing wildlife, hunting and fishing in season, horseback riding, snowmobiling, cross-country skiing, mountain biking, berry picking, auto touring, picnicking, and even firewood cutting are all available in Rothrock State Forest. The Mid-State Trail traverses a portion of the Mifflin/Centre County boundary of Rothrock State Forest.

Table 5-1 - Juniata and Mifflin Counties State Public Lands		
State Lands	Acreage	Location
<b>State Forests</b>		
Bald Eagle State Forest, District #7	33,037	Armagh, Decatur Townships Mifflin Co.
Tuscarora State Forest District #3	36,394	Mifflin Co. (18,804):Wayne, Bratton, Granville Townships Juniata Co.(17,590):Lack, Tuscarora, Beale, Milford Townships
Rothrock State Forest District #5	11,381	Brown Township, Mifflin Co.
<b>Total</b>	<b>80,812</b>	
<b>State Game Lands</b>		
State Game Lands No. 107	7,122	Mifflin Co. (2,731): Derry, Decatur Townships Juniata Co. (4,391):Fayette, Fermangh Townships
State Game Lands No. 113	534	Oliver Township, Mifflin Co.
State Game Lands No. 171	1,086	Delaware Township, Juniata Co.
State Game Lands No. 215	1,263	Lack Township, Juniata Co.
State Game Lands No. 88	6,940	Tuscarora, Spruce Hill, Turbett Townships, Juniata Co.
<b>Total</b>	<b>16,945</b>	
<b>PA Fish &amp; Boat Commission Areas</b>		
5 fish and boat access areas	31.9	Juniata Co.
Van Dyke Research Station	23.2	Thompsontown Borough, Juniata Co.
4 fish and boat access areas	17	Mifflin Co.
Laurel Creek Reservoir	66.8	Mifflin Co.
Penn's Creek	421.9	Mifflin Co.
<b>Total</b>	<b>560.8</b>	
<b>State Park</b>		
Reeds Gap State Park	220	Armagh Township, Mifflin Co.
<b>Other State Recreation Areas</b>		
U.S. Rt. 322 Scenic Overlook & Roadside Rest Area	8.2	Armagh Township, Mifflin Co.

Source: Compiled from State Agency data

## **Bald Eagle State Forest**

The Bald Eagle State Forest hosts all the major game species typically found in Pennsylvania, including deer, bear, wild turkey, and other small game. Along the Mifflin County section of Penn's Creek the Pennsylvania Fish Commission has established a "catch and release" stretch of stream where year-round trout fishing is permitted. Driving and walking for pleasure are major outdoor recreational uses of forest lands. The District has 340 miles of drivable roads and about the same number of miles of trails. There are five designated scenic drives. A segment of the Mid-State Trail and portions of the White Mountain Wild Area and Penn's Creek Wild Area are located in the Bald Eagle State Forest in Mifflin County.

## **Tuscarora State Forest**

Tuscarora State Forest offers nature based recreation opportunities throughout the year. Trails are available for hiking, cross-country skiing, mountain biking, and equestrian use. Hunting and fishing are popular throughout the Tuscarora State Forest land in Juniata County. Motorized camping is accommodated in 27 designated camp sites in Tuscarora State Forest in western Juniata County and Huntingdon County. Informal hike-in camping is permitted, but occurs infrequently in the Tuscarora State Forest in Juniata County.

The Karl B. Guss State Forest Picnic Area is located in the State Forest in northwestern Juniata County along East Licking Creek Drive. The area provides facilities for picnicking and fishing and includes an open area for informal field games. The picnic area provides a scenic destination for family outings and is very popular for fishing with a handicap fishing pier and East Licking Creek traversing the picnic site. East Licking Creek is designated as a Delayed Harvest Artificial Lures Only fishing area, for four-miles from the western boundary of the picnic area to the Texas Eastern gas pipeline crossing downstream. The stream is known for its native brook trout.

## **State Game Lands**

The mission of the State Game Lands is to provide protected lands for hunting and wildlife protection, although recreation activities are permitted on a limited basis. State Game Lands permit hiking and use of designated routes for horses and bicycles during specific periods of the year (prohibited Monday-Saturday from the last Saturday in September to the third Saturday in January, and after one p.m. from the second Saturday in April to the last Saturday in May). Snowmobiles are also permitted on designated routes during specific periods of the year. Juniata County State Game Lands have approximately 15 miles of trails designated for bike and equestrian use and approximately five miles for snowmobiles. Mifflin County has no designed trails on over 3,600 acres of State Game Lands.

## **PA Fish & Boat Commission**

There are nine PA Fish & Boat Commission (PFBC) fish and boat access areas in Juniata and Mifflin Counties, primarily along the Juniata River and one area on Tea Creek. In addition to the five Juniata County access areas, the PFBC owns the Van Dyke Research Station in Thompsettown Borough. In Mifflin County the PFBC owns two properties in addition to the four access areas: Laurel Creek Reservoir north of Milroy and land along Penn's Creek in Armagh Township. One of the five access areas in Juniata County is the newly developed Lewistown Narrows access area that includes a concrete boat ramp, handicap accessible fishing platform, and parking area on 2.6 acres. A towpath trail extends along the Juniata River from the PFBC access area, east to Canal Park, a PennDOT facility.

## **State Park**

Reeds Gap State Park is located in eastern Mifflin County. The park is primarily a natural area characterized by mature hemlock and pine stands and Honey Creek which transverse the park through the New Lancaster Valley. Reeds Gap State Park offers picnic facilities and extensive hiking and fishing. Hunting is permitted on 96 acres of the park and Honey Creek is stocked with trout annually by



Reeds Gap State Park

the PA Fish and Boat Commission. The existing swimming pool in the park is slated for removal due to structural deficiencies and deterioration. The associated bathhouse and concession building have not been targeted for removal.

There are no state parks in Juniata County. There are several State Parks in close proximity to Juniata and Mifflin Counties which are linked to the Counties via trails in State Forests. These nearby State Parks include:

- Poe Valley State Park and Poe Paddy State Park – less than one-half mile and one-quarter mile respectively from the Mifflin County boundary in Centre County within the Bald Eagle State Forest. Park activities include hiking, fishing, picnicking, snowmobiling, boating, and camping.
- Penn Roosevelt State Park – approximately one mile from Mifflin County in Rothrock State Forest in Centre County. Recreational attractions here include horseback riding, hiking, picnicking, wildlife watching, and camping.
- Greenwood Furnace State Park – approximately one-half mile from Mifflin County, in Huntingdon County within Rothrock State Forest. Recreation opportunities include hiking, camping, swimming, fishing, hunting, orienteering, and picnicking.
- Big Spring State Park – approximately two miles from Juniata County in Perry County within the Tuscarora State Forest. No

camping is permitted here, but extensive hiking trails exist along with picnicking and snowmobiling opportunities.

- Little Buffalo State Park – approximately seven miles south from Juniata County in Perry County. The park attracts visitors from across the state for its swimming, camping, boating, hiking, fishing, hunting, wildlife watching, and ice skating opportunities.

### Other State Recreation Land

Pennsylvania Department of Transportation (PennDOT) has two recreation sites Juniata and Mifflin Counties. The Route 322 Scenic Overlook and Roadside Rest Area at the summit of Front Mountain at the Mifflin/Centre County border provides 8.2 acres for resting, picnicking, and enjoying the scenic forest setting of State Forest lands. The rest stop is a trail head for the Mid-State Trail.

A newly developed park site in Juniata County is Canal Park, also located along Route 322 in the recently reconstructed Lewistown Narrows. PennDOT currently retained Canal Park as part of the highway right-of-way although PennDOT intends, in the future, to transfer joint ownership to Juniata and Mifflin Counties. Canal Park contains the restored stone canal house, open recreation and picnic area, interpretative signage, parking, and towpath trail. The towpath trail extends approximately 1.5 miles to the west to connect to the new PFBC river access area. The stone canal house has potential for use as a museum but the restoration has only stabilized the structure for a future use to be determined. Acreage for the park site to be transferred has not been calculated at this point, but will include the area of Canal Park and the land between the river and the highway right-of-way in the area of the towpath trail.

### Juniata and Mifflin County Parks

Mifflin County's Stone Arch Bridge is the sole County public land holdings in either Mifflin or Juniata Counties. Stone Arch Bridge is a one acre historic site dedicated to preserving the historic and cultural resource of the bridge. The Stone Arch Bridge was built in 1813 as part of the Harrisburg to

Pittsburgh Turnpike and is listed on the National Register of Historic Places. The bridge spans the boundary between Derry Township and Lewistown Borough and was renovated in 2006 to include structural repairs, sidewalk connections, and several benches.



Stone Arch Bridge Historic Site

Mifflin County has pursued funding for a park in Granville Township along the Juniata River. The 8.8 acre site, which is proposed as the Fort Granville Heritage Park, is located on a former industrial site which has limited environmental contamination. The proposal is to remediate the site to allow redevelopment as a public recreation site offering access to the river, interpretation of regional history, and passive recreation opportunities. The proposed park is viewed as an opportunity to address a distressed property, promote economic development, and promote recreation along the Juniata River.

## Municipal Parks in Juniata and Mifflin Counties

In Juniata County eight of the 17 municipalities have one or more municipal parks. In Mifflin County, 13 of the 16 municipalities have one or more municipal parks. These parks range from large community parks such as Derry Township Community Park in Derry Township, Mifflin County or Lewistown Recreation Park in Lewistown Borough, Mifflin County to traditional neighborhood parks like Moyer Park in Port Royal Borough, Juniata County to small playgrounds like Newton Hamilton Park in Newton Hamilton Borough, Mifflin County and natural areas like Zooks Dam in Milford Township, Juniata County. Tables 5-3 and 5-4 present the number of municipal parks, total acreage, and facilities in each County.



Table 5-2 - Mifflin County  
County Public Lands

County Park	Acres	Municipality	Description
Stone Arch Bridge Historic Site	1.0	Derry Township and Lewistown Borough	Restored historic stone bridge and adjacent lands

Juniata County does not own any parkland, although the Juniata County Historical Society owns the Pomeroy-Academia covered bridge. The land in the area of the bridge is in private ownership.

## Parks and Recreation Lands of Juniata and Mifflin Counties

Table 5-3 - Juniata County Municipal Parkland									
Municipality	# of Parks	Park Acreage	Multi- purpose Field	Special Use Facility	Ball Field	Basketball Courts	Tennis Courts	Volleyball Courts	Play- ground
Beale Twp.	0								
Delaware Twp.	0								
Fayette Twp.	0								
Fermanagh Twp.	1								
Cedar Spring Commons		21	1		1				1
Greenwood Twp.	1								
Township Building Park		1				1	1		
Lack Twp.	0								
Mifflin Borough	1								
Softball Association Park		5		Swimming pool	2	1			1
Mifflintown Borough	3								
Central Juniata Park		5			1		2		1
Moist Run Park		14							
Myers Park		0.5							1
Milford Twp.	1								
Zooks Dam		15							
Monroe Twp.	0								
Port Royal Borough	1								
Moyer Park		2.6					1		1
Spruce Hill Twp.	0								
Susquehanna Twp.	0								
Thompsontown Borough	1								
Haldeman Park		9	1		2	1	1		1
Turbett Twp.	0								
Tuscarora Twp.	0								
Walker Twp.	1								
Walker Township Park		12.83	1		2				1
<b>TOTALS*</b>	<b>10</b>	<b>85.93</b>	<b>3</b>		<b>8</b>	<b>3</b>	<b>5</b>		<b>6</b>

Source: Compiled from municipal contacts.

Parks and Recreation Lands of Juniata and Mifflin Counties

Table 5-4 - Mifflin County Municipal Parkland									
Municipality	# of Parks	Park Acreage	Multi-purpose Field	Special Use Facility	Ball Field	Basketball Courts	Tennis Courts	Volleyball Courts	Play-ground
Armagh Twp.	1								
Milroy Park		2.5			2				1
Bratton Twp.	1								
Longfellow Playground		6			1				1
Brown Twp.	3								
Bender Park		2		2 Picnic pavilions					
Mifflin County Youth Park		2		Stage and buildings	1				
Reedsville Playground		3.6	1	Pavilion	1	1	2		1
Burnham Borough	1								
Burnham Pool & Playground		2.5		Swimming pool is leased from the Lions Club		1			1
Decatur Twp.	0								
Derry Twp.	3								
Derry Township Community Park		45	2	Miniature golf, camping area	5			2	1
Meadowfield Playground		6							1
Yeagertown Hilltop Playground		4							1
Granville Twp.	2								
Malta Park		25				2		2	1
Memorial Park		40	1		2	2			
Juniata Terrace Borough	3					1		1	
Juniata Terrace Playground		10.3	1		1				1
East End Playground		0.5							1
West End Playground		0.5							1
Kistler Borough	1								
Kistler Borough Park		1				1			1
Kistler Borough Farm		89			2				
Lewistown Borough	5								
Lewistown Recreation Park		26	3	Swimming pool	3	2	3		1
Victory Park		8		Fishing pier Boat launch					

## Parks and Recreation Lands of Juniata and Mifflin Counties

Table 5-4 - Mifflin County Municipal Parkland, continued									
Municipality	# of Parks	Park Acreage	Multi-purpose Field	Special Use Facility	Ball Field	Basketball Courts	Tennis Courts	Volleyball Courts	Play-ground
Lewistown Borough , Cont.									
Green Acres		6.5			3				
Woodlawn Playground		1.5					2		1
Fifth Ward		30							1
McVeytown Borough	1								
McVeytown Community Park		0.5							1
Menno Twp.	1								
Allensville Playground		4	1		1		2		1
Newton Hamilton Borough	1								
Newton Hamilton Playground		1				1	1		1
Oliver Township	1								
Rothrock Playground		6				2	2		1
Union Township	1								
Belleville Playground		8			4	1	2		1
Wayne Township	1								
Wayne Township Municipal Park		3			1				1
<b>TOTALS*</b>	<b>25</b>	<b>334.4</b>	<b>7</b>		<b>29</b>	<b>14</b>	<b>13</b>	<b>5</b>	<b>20</b>

Source: Compiled from municipal contacts.

### Other Park and Recreation Lands in Juniata and Mifflin Counties

Private recreation lands in Juniata and Mifflin Counties include private parks, campgrounds, golf courses, and fish and game clubs as shown in Tables 5-5 through 5-8. These sites offer specialized recreation opportunities that, in many cases, supplement public recreation facilities. This is particularly true of the private parks owned and maintained by fire companies, American Legions, or other community-based groups. Campgrounds, fish and game clubs, and golf courses, are typically member-based or commercial (for-fee) operations.

The private parks, golf courses, campgrounds, and fish and game clubs listed in the following tables

cover at least 1,200 acres in the two Counties. This acreage exceeds, by four times, the amount of local public parkland. These facilities offer important recreation opportunities to residents and augment municipal facilities. It is important to retain these facilities and their important contribution to local recreation through acquisition, or other means if their future is in jeopardy.

Parks and Recreation Lands of Juniata and Mifflin Counties

Tables 5-5 - Juniata and Mifflin Counties Private Parkland			
Private Parks / Ownership	Acreage	Municipality	Recreation Facilities
<b>Juniata County</b>			
McAlisterville Community Park and Fire Hall / McAlisterville Fire Co.	4	Fayette Twp.	2 Tennis Courts and 2 Ball Fields
Lions Club Park / Port Royal Park	17.9	Milford Twp.	2 Tennis Courts, 1 Volleyball Court
Juniata County Fairgrounds and the Port Royal Speedway / Juniata County Agricultural Society	31	Port Royal Boro.	Race Track
Republic Development's Foot Ball Field	2	Port Royal Boro.	1 Football Field
East Waterford Community Carnival Grounds / East Waterford Community Fire Company	6.17	Tuscarora Twp.	1 Ball Field
<b>Mifflin County</b>			
Burnham Lions Club	2	Burnham Boro.	1 Ball Field
Holy Communion Lutheran Church	0.5	Derry Twp.	1 Playground
K.B. Aerotech L.L. Field / Display, Inc.	4.0	Granville Twp.	1 Ball Field
Maitland Brethren Church Park	2.5	Derry Twp.	1 Volleyball Court, 1 Ball Field
Reedsville Feedmill Pond/Reedsville Milling Co.	2.5	Brown Twp.	Fishing Pond
Siglerville Ballfield / Siglerville Men's Club	1.3	Armagh Twp.	1 Ball Field
Paintersville Christian Church	3.0	Decatur Twp.	1 Ball Field, 1 Basketball Court
Naginey Village Area / Playground Association	3.1	Armagh Twp.	1 Ball Field, 1 Basketball Court, 1 Playground
Sherwood Park	6.9	Decatur Twp.	1 Ball Field
<b>Totals</b>	<b>86.87</b>		

Table 5-6 - Juniata and Mifflin Counties Private Golf Courses			
Golf Courses	Acreage	Municipality	Public / Private
<b>Juniata County</b>			
Lost Creek Golf Club	165.0	Fayette Township	Private (Open to the public)
<b>Mifflin County</b>			
Lewistown Country Club	200.0	Granville Township	Private (Club Membership)
Ironwood Golf Course	31.0	Wayne Township	Private (Open to the public)
American Legion Country Club	130.5	Wayne Township	Private (American Legion)
<b>Totals</b>	<b>526.5</b>		

Table 5-7 - Juniata and Mifflin Counties Campground Facilities			
Campground Facilities	Acreage	Municipality	Public / Private
<b>Juniata County</b>			
Buttonwood Campground Riverside (formerly The River Rock Campground)	13.2	Walker Township	Private (Open to the public)
Shoop's Country Campground	27.3	Port Royal	Private (Open to the public)
<b>Mifflin County</b>			
Bell's Campground	24.9	Bratton Township	Private
Lewis's Campground	3	Bratton Township	Private
Black's Campground	4	Granville Township	Private
The Locust Campground	141.3	Granville Township	Private (Open to the public)
Denlinger's Campground at Campers Cove	100	Granville Township	Private
Ellinger's Campground	126	Granville Township	Private

## Parks and Recreation Lands of Juniata and Mifflin Counties

Table 5-7 - Juniata and Mifflin Counties Campground Facilities, continued			
Campground Facilities, continued	Acreage	Municipality	Public/Private
<b>Mifflin County, continued</b>			
Breneman's Campground	84.9	Granville Township	Private
Idle Acres Campground	110.3	Oliver Township	Private (Open to the public)
Harshbarger's Campground	1	Oliver Township	Private
Foust's Campground	161	Oliver Township	Private
Macknair's Campground	80.6	Oliver Township	Private
Knepp's Campground	5	Oliver Township	Private
Barben's Campground	75.9	Wayne Township	Private
Meily's Campground	17.2	Wayne Township	Private
Peachey's Campground	322.7	Wayne Township	Private
Hartman Center Campground	124	Milroy/Armagh Township	Private (Open to the public)
Stewart's Campground	105.46	Wayne Township	Private
Bowser's Campground	106.81	Wayne Township	Private
Varner's Campground	114.48	Wayne Township	Private
<b>Totals</b>	<b>1,768.95</b>		

Table 5-8 Juniata and Mifflin Counties Fish and Game Clubs			
Fish and Game Clubs	Acreage	Municipality	Ownership
<b>Juniata County</b>			
Juniata Sportsman's Association	65.44	Milford Township	Juniata Sportsman's Association
<b>Mifflin County</b>			
Mifflin County Sportsmen's Association	349	Granville Township	Mifflin County Sportsmen Association
<b>Totals</b>			

Both the Juniata and Mifflin County Sportsman's Association have shooting ranges. Mifflin County Sportsmen's Association has indoor and outdoor shooting ranges for different firearms as well as large pond for catch and release fishing. Both clubs have the explicit purpose of promoting conservation of natural resources as they pertain to sustaining wildlife and its habitat.

### Indoor Recreation Facilities

While the emphasis of this plan is on outdoor recreation, rural recreation in counties with the climate of Juniata and Mifflin warrant exploration of indoor facilities as well. Mifflin County is fortunate to have the Juniata Valley YMCA in Burnham Borough providing indoor recreation programs and the Lumina Center. The Juniata Valley YMCA provides the only indoor swimming pool within 60 miles. Juniata County is fortunate to have the Fayette Area Lion's Den facility in McAlisterville,

home to the McAlisterville senior center. The facility has an indoor arena used for soccer and field hockey, as well as, summer camps, and fitness programs. . Also in Juniata County is the Delauter Youth Center in Mifflintown, a drop-in center for children and youth. The center is run by volunteers and supported by the United Way.



Juniata Valley YMCA



Delauter Youth Center



Fayette Area Lion's Den

### Public School Recreation Lands in Juniata and Mifflin Counties

The Juniata County School District covers the entire County except for a small portion in Greenwood Township that is a part of the Greenwood School District System. Mifflin County School District covers the majority of Mifflin County except for the western edge of Wayne Township, Kistler Borough and Newton Hamilton Borough which are covered by the Mount Union School District. Juniata and Mifflin County School Districts both have lands dedicated to school sports facilities and prioritize school district-related activities which limit public access to an important public asset. However, school campus land acreage and recreational facilities that are available supplement public

recreation opportunities, especially in rural areas. Schools are often the hub of community recreation in rural communities and through cooperation with municipalities, local recreation opportunities can be expanded with community/school parks.

Tables 5-9, Public School Campuses, inventories school properties. The acreage included in the table is for the entire school site and includes buildings, parking areas, and other areas not used for recreation.



**Table 5-9 - Juniata and Mifflin Counties  
Public School Campuses**

Juniata County School District Facility	Acreage	Municipality
Juniata High School & Tuscarora Junior High School	35	Fermanagh Township
East Juniata High School	31.04	Fayette Township
Fayette Elementary School	4.59	Fayette Township
Fermanagh-Mifflintown Elementary School	11	Mifflintown Borough
Lack-Tuscarora Elementary School	10	Tuscarora Township
Monroe Elementary School	7.02	Monroe Township
Mountain View Elementary School	10.86	Milford Township
Susquehanna Elementary School	4	Susquehanna Township
Thompstontown-Delaware Elementary School	2.2	Delaware Township
Tuscarora Valley Elementary School	9.5	Port Royal Borough
Walker Elementary School	8.9	Walker Township
<b>Total Acres</b>	<b>134.11</b>	
Mifflin County School District Facility	Acreage	Municipality
Indian Valley High School	22.0	Derry Township
Lewistown High School	29.0	Lewistown Borough
Indian Valley Middle School	41.9	Armagh Township
Lewistown Middle School	6.8	Lewistown Borough
Strodes Mill Middle School	19.9	Oliver Township
Armagh Elementary School	4.0	Armagh Township
Brown Elementary School	16.5	Brown Township
Burnham Elementary School	6.0	Burnham Borough
Buchanan Elementary School	17.7	Lewistown Borough
East Derry Elementary School	3.0	Derry Township
Highland Elementary School	8.0	Derry Township
Lewistown Elementary School	6.6	Derry Township
Strodes Mill Elementary School	20.7	Oliver Township
Union Elementary School	5.0	Union Township
Kistler Elementary School (Mount Union School District)	8.77	Kistler Borough
<b>Total Acres</b>	<b>215.87</b>	

Source: School contact

## Cultural and Historic Resources

Mifflin County was established after the French Indian war in 1789 and Juniata County later in 1831. From the beginning, agriculture and manufacturing industries shaped the development of the two Counties and supported population growth in the Juniata River Valley.

### Mifflin County

Mifflin County has nine properties listed on the National Register of Historic Places, 12 historic markers through Pennsylvania Historical and Museum Commission's (PHMC) historical marker program, and numerous other historically significant sites throughout the County.



Lewistown, established at an advantageous spot where the Kishacoquillas flows into the Juniata River, was quickly established as the County Seat and center of the area's transportation, iron, and forestry industries. Seven of the nine listings on the National Register and half of the historical markers in the County are located in or directly surrounding Lewistown, including the old Mifflin County Courthouse; The General McCoy House and Museum; the oldest structure built by the Pennsylvania Railroad, the Lewistown Station; and the Embassy Theater in downtown Lewistown. See Table 5-10 for a full listing of the PHMC historic markers in Mifflin County.



Historic Marker	Location	Description
Mifflin County	Lewistown Borough, Monument Square	History of the formation of Mifflin County
Fort Granville	Lewistown Borough, 1200 W. 4 <sup>th</sup> St. (Plaque location)	Describes the Fort and its history, exact location of Fort is not known.
Chief Logan	Brown Township, Old 322, .5 mile N of Reedsville	Marks the home and description of the Native American Chief
Freedom Forge	Derry Township, Old 322 at Burnham	Marks the location of the long standing iron and steel company
Juniata Iron	Granville Township, 22&522 at Strodes Mills	Marks the remains of numerous charcoal iron furnaces and forges built in the area
Lewistown Station	Lewistown Borough, Helen St.	Marks the oldest surviving structure and railroad industry
Old Arch Bridge	Derry Township, Rt. 22	Stone bridge that was part of the original PA turnpike
Joseph T. Rothrock	McVeytown Borough 22 & 522	Marks home of conservationist and father of the PA State Forests
Three Locks	Granville Township 22 & 522 at Strodes Mills	Marks three preserved locks from the former PA Canal
Travel History	Lewistown Borough, 22 & 322	Marks the remains of five different types of transportation systems
McCoy Home	Lewistown Borough, 17 N Main St.	Marks the birthplace of Major General Frank R. McCoy

Source: PHMC website

Elsewhere in Mifflin County, what used to be the only way to access Lewistown from the south is the picturesque Stone Arch Bridge that was part of the original Harrisburg to Pittsburgh Turnpike. Another piece of preserved transportation history is the one and a half mile restored section of the Pennsylvania Main Line Canal at the privately owned Locust

Campground southwest of Lewistown along the Juniata River. The restored canal section was placed on the National Register for Historic Places in 2002.

The Main Line Canal was Pennsylvania’s first major transportation improvement completed in 1834. The canal provided a link from Philadelphia west across the Allegheny Ridge system to Pittsburgh and points beyond. The canal was quickly superseded however by the Pennsylvania Railroad system which offered a speedier all-rail connection between Philadelphia and Pittsburgh. By 1888 the canal ceased to operate and the majority of the canal and its historic corridor have been lost over time. Today, efforts are in place



to establish the former Main Line Canal corridor as a major greenway across the state, with a significant central portion traversing Mifflin and Juniata Counties. Further discussion of the Mail Line Canal greenway can be found in Chapter 6 – Greenways and Trails of Juniata and Mifflin Counties. The Locust Campground has informational signage about the canal, leads tours, and offers public canal boat rides along the restored section of the Main Line Canal.

The Locust Campground is home to a landmark sycamore tree, shown in the adjacent picture. The tree is the second oldest sycamore in Pennsylvania.



## Juniata County

Juniata County is not without its own rich history and historic sites. Juniata County was created from Mifflin County in 1831 and named after the Juniata River. The County has seven sites listed on the National Register of Historic Places, five historic markers through PHMC historical marker program, and multiple other historically significant locations throughout the County. See Table 5-11 for a complete listing of the PHMC historic markers in Juniata County.

Historic Marker	Location	Description
Fort Bigham	Walker Township, Rt. 22&322	Site of a stockade blockhouse during the French & Indian War
Juniata County	Mifflintown Borough, County Courthouse	History of the formation of Juniata County
Patterson’s Fort	Walker Township, Rt. 22&322	Marks the stockade built by Captain James Patterson
Tuscarora Academy	Beale Township, Academia	First academy for higher education built in the County in 1836
Tuscarora Path	Walker Township, old 22&322	Marks beginning of a path used by the Five Nations Iroquois that terminates in North Carolina

Source: PHMC website

Juniata County is home to five covered bridges, all of which are listed on the National Register of Historic Places, including Pennsylvania’s longest remaining covered bridge, the Pomeroy-Academia covered bridge. The Pomeroy-Academia covered bridge was built in 1902 and spans just over 271 feet across the Tuscarora Creek between Beale and Spruce Hill Townships. The bridge is owned by the Juniata County Historical Society. The Society has recently restored the bridge.

## Parks and Recreation Lands of Juniata and Mifflin Counties

Table 5-12 - Juniata County Covered Bridges		
Covered Bridge	Township	Water Course
Pomeroy-Academia	Beal and Spruce Hill Townships	Tuscarora Creek
Shaeffer	Susquehanna Township and Chapman Township, Snyder County	West Branch Mahatango Creek
Lehman	Milford Township	East Licking Creek
Dimmsville	Greenwood Township	Stony Run
Beaver	Susquehanna Township and Perry Township, Snyder County	West Branch Mahantango Creek

Source: Juniata County Planning Commission

Remnants from the Main Line Canal corridor can also be found in Juniata County. In northern Juniata County, as part of the Route 322 reconstruction project between the Shade Mountain Narrows and the Juniata River, a former lift lock system along the canal was restored and the existing stone lockkeeper's house was stabilized. Interpretive signage offers visitors a past glimpse into the workings of the canal at this site.

Other historic sites in the Juniata County include the French-Indian War Forts, Fort Bigham and Patterson's Fort; the first higher education site in the Juniata River Valley, the Tuscarora Academy founded in 1836 and shown in the adjacent picture; and the archeological remains of a Native American burial mound in Beale Township, the Book Indian Mound. The Book Indian Mound is under private ownership and dated as early as 500 A.D., little remains of the mound or its contents.



The historic places in Juniata and Mifflin Counties are the legacy of our ancestors. These places tell the stories of a shared heritage and provide the foundation for how we envision the future. Many

additional historic places have been documented in Juniata and Mifflin Counties, but haven't been recognized through the National Register of Historic Places or with a Pennsylvania Historical Marker. These places are no less significant to our past.

The Bureau for Historic Preservation, part of the Pennsylvania Historical and Museum Commission, serves as the State Historic Preservation Office (SHPO). The SHPO administers the state's historic preservation program as authorized by the Pennsylvania History Code and the National Historic Preservation Act of 1966. The State Historic Preservation Office also maintains inventories of historic and archaeological sites and surveys. Over 100 properties have been inventoried in Juniata and Mifflin Counties, and these records are on file at the Bureau for Historic Preservation. These inventories however are not exhaustive. The SHPO actively works with property owners, local governments, and conservation organizations to identify, document, and protect locally significant historic resources. To learn more about Pennsylvania's preservation tools and strategies, please visit [www.phmc.state.pa.us/bhp](http://www.phmc.state.pa.us/bhp).

The County's historical sites attract visitors and tourist dollars to the area. Several agencies such as the Juniata River Valley Visitor's Bureau and the Juniata Valley Area Chamber of Commerce promote the County's historic sites among the area's top destinations.

### Analysis of Parkland

Juniata and Mifflin Counties are fortunate in having over 88,000 acres of state lands for resource based recreation. The State Forests provide the majority of this land with over 96,000 acres in the two Counties.

However, these lands serve special purposes of recreation in the great outdoors for activities such as hunting, fishing, trapping, boating, and experiencing nature in many different pursuits from wildlife watching to photography. While these lands contribute to the scenic beauty, conservation, and quality of life here, they do not meet all of the recreation needs for the residents. Residents need access to parkland and recreation facilities that are convenient; designed for a broad range of interests, ages, ability, and uses; suitable for organized

scheduled programs as well as for individuals who want to get out and use them at their discretion. In order to determine how much parkland is needed for present and future residents, a population-based analysis has been traditionally used to evaluate active public parkland. Passive parks, greenways and trails, and nature preserves are not evaluated using an acreage standard because their size and configuration are based on the resources and the area necessary to protect the resource while making them available for appropriate level of public use; therefore the public lands of the Commonwealth are not included in this analysis.

Over the past 30 years, it has been the accepted practice within the recreation and park profession to adopt a uniform national standard such as 10 acres per thousand **as a minimum standard**.  
*-NRPA Park, Recreation, and Open Space Guidelines 1995*

Juniata County has approximately 86 acres of parkland within municipal parks, of which 52 acres are for active recreation. This acreage is distributed among 11 municipal park sites. This equates to 2.28 acres of parkland in Juniata County per 1,000 residents based on the 2000 U.S. census population count of 22,821.

Mifflin County has approximately 334 acres of parkland within municipal parks, of which 210 acres are in active parks. This acreage is distributed among 25 municipal park sites. This equates to 4.5 acres of parkland in Mifflin County per 1,000 residents based on the 2000 U.S. census population count of 46,486.

Juniata and Mifflin Counties should strive to meet the nationally recognized land standard for recreation land of 10 acres per thousand population. The 10 acre standard is the minimum standard, and municipalities may choose to increase this standard based on recognized trends in recreation affecting their community or their commitment to land-bank open space for future recreation needs. Table 5-13 shows that both Counties have a deficit of parkland based on their 2000 population although private parkland available for public use in both Counties does offset the deficit somewhat. Juniata County should have had approximately 228 acres of active public parkland available for residents in 2000 and Mifflin County should have had 465 acres. The

Table 5-13 – Juniata and Mifflin Counties Parkland Acreage Analysis			
Year	Juniata County Population Projections	Parkland Required @ 10 Acre Standard	Parkland Deficit @ 10 Acre Standard
2000	22,821	228	176
2010	24,463	244	192
2020	26,071	261	209
Year	Mifflin County Population Projections	Parkland Required @ 10 Acre Standard	Parkland Deficit @ 10 Acre Standard
2000	46,486	465	255
2010	47,062	471	261
2020	50,862	509	299

deficit of parkland for year 2000 is 176 acres in Juniata County and 255 in Mifflin County. This parkland deficit will grow as the County’s population grows. By 2020 it is estimated that there should be 261 acres of recreation land in Juniata County and 509 acres of recreation land in Mifflin County based on a 10 acre standard.

There are eight municipalities in Juniata County and one in Mifflin County without any municipal parkland. Each municipality should strive to provide one park for their residents to meet their close to home recreation needs. Townships should target a minimum of 10-acres of parkland. This size is adequate to provide the mix of facilities and activity areas traditionally provided in a community setting.

### Mandatory Dedication of Parkland

One mechanism that many municipalities use to ensure that future residents have adequate park and recreation opportunities is mandatory dedication. The mandatory dedication of parkland provision of the Pennsylvania Municipalities Planning Code (MPC) (Article V, Section 503(11) provides municipalities the authority to require developers to dedicate public open space within proposed developments for public recreation purposes. If the developer and municipality agree, an alternative of constructed recreation facilities or fee could be accepted in lieu of land dedication.

This provision of the MPC provides for the expansion of recreation opportunity as communities

grow. The provision can not be used to make up for past deficiencies in parkland. Currently there are no municipalities in Juniata County and only one municipality in Mifflin County (Derry Township) with a mandatory dedication ordinance. To comply with this legislation, a municipality must meet the following requirements:

1. Adopt a recreation plan that establishes open space standards and park service areas, identifies areas in need of open space, and includes a capital improvement program.
2. Develop a mandatory dedication ordinance that contains standards for determining the portion of a development to be dedicated and the amount, if any, of fee to be paid in lieu of land.
3. Create a separate interest bearing account for the placement of any collected fees.

No municipalities in either County have an adopted recreation plan and many municipalities do not have municipal ordinances. The municipalities could consider adopting this Juniata/Mifflin County Greenway, Open Space, and Rural Recreation Plan as their own plan to address this mandatory dedication requirement. The Counties could adopt a mandatory dedication ordinance as an amendment to their Subdivision and Land Development Ordinances, and this provision will then be required of constituent municipalities that have not adopted their own Subdivision and Land Development Ordinances. A model mandatory dedication ordinance is provided in Appendix D.

Mandatory dedication is an important tool to provide recreation land to meet resident needs as a municipality grows. Requiring developers to dedicate land for recreation or provide fee in lieu of dedication relieves current residents from bearing the funding for future parkland necessitated by residential growth. Ordinances should be crafted to define the type, size, location, and configuration of lands that are acceptable for dedication. It is important that dedicated lands be suitable for use for their intended purpose, which is recreation and as such, limitations such as wetlands, stormwater management facilities, floodplain, and other limiting factors should affect only a small percentage of the total tract. Municipalities should also include an option for dedication of land for trail corridors as a

mandatory dedication provision. As new residential areas are developed, trails within the development and linking to other destinations are important community assets.

### **Location and Service Areas of Active Public Parkland**

The Parks and Public Lands Maps for Juniata County and Mifflin County (pages 5-27 and 5-28) illustrate the locations of the larger public community and neighborhood parkland in the counties. In Juniata County there are five parks of at least five acres in size and in Mifflin County there are 12 parks in this category. A five-mile service radius, equating to an approximate 10 minute drive time was used to evaluate the park locations and consider ease of access to these park sites. The location of parkland is considered to determine if residents throughout the Counties have easy, convenient access to recreation opportunities. Distribution analysis of parks was completed for parks at least five acres in size. The five acre size was determined to be adequate to have the mix of facilities for residents to travel to use. Consider that a soccer field occupies approximately two and one half acres and a softball field is approximately two acres in size, necessitating a park in the five acre range to provide the mix of facilities needed to meet community need.

The maps reveal that municipal parks and recreation lands are well located in population centers. In Juniata County, parkland for active recreation is located in the population centers along the Juniata River. Areas to the east and west fall outside of the service areas of these larger parks. Expansive, contiguous areas of protected public lands are located in the northwestern portion of County along the border with Mifflin County. In Mifflin County, municipal parks are clustered in the center of the County in the population centers along the Juniata River, Kishacoquillas Creek, and in Belleville. These active parks are complemented by State Forest lands to the southwest, northwest and northeast areas of the County and State Gamelands to the southeast and smaller municipal parks throughout the Counties. Kistler Borough Farm was not designated with a service radius because although it meets the parcel size criteria, only one facility is currently developed at the site.

In Juniata and Mifflin Counties, as is common across the Commonwealth, parkland has traditionally been provided by the Boroughs and in some instances the first-ring suburban communities. Mifflin County residents look to Lewistown Borough and Derry Township for much of their recreation needs. Likewise in Juniata County, Mifflin, Mifflintown, and Thompsontown Boroughs have long served the recreation needs of out-lying municipalities. This regional use of facilities is typical, but presents financial and personnel challenges for the host communities.

### Parkland Opportunities

The parkland acreage analysis revealed a shortfall in parkland in the Counties and numerous municipalities without any parkland. Acquisition of additional parkland may be challenging for communities for a variety of reasons to include financial, land availability, and capacity to develop and maintain a park. These challenges will require a creative approach to providing additional recreation opportunities and parkland for constituents. Strategies to address the parkland need include maximizing existing recreation land, developing school/community parks, redevelopment of derelict land, and creating regional parks.

### Existing Recreation Lands

Instead of pursuing new tracts of land for park development, first explore opportunities to expand existing parkland through acquisition of contiguous acreage. Additionally, there are significant private parks, golf courses, and sporting clubs in the two Counties. Another strategy is to explore partnerships with private entities to maximize recreation benefit on existing recreation lands.

### School/Community Park

Municipalities could partner with the school district to establish a school/community park by acquiring parkland adjacent to a school that can be used for both community recreation and education purposes. Working together and sharing facilities will maximize public benefit. School sites in both Counties should be evaluated for the opportunity to develop expanded shared facilities.

### Redevelopment Land

Municipalities in the more developed areas should explore parkland opportunities associated with derelict sites. Unused or abandoned lands should be explored for redevelopment potential for public benefit as parkland. There are many successful examples of brownfield redevelopment into parkland. The US Environmental Protection Agency (EPA) has funding available for brownfield assessment and cleanup.

### Regional Parks

Developing parks on a regional basis where one or more municipalities partner to create a regional park is an important strategy for providing needed parkland. Regional cooperation maximizes and shares resources, expands opportunities beyond what might be possible in a single municipal park, and is typically looked upon favorably by PA DCNR when ranking funding applications. While it is important to have easy access to recreation opportunities in every community, regional parks could address the special use facilities needs like skate parks and swimming pools while providing supplemental traditional fields and courts.

When municipalities work regionally they are able to harness their collective resources, share management and operations responsibilities, and maximize their financial investment through cost sharing, and avoid unneeded duplication of facilities. Regional parks are typically larger and offer a diverse pallet of facilities and leisure opportunities that cannot be provided within a smaller community park. Reeds Gap State Park and other nearby state parks serve as regional parks for Mifflin County, serving residents from multiple jurisdictions. There are no examples of regional parks developed through municipal partnerships currently in either County.

Regional parks are recommended for Juniata and Mifflin Counties to address, in part, the need for additional parkland and recreation facilities. The suggested locations for the regional parks considered municipal population projections, location of existing recreation facilities, location of important agricultural lands and targeted conservation lands, and geographic features such as ridgelines and the river that limit ease of access.

## Parks and Recreation Lands of Juniata and Mifflin Counties

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Three regional parks are suggested for each County. Site selection feasibility studies should be undertaken to define criteria for the park sites and potential locations. The following general locations as suggested for consideration:

- Juniata County - Southern Monroe/Northern Greenwood/Western Susquehanna Townships.
- Juniata County - Northeast Fermanagh/Northwest Fayette Townships.
- Juniata County - Central Milford/Northeast Beale Townships.
- Mifflin County – Armagh Township, Reeds Gap State Park.
- Mifflin County - Northern Brown Township.
- Mifflin County – Kistler Borough, Kistler Borough Farm.

Creating regional parks is one strategy identified for protecting open space. Regional parks should be located adjacent to permanently protected lands, where possible, to expand resource protection benefits. In some instances, regional parks that may be located adjacent to State Forest or Game Lands may help to address fragmentation of resources and offer the opportunity to link to existing trails. Regional parks should be large enough to provide diverse recreation opportunities with areas for both active and passive recreation pursuits. A size range of 80-120 acres is suggested, but size will be dependent upon the availability and characteristics of the land.

Of the six regional parks suggested for Juniata and Mifflin Counties, two have specific locations suggested; Reeds Gap State Park in Armagh Township, Mifflin County and Kistler Borough Farm in Kistler Borough, Mifflin County.

- Reeds Gap State Park – The decommissioning of the swimming pool initiated discussions in the community about the importance of the park and the roles its facilities play in the region. A “Friends of Reeds Gap State Park” support group is under consideration to spearhead

improvements and support of the park. Working together in partnership, the State Parks staff and local “Friends” should explore opportunities to reinvent Reeds Gap State Park and expand its mission to be a regional destination and provider of unique recreation opportunities while continuing to fulfill its State Park mission as a resource-based recreation destination.

While the swimming pool has been closed, the support facilities remain and the idea of introducing a “spray park” with water spray toys, similar to Little Buffalo State Park in Perry County has been discussed in the community. This idea has merit as the bathhouse and concession stand remain as support facilities and a spray park would be a unique recreation facility in the two-county area. Additionally, a spray park would provide some of the same leisure benefits as the recently decommissioned pool.

- Kistler Borough Farm –Kistler Borough owns approximately 89 acres of land along the Juniata River. A portion of the land is currently leased to the Mount Union Baseball Boosters which contains a softball field and a second field is under construction. The remainder of the site is in agricultural fields with a lawn area for parking. The tract was originally deeded to the Kistler Municipal Authority which no longer exists and is now held by the Borough. The full tract offers the size, location, and configuration for a regional park to serve the western portion of Mifflin County. The parcel contains significant frontage on the Juniata River and could provide additional river access opportunities. A vegetated riparian buffer parallels the river and the remainder of the tract is split between woodlands and agricultural fields. The northwestern boundary of the tract is contiguous to the Mount Union-Kistler Elementary School, part of the Mount Union School District expanding the opportunity to develop the tract as a community recreation destination.

The site contains gently sloping open areas suitable for development of active recreation facilities as well as wooded areas compatible with passive recreation opportunities such as trails and picnic areas. The floodplain is a development consideration. A small unnamed tributary to the river traverses the site adding to the ecological diversity of the setting.

The potential of developing a regional park at the site should be explored with Kistler Borough. If a partnership with the Borough for this purpose is feasible, a master plan should be completed for the tract to explore facility and activity area preferences and needs in the region. The master plan should include a public participation process. Funding for the master plan could be sought from PA DCNR.

### Recreation Facilities

Recreation facilities are the fields, courts, paths, picnic areas, scenic areas, playground equipment, and other park features that recreation participants enjoy using. These facilities should be provided throughout the Counties to meet the local needs and demands of individuals, families, community groups, and organized adult and youth leagues. These needs and demands should be defined by current facility usage, input from users and the community at large, and should consider local and regional trends in recreation and leisure activities. Tables 5-3 and 5-4 on pages 5-6 through 5-8 provide the public facility inventory for Juniata County and Mifflin County municipal parks. By facility quantity alone, both Counties have the greatest number of



ballfields followed by playgrounds than other type of facility.

Recreation facilities in numerous parks need upgrades to meet the safety guidelines of the Consumer Product Safety Commission Guidelines for Public Playground Safety (CPSC) and the requirements of the Americans with Disabilities Act (ADA). The CPSC provides playground development criteria which address fall zones, safety surfacing, age segregation, and equipment spatial criteria. The ADA is civil rights legislation that mandates equal access to public facilities for persons with disabilities. Parks and recreation sites must meet the requirements of the ADA which include providing an accessible route to facilities, providing facilities that are accessible such as picnic tables and playground with play options for the physically challenged, providing accessible parking spaces, developing trails that meet specific slope criteria, among other requirements.



### Access to Special Use Recreation Facilities

#### Environmental Education

The public lands of the Counties provide many opportunities for nature-based recreation and the enjoyment of nature and the great outdoors. Currently students from the Mifflin County School District travel to Camp Blue Diamond in Huntingdon County for the Shaver's Creek Outdoor School once a year as a field trip. From a self-directed standpoint, there are many opportunities to learn about nature and the environment without leaving Juniata or Mifflin Counties. The Counties natural resources present numerous opportunities for environmental education, although a formal setting

## Parks and Recreation Lands of Juniata and Mifflin Counties

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such as a nature center does not exist. The Pennsylvania Department of Education has established academic standards for Environment and Ecology. These standards establish the essential elements that students should know about the environment at designated grade levels. This environmental and ecological curriculum is often explored outside the classroom. Nature parks and nature centers offer hands-on learning experiences and their exhibits and facilities are often tied directly to the State Academic Standards. A nature center is not necessary to teach the curriculum and visiting parks such as Malta Park in Granville Township, Mifflin County where pavilions provide protected gathering space could meet this education need. If development of a formal nature center is pursued in the future, the location should be chosen based on consideration of the natural resources as well as travel time from school sites.

### **River and Stream Access**

Access to the Juniata River for fishing and boating was noted as important by residents. The Upper Section and Lower Section of the Juniata River Water Trail contain a total of nine existing river access areas described below.

### **Juniata County River Access Sites**

- Thompsontown – Pennsylvania Fish and Boat Commission (PFBC) surfaced ramp located along Route 333 south from Thompsontown on left before the bridge.
- Muskrat Springs – PFBC surfaced ramp located 4.5 miles west of Thompsontown Borough at the end of Muskrat Spring Road.
- Walker – PFBC-surfaced ramp located 1.5 mile east of Port Royal Borough on River Road.
- Mifflin – Surfaced ramp located in Mifflin Borough at the eastern end of Tuscarora Street.
- Mifflintown – PFBC-surfaced ramp located two miles north of Mifflintown Borough off of the 28<sup>th</sup> Division Highway.
- Lewistown Narrows – PFBC concrete ramp, parking, and accessible fishing area off of Route 322. A towpath trail extends approximately 1.5 miles along the river from this PFBC area to Canal Park.

### **Mifflin County River Access Sites**

- Victory Park – PFBC surfaced ramp and handicapped accessible fishing pier located in Victory Park in Lewistown Borough off of Route 22.
- Locust Campground – Primitive ramp located in the Locust Campground approximately 3 miles south west of Lewistown Borough on off of Locust Road.
- Granville – PFBC surfaced ramp approximately 3 miles south west of Lewistown Borough off of North River Road next to the rail bridge.
- Newton-Hamilton – PBFC concrete ramp located in Newton-Hamilton Borough off of Ferguson Valley Road.
- Shawmut – Surfaced ramp located approximately three miles south of Newton-Hamilton Borough on Tuscarora State Forest lands off of Route 103.
- Tea Creek – PFBC fishing access area.



Another potential access area in Mifflin County could be located in the proposed Fort Granville Heritage Park outside of Lewistown. In Mifflin County there is a separation of 22 miles of river between the Granville and Newtown-Hamilton access points. Coupled with the desire for river access is access to streams for fishing. Juniata and Mifflin Counties are fortunate to have numerous high quality water courses and streams known for quality trout fishing. Unfortunately, the trend is toward private landowners limiting general public access to these resources. Additional river and stream public access areas should be sought, targeting a minimum separation of approximately five miles between access points.

### Non-Traditional Recreation

Traditional park development typically serves youth who are interested in sports and organized activities very well. Ball fields and game courts are often the only facilities developed in addition to playgrounds when funds or space are limited. This reality often leaves youth interested in non-traditional activities such as skate boarding or in-line street hockey without opportunities for recreation. It is important to offer these non-traditional facilities as part of the mix of recreation opportunities to address the varied interest and engage youth in positive leisure-time activities. The regional parks may present an opportunity for development of non-traditional recreation facilities.

### Public Opinion Survey

In 2007, as part of the planning process, a random public opinion surveys were sent to residents of Juniata and Mifflin Counties. In the surveys, Juniata and Mifflin residents were asked to rate their level of satisfaction with existing recreation facilities in the Counties, identify which recreation facilities they felt were most important, rate their preference for park type, and rate which priorities the future focus of open space conservation in the Counties should concentrate. A summary of the results are described below and in Chapter 2.

### Evaluation of the Quality of Existing Park and Recreation Facilities by County

- The majority of Juniata County respondents felt that safety was the best quality of the existing park and recreation facilities in the County, followed closely by the location of parks and the cleanliness of the parks.
- The majority of Mifflin County respondents felt that cleanliness was the best quality of existing park and recreation facilities in the County, followed by the recreation programs offered and the overall impression of facilities in the County.
- The fewest respondents of Juniata County felt the variety of recreation facilities and recreation programs was their best quality while Mifflin County ranked safety and variety of facilities lowest of the quality ratings.

### Preferred Park Type by County

- Nature preserves were the preferred park type of respondents from Juniata County, followed by greenways.
- Smaller, closer to home parks were the most preferred park type by respondents from Mifflin County, followed by nature preserves.
- The fewest respondents in both Juniata and Mifflin Counties considered countywide bicycle trails as their preferred recreation park type.

### Priorities for Future Focus for Open Space Conservation, Parks, and Recreation

- Preferred open space conservation priorities for both Counties were maintaining existing parks, natural resource conservation, and open space protection.
- New park development and create trails ranked lowest in both Counties.

### Importance of Recreation Facilities by County

- Over 70-percent of respondents from both Counties felt that public forests were the most important public open space asset, followed by natural areas.
- The fewest respondents felt that biking paths were important recreation facility to have in the two Counties.

The results of the public opinion survey provide valuable information as it sets a baseline on which to measure satisfaction levels with existing facilities in Juniata and Mifflin Counties. The survey results assist in setting priorities for the future recreation and open space priorities as Juniata and Mifflin Counties implement the Greenway, Open Space and Rural Recreation Plan.

### Park Pilot Projects

Resident of Juniata and Mifflin Counties enjoy close to home recreation opportunities in municipal parks or parks offered by community organizations. Many

## Parks and Recreation Lands of Juniata and Mifflin Counties

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of the parks of Juniata and Mifflin Counties were viewed as a part of this planning process. While an assessment of each park was not completed, observation from the site visits revealed numerous opportunities to expand the public benefit of these facilities. Four pilot parks have been identified to illustrate development and enhancement opportunities that may be compatible with other parks throughout the Counties.

### **Juniata Terrace Borough Parks, Mifflin County**

East End Playground and West End Playground are small neighborhood parks at either end of Terrace Boulevard in Juniata Terrace Borough. The parks offer play equipment and lawn area. Assessment and recommendations include:

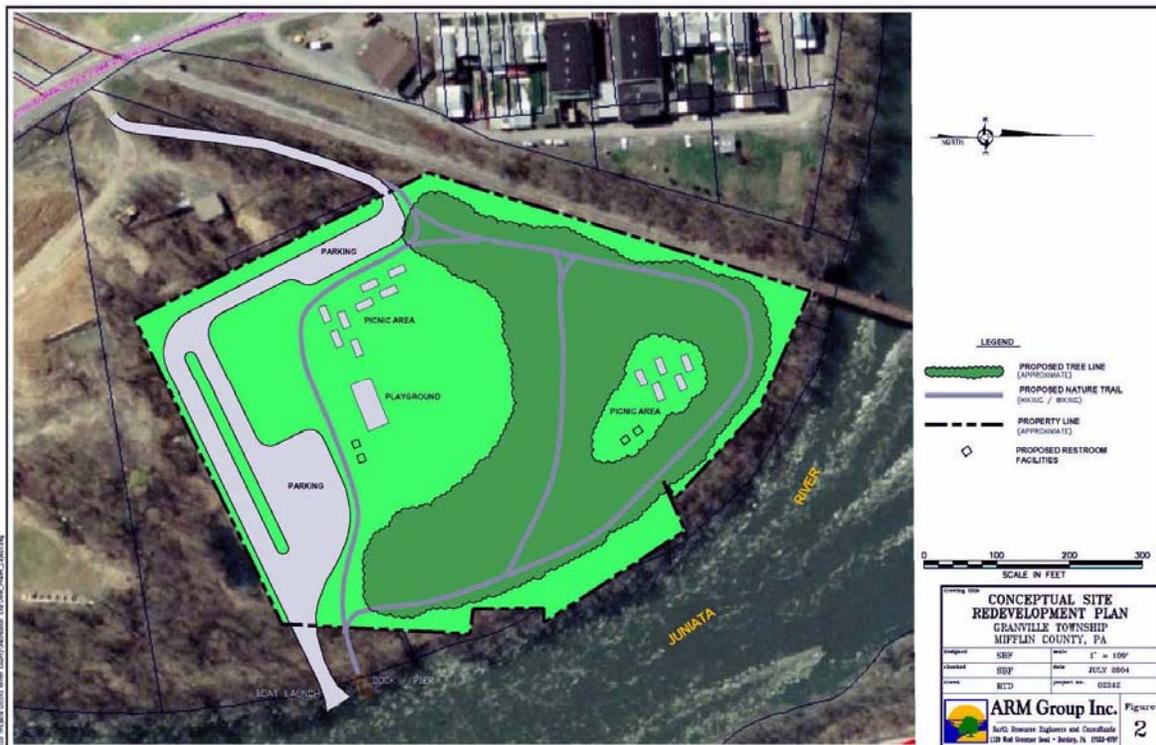
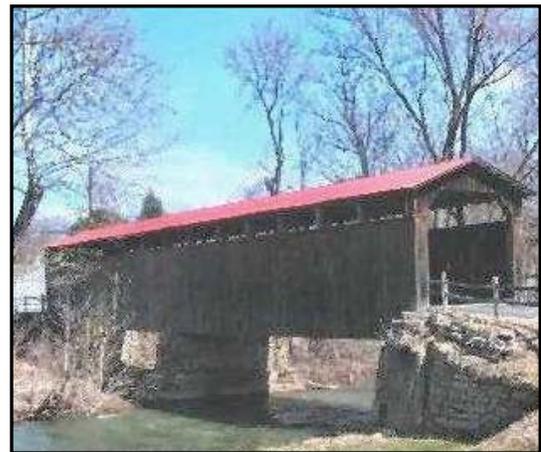
- The parks target the recreation needs of one user group: youth. The small size of the sites is a limiting factor.
- Play equipment –
  - The equipment includes older models that should be tested to assure compliance with the Consumer Product Safety Commission guidelines for playground safety. A cursory review of play equipment revealed issues with non-compliant equipment and lack of safety surfacing. Safety surfacing is required throughout the safety zones. Safety surfacing mulch or resilient pavement should be installed to meet fall criteria and accessibility requirements.
  - Playgrounds must meet the requirements of the Americans with Disabilities Act (ADA) which requires that an accessible route be provided from walkways/parking areas to the playground equipment and that a portion of the equipment offer activities that can be utilized by physically challenged children.
  - Playgrounds should be age segregated to accommodate children of different ages and abilities. Typically, play areas are divided to accommodate two to five year olds in one area and six to 12 year olds in a separate area.
- Playgrounds should be designed to stimulate imaginative play as well as physical activity. Playgrounds should be bright, stimulating environments that engage children while providing convenience facilities for adults such as benches and shaded areas. Locate playgrounds for safety. Provide adequate separation from streets, parking areas, and where applicable other recreation facilities such as ballfield foul ball and home run territory.
- The site should be accessible to persons with disabilities. An accessible route is required to provide access to the play equipment from the sidewalks. An accessible parking space should be provided if room exists.
- Site amenities should be added to enhance the convenience of using the parks. Benches for caregivers, picnic tables, trash receptacles, and bike racks are facilities that should be installed throughout the park sites.
- Shade is an important aspect of creating a comfortable outdoor environment, especially for seniors. Shade trees should be located with benches for shaded seating opportunities. If room is available, a small pavilion for one to two picnic tables should be provided for additional shade. Adding a small pavilion will also expand the use of the park.
- A master plan should be completed to address the assessment recommendations and to develop a design for the two parks that targets community needs and maximizes recreation opportunity.

### Fort Granville Heritage Park, Mifflin County

Fort Granville Heritage Park is an 8.8 acre site in Granville Township that has been suggested as a possible park redevelopment project. Preliminary conceptual plans for the parcel include river access, a playground, picnic areas, walking trails, and parking. Remediation of the on-site soils will be necessary as identified in the Phase II Environmental Assessment for the site. Rehabilitation of the site which is entirely in the floodplain would reuse a long vacant parcel and introduce a public recreation amenity in close proximity to the County’s major population area. The location along the Juniata River will provide a scenic amenity as well as a desired additional access point. Potential to connect the park to the Kish RiverWalk via the construction of a footbridge connected to an old railroad bridge spanning the Juniata River is also envisioned for the park. The Conceptual Site Redevelopment Plan completed by ARM Group Inc. is provided below.

### Lehman Covered Bridge Park, Port Royal Borough and Milford Township, Juniata County

Moyer Park in Port Royal Borough and Lions Club Park in Milford Township are located approximately 1.25 miles apart along the Tuscarora Creek and Licking Creek riparian corridors. Midway between these two existing parks is the Lehman Covered Bridge, a historic structure that spans Licking Creek carrying Milford Street.



game courts and play areas. The land use between the two parks along the stream corridors is primarily agricultural with riparian vegetation at the stream. A bicycle and pedestrian trail is suggested to connect the two park sites. The trail would cross the covered bridge to gain access to the both sides of the creek. A small park area is suggested at the covered bridge which could offer a resting area along the trail and interpretative signs. Safety measures will be required at the Routes 75/ 333 crossing. A study is required to determine if the suggested park and trail improvements can be undertaken. Land ownership, physical configuration and constraints, development options, and public interest in the project should be explored through a feasibility study. If the project is feasible, a master plan should be completed to develop the specific design of the improvements.

### **Academia Pomeroy Covered Bridge Park, Beale Township, Juniata County**



The historic Academia Pomeroy Covered Bridge in Beale Township was restored in 2008 and 2009 by the Juniata County Historic Society. The bridge spans 271 feet 6 inches across the Tuscarora Creek and is the longest remaining covered bridge in Pennsylvania. The bridge is on the National Register of Historic Places and is owned by the Juniata County Historical Society, although the land surrounding the bridge is in private ownership. The significance of the historic structure, the recent investment, and the location in an underserved portion of the County offer a compelling rationale for the development of a public park at the bridge site. Ownership of the surrounding land and the willingness of the owners to sell the land or execute an easement or long term lease on the property are the first issues to be explored. If a park is possible in this area components of the facility should include historic interpretation signage, creek access for

fishing, and areas and facilities for the passive enjoyment of the outdoors. The amount of land that can be secured for public use will determine if additional facilities can be developed and a master plan should define the specific improvements proposed.

## **Conclusions**

### **Strengths**

Juniata and Mifflin Counties have bountiful outdoor recreation opportunities. The nearly 100,000 acres of conservation and park lands offer opportunities for a wide variety of outdoor activities from hunting and fishing to picnicking, nature study, hiking, and traditional activities like participating in organized sports leagues and visiting playgrounds. Easy access to the great outdoors is available to all who live in the Counties. The historic and cultural remnants of the County's past provide compelling stories that can be interwoven into recreation experiences today.

### **Challenges**

Although the Counties have many pieces of a comprehensive park system, key components are missing or unrealized and there are significant challenges associated with providing close to home parks and recreation lands to serve residents. Consider the following:

- The approximately 420 acres of local parkland for close-to-home recreation falls short of the nearly 700 acres needed now and approximately 770 acres needed by 2020.
- Neither County has formalized a county park system. Mifflin County has the one-acre Stone Arch Bridge Park while Juniata County has no county parkland. A parks department is not recommended for either County although the Counties could consider working together, along with the host municipalities to promote recreation on a regional basis. Table 5-14 on page 5-26 defines a typical park classification system that should be considered for a bi-county

system. County-owned parks, heritage sites, and other similar public lands should be managed and maintained in partnership with another entity such as a municipality or historic society. Canal Park associated with the Lewistown Narrows Route 322 improvements may be transferred to the Counties and a partnership with the hosting municipality should be explored.

- There are 11 municipalities without a park. Parks and recreation opportunities are essential elements of a high quality of life. Providing recreation opportunities for individual leisure pursuits, family gatherings, community celebrations, competitive sports, and playground programs are important aspects of creating and maintaining a sense of community and providing fitness and wellness benefits to citizens.
- Municipalities have limited financial resources for parkland acquisition, including matching funds for acquisition grants. Personnel resources for maintenance of parkland are equally challenged.
- All but one of the municipalities in Juniata and Mifflin Counties do not have mandatory dedication ordinances that provide for dedication of parkland from developers.
- Key recreation facilities are missing from the offerings in the Counties to include a park or nature center developed for environmental education, convenient access to the river and streams throughout the Counties, and special use facilities such as skate parks.
- The Boroughs and first-ring suburban communities have long provided the majority of parkland and recreation opportunities, serving as regional facilities. This informal regional approach to parks and recreation places excessive financial and personnel burden on these core providers.

### Opportunities

The existing parks, school sites, and other public lands present opportunities to expand the offering of recreation facilities to County residents. Additional parkland has been identified as a need, and opportunities exist to expand the parkland holdings through partnerships with school districts and collaborative efforts between municipalities and public agencies. The rivers and historic and cultural resources of the Counties present interesting portals into the Counties past and opportunities to create destination parks that draw visitors to the area while meeting residents' recreation needs.

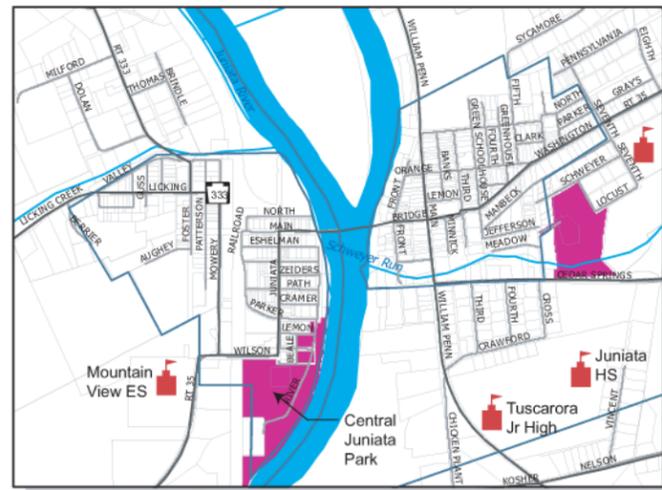
Juniata and Mifflin Counties have yet to witness the extensive development that has affected many other areas of the Commonwealth. This position provides opportunity for parkland acquisition and exploration of partnerships that will promote broad recreation benefits to the citizens of the Counties.

## Parks and Recreation Lands of Juniata and Mifflin Counties

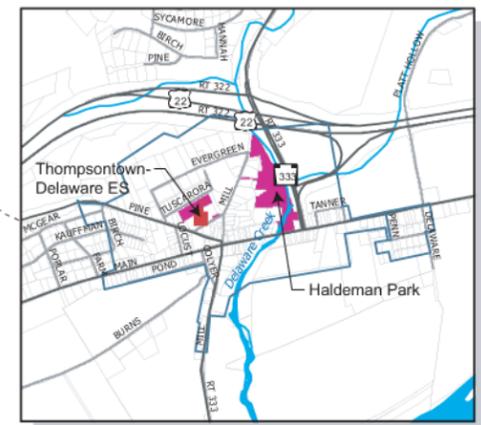
**Table 5-14**  
**Typical Park Classification System**

Type/Size/Service Radius	Definition	Benefits	Appropriate Amenities	Maintenance Level
<b>Mini Park</b> <i>0-5 acres</i> <i>¼-mile service radius</i>	Smallest park type, addresses limited recreation need	<ul style="list-style-type: none"> <li>▪ Provides close-to-home recreation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Playground</li> <li>▪ Benches, seating area</li> </ul>	High level of maintenance associated with well developed park and playground and reasonably high visitation
<b>Neighborhood Park</b> <i>5-15 acres</i> <i>minimum</i> <i>½-mile service radius</i>	Focus of neighborhood; in walking/biking distance of visitors	<ul style="list-style-type: none"> <li>▪ Provides access to basic recreation opportunities</li> <li>▪ Contributes to neighborhood identity</li> <li>▪ Establishes sense of community</li> </ul>	<ul style="list-style-type: none"> <li>▪ Play areas</li> <li>▪ Ball fields</li> <li>▪ Game Courts</li> <li>▪ Picnic/Seating</li> <li>▪ Pathways</li> <li>▪ Community gardens</li> </ul>	High level of maintenance associated with well-developed park and reasonably high visitation.
<b>Community Park</b> <i>25-50 acres,</i> <i>preferably</i> <i>50-80 acres</i> <i>2-mile service radius</i>	Large park for active & passive recreation; serves residents municipality-wide. Accommodates large groups.	<ul style="list-style-type: none"> <li>▪ Variety of recreation opportunities for all ages and interests</li> <li>▪ Space for organized, large scale, high participation events</li> <li>▪ Family destination</li> <li>▪ Fitness and wellness opportunities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Play areas</li> <li>▪ Organized sports facilities</li> <li>▪ Pavilions</li> <li>▪ Permanent restrooms</li> <li>▪ Lighting</li> <li>▪ Amphitheaters</li> <li>▪ Pools, Rinks</li> <li>▪ Parking</li> </ul>	Moderate level of maintenance associated with moderate level of development, budget restrictions, inability to perform higher levels of maintenance. Potential for park “friends” or adopt-a-park partners.
<b>School/Community Park</b> <i>Variable</i>	Parkland adjoining a school used for both recreation and education.	<ul style="list-style-type: none"> <li>▪ Combines two public entities for expanded year round recreation.</li> <li>▪ Maximizes public resources</li> <li>▪ Expands recreation opportunities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Youth-oriented game courts and ball fields</li> <li>▪ Play areas</li> <li>▪ Seating</li> <li>▪ Pathways</li> <li>▪ Lighting</li> <li>▪ Parking</li> </ul>	Moderate level of maintenance associated with moderate level of development, budget restrictions. Potential for cooperative agreement with school.
<b>Sports Complex</b> <i>30+ acres;</i> <i>preferably</i> <i>50-80 acres</i>	Consolidates sports fields and related facilities in a centralized location.	<ul style="list-style-type: none"> <li>▪ Economy of scale</li> <li>▪ Improved management</li> <li>▪ Municipal showcase</li> <li>▪ Attracts visitors who stimulate local economy</li> </ul>	<ul style="list-style-type: none"> <li>▪ Ball fields</li> <li>▪ Lighting</li> <li>▪ Spectator areas</li> <li>▪ Restrooms, Concessions</li> <li>▪ Landscaping</li> <li>▪ Parking</li> </ul>	State of the art maintenance applied to high quality facilities. Associated with high visitation; revenue generating facilities, tourism.
<b>Special Use Facility</b> <i>Variable</i>	Facility for a single purpose use.	<ul style="list-style-type: none"> <li>▪ Provides special focus recreation opportunities</li> <li>▪ Contributes to community identity</li> </ul>	<ul style="list-style-type: none"> <li>▪ Depends on purpose</li> </ul>	High level of maintenance associated with well-developed park and reasonably high visitation.
<b>Greenways and Trails</b> <i>Variable</i>	Tie park areas and community together to form a contiguous park environment.	<ul style="list-style-type: none"> <li>▪ Connects community</li> <li>▪ Reduces auto dependency</li> <li>▪ Improves air quality</li> <li>▪ Contributes most desired recreation facility for people throughout their lifetime</li> <li>▪ Attracts visitors</li> </ul>	<ul style="list-style-type: none"> <li>▪ Pathways – multipurpose</li> <li>▪ Trailheads</li> <li>▪ Support facilities</li> <li>▪ Signage</li> </ul>	Lowest level of maintenance. Focus on trailheads and trail safety.
<b>Natural Resource Area/ Preserve</b>	Natural areas for the protection and management of natural environment	<ul style="list-style-type: none"> <li>▪ Protects resources</li> <li>▪ Provides wildlife habitat</li> <li>▪ Offers opportunities for environmental education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Trails</li> <li>▪ Signage</li> <li>▪ Support facilities</li> </ul>	Lower level of maintenance.

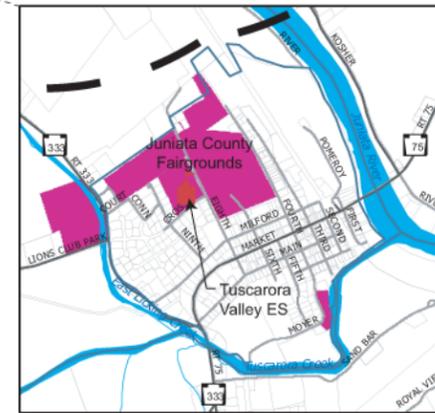
# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



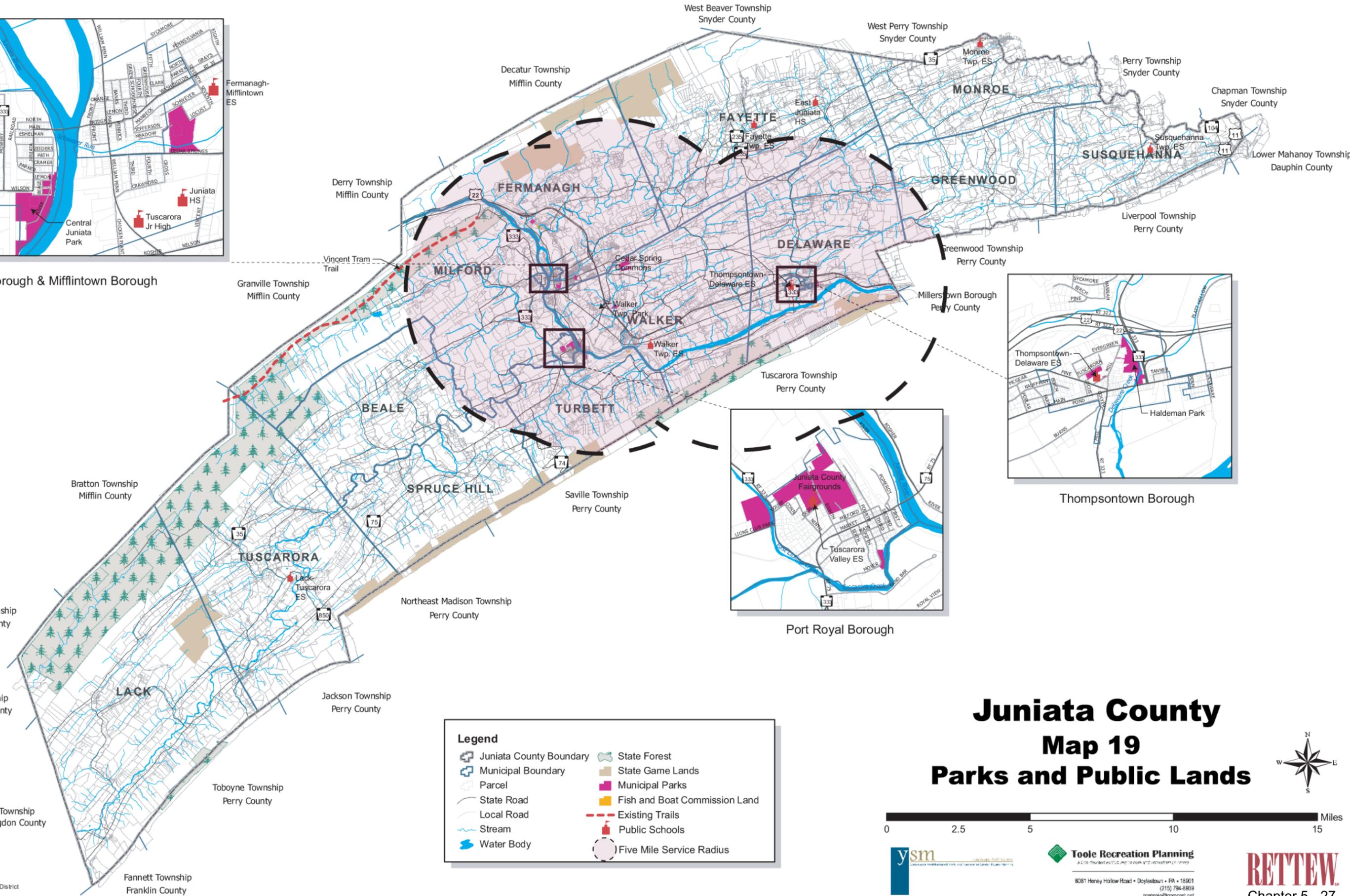
Mifflin Borough & Mifflintown Borough



Thompsonstown Borough



Port Royal Borough



**Legend**

Juniata County Boundary	State Forest
Municipal Boundary	State Game Lands
Parcel	Municipal Parks
State Road	Fish and Boat Commission Land
Local Road	Existing Trails
Stream	Public Schools
Water Body	Five Mile Service Radius

## Juniata County Map 19 Parks and Public Lands



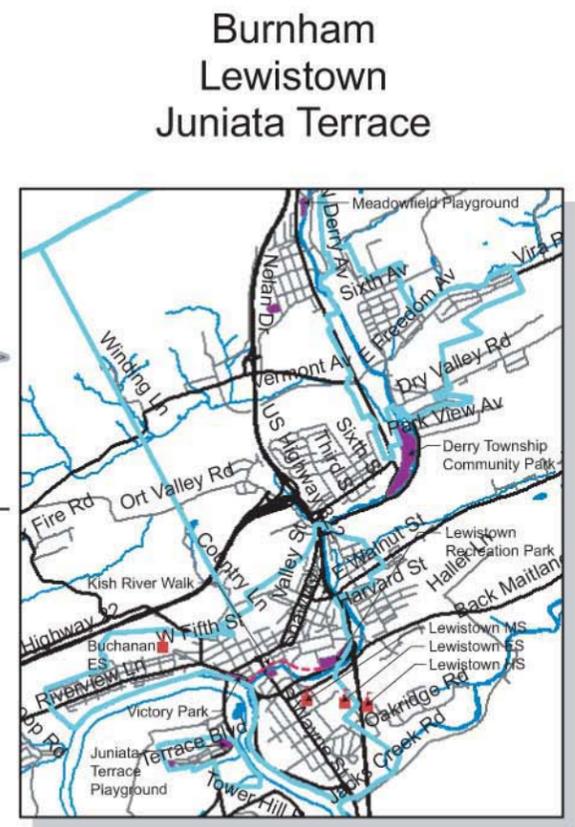
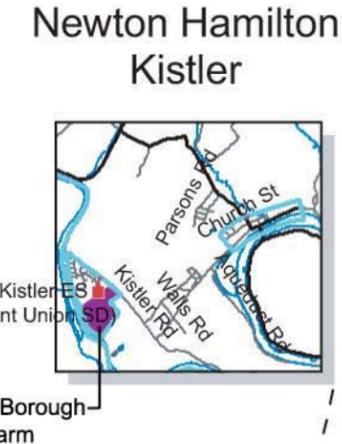
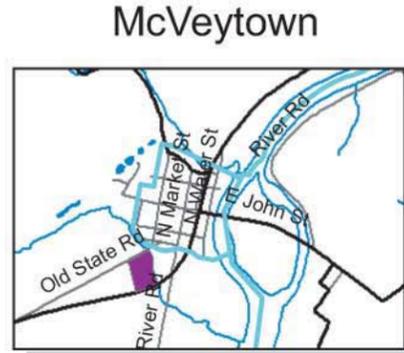
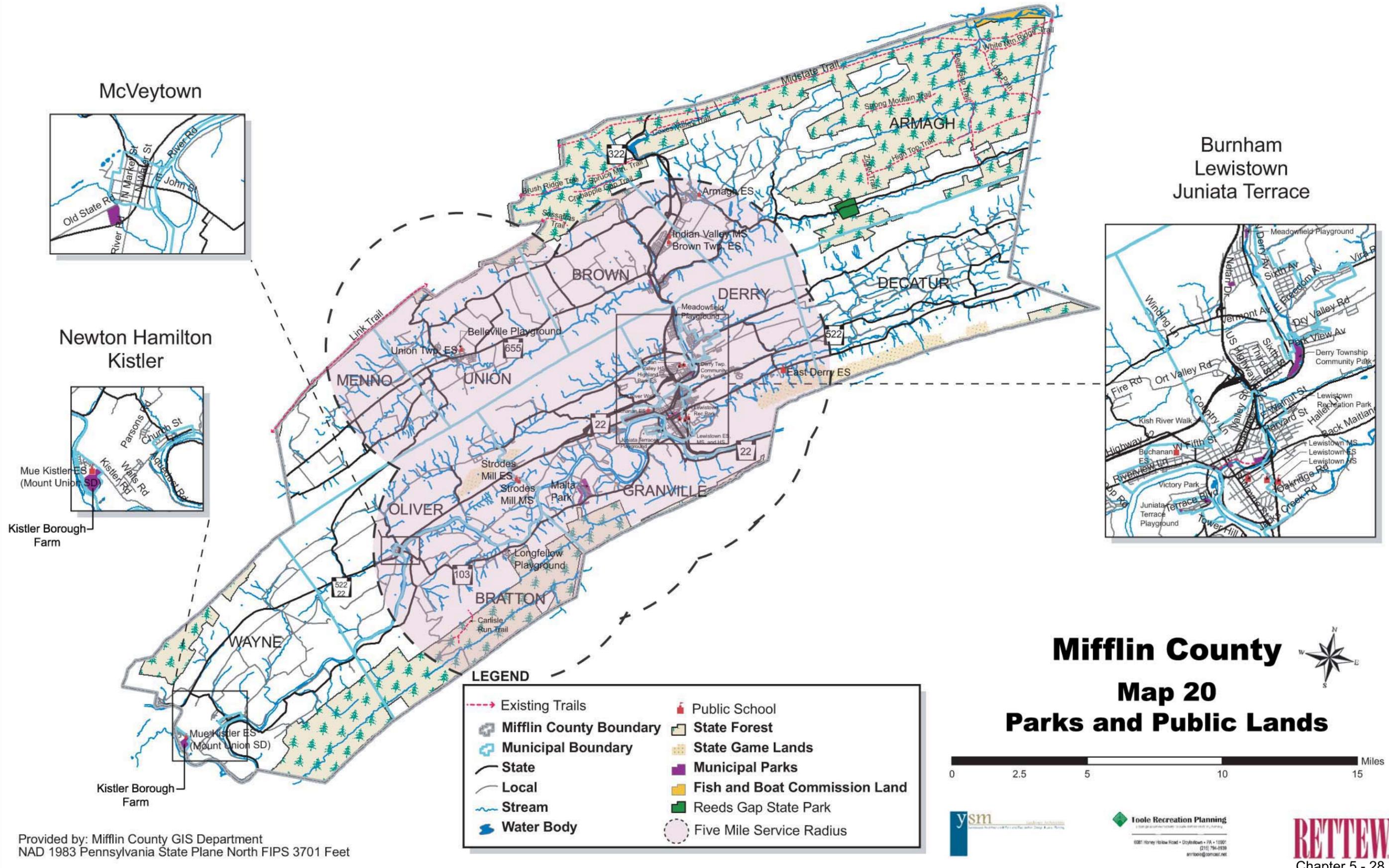
RETTEW Project No. 05-06316-001  
 PA State Plane Pennsylvania South, NAD 1983  
 Base Map Source:  
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**RETTEW**  
 Chapter 5 - 27

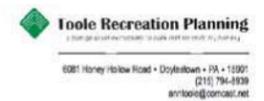
# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



**LEGEND**

Existing Trails	Public School
Mifflin County Boundary	State Forest
Municipal Boundary	State Game Lands
State	Municipal Parks
Local	Fish and Boat Commission Land
Stream	Reeds Gap State Park
Water Body	Five Mile Service Radius

## Mifflin County Map 20 Parks and Public Lands



Provided by: Mifflin County GIS Department  
NAD 1983 Pennsylvania State Plane North FIPS 3701 Feet

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Chapter 6

# Greenways and Trails of Juniata and Mifflin Counties



## Introduction

Greenways and trails are linear resources that connect a community or region. Juniata and Mifflin Counties have tremendous opportunity to develop a comprehensive greenway and trail system that could connect the many natural resource areas, parks, rural villages, and community destinations of the two Counties.

The Commonwealth of Pennsylvania has adopted a plan, "Pennsylvania Greenways: An Action Plan for Creating Connections" with a coordinated and strategic approach for developing a statewide system of connected greenways. The Plan calls for all counties within the Commonwealth to develop and adopt greenway plans<sup>1</sup>.

### Greenways Defined

A greenway is a corridor of open space. Greenways vary greatly in scale, from narrow ribbons of green that run through urban, suburban, and rural areas to wider corridors that incorporate diverse natural, cultural, and scenic features. They can incorporate both public and private property, and can be land- or water-based. They may follow old railways, canals, or ridge tops, or they may follow stream corridors, shorelines, or wetlands, and include water trails for non-motorized craft. Some greenways are recreational corridors or scenic byways that may accommodate motorized and non-motorized vehicles. Others function almost exclusively for environmental protection and are not designed for human passage. Greenways differ in their location and function, but overall, a greenway will protect natural, cultural, and scenic resources; provide recreational benefits; enhance natural beauty and quality of life in neighborhoods and communities; and stimulate economic development opportunities.

The vision of a network of greenways throughout Pennsylvania includes regional, state, county, and local greenways, all interconnected and spanning the Commonwealth. This network of landscape connections will create a "green infrastructure" of open space vital to the health of Pennsylvania's resources, both ecological and manmade. The

statewide greenways network can also provide a new connectivity within and among Pennsylvania's communities and promote healthier lifestyles with more abundant recreational opportunities and transportation alternatives, and stronger connections to cultural and historic places. This connectivity can be represented by the metaphor of the "hubs and spokes" of a wheel.

### "Hubs and Spokes"

Pennsylvania's greenways network will ultimately take the form of "hubs and spokes." The "hubs" of this network will include parks, forests, game lands, nature preserves, lakes, vistas, cultural attractions, or other destination areas including our communities. The "spokes" of the network will be greenways connecting our natural areas and recreation and cultural destinations with the places where we live.<sup>2</sup> These greenways may conserve ecologically sensitive corridors for wildlife; provide land and water trails for transportation, fitness and outdoor recreation; and accommodate motorized recreational vehicles such as snowmobiles or ATVs.

## Greenways

The geography of Juniata and Mifflin Counties with the dominant east-west ridge lines and the meandering Juniata River has greatly influenced the location of population centers and transportation corridors. The fertile valleys are dominated by farm fields and pastures and the larger population centers are located along the river with smaller villages expanding throughout the valleys. The forested ridges with their steep slopes are relatively undisturbed. The ridges, rivers, and stream corridors are the primary features that can serve as the "spokes" of the Juniata and Mifflin Counties greenway network. Through previous planning efforts two major greenway corridors of statewide importance that traverse Juniata and/or Mifflin Counties have been identified and studied. These corridors are described below and are located on the Greenways, Trails, and Bicycle Routes Maps (pages

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<sup>1</sup> Pennsylvania Greenways: An Action Plan for Creating Connections, Pennsylvania Greenways Partnership Commission and Greenways Partnership Advisory Commission, (2001), p.34.

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<sup>2</sup> Pennsylvania Greenways: An Action Plan for Creating Connections, Pennsylvania Greenways Partnership Commission and Greenways Partnership Advisory Committee, (2001),p.8.

6-20 and 6-21). Both the Mainline Canal Greenway and Susquehanna Greenway are designated as Pennsylvania Major Greenway Corridors. Major Greenways are defined as those that are 50 miles or more in length, pass through two or more counties and are recognized in official planning documents.

- **Main Line Canal Greenway** – The Main Line Canal Greenway traverses both Juniata and Mifflin Counties along the Juniata River and the historic path of the Main Line Canal. The greenway is a total of 63.5 miles long in Juniata and Mifflin Counties with 22.5 miles in Juniata and 41 miles in Mifflin. The Main Line Canal, completed in 1834, stretched 320 miles from Columbia Borough in Lancaster County to Pittsburg with a 37 mile portage via the Allegheny Portage Railroad between Hollidaysburg and Johnstown for crossing the Allegheny Mountain. The canal provided a transportation route for westward expansion from the population centers of Philadelphia and Harrisburg. The Juniata Division of the system began where the Juniata River merged with the Susquehanna River and continued to Hollidaysburg over 127 miles. The Juniata Division had 86 locks and 25 aqueducts. The canal was sold by the State to the Pennsylvania Railroad in 1857 which operated the canal until 1888.

The Main Line Greenway incorporates trail systems for recreation and connection to surrounding communities with the goal of a continuous land-and-water-based recreation system.

### **Main Line Canal Greenway: Pennsylvania's Millennium Legacy Trail**

The commonwealth of Pennsylvania designated the Main Line Canal Greenway as Pennsylvania's Legacy Trail. As part of the national Millennium Legacy Trails project, each state was able to designate only one trail as a millennium trail under a program launched by the White House in 2000.

### **What is it?**

The Main Line Canal Greenway is a conceptual route that follows a section of the Pennsylvania Main Line Canal from Pittsburgh to Harrisburg. It is an entity that is mapping and promoting a system of land trails, water trails and roadways that will span the route. It is not a rail trail connecting the two cities but rather a system of thematic trails connecting centers of art, history, culture, entertainment, education, outdoor, and other recreational activities.

### **Why is it Important?**

By magnifying the visibility of communities and the amenities they have to market, Pennsylvania's Legacy Trail can start increasing revenue as soon as it has an identity. Resources will be increased for development of more trails, cultural and shopping districts, local businesses, and recreation. Conservation, recreation, and economic development go hand-in-hand. This has significant potential for economic development in Mifflin and Juniata Counties.

Source: Allegheny Ridge Corporation

A 1.5-mile segment of the Juniata Division of the Main Line Canal has been restored in Mifflin County at the Locust Campground. This segment of the restored canal was placed on the National Register for Historic Places in 2002. The campground features canal boat rides on a replica canal boat and public access to the only restored section of the canal in the two Counties.

The Allegheny Ridge Corporation, a private non-profit corporation, manages the Main Line Canal Greenway and other initiatives within the Allegheny Ridge Heritage Area to develop heritage-based recreation, environmental, and quality-of-life projects for the area.

- **Susquehanna Greenway** – The Susquehanna River corridor in Juniata County is part of the Susquehanna Greenway that extends through Pennsylvania from New York State to Maryland. About 0.75 miles of the

greenway is in Juniata County and exists as riparian buffer and water trail without improvements or access facilities. The Susquehanna Greenway is the longest corridor in Pennsylvania, stretching nearly 500 miles in length. The Susquehanna Greenway Partnership is dedicated to developing and sustaining the Susquehanna Greenway to connect communities and enrich lives through enhanced recreation, healthy living, economic prosperity, and environmental stewardship.

In 2003, the Susquehanna Greenway Partnership conducted a public opinion survey about the greenway in the 22 counties along the corridor including Juniata County. Findings from the section of the greenway in which Juniata County residents responded included the following:

- 62% supported the greenway creation.
- 55% wanted their community to be involved – only 7% did not. About 38% were not sure.
- 95% consider the river an asset.
- Over four out of five rated clean water, scenery, public access, and cultural, historic and natural resources as important.
- About one out of two respondents indicated that they do not use the river because they do not know what is available. About 40 percent expressed the opinion that there is not enough public access to the river.
- Nearly 60% of the respondents specified that the focus of the greenway should be on achieving a balance of recreation, resource conservation, economic development, and flood protection.
- To 80% of the respondents in the Juniata Reach of the greenway, the major benefits of the greenway were to make their community a better place to live and to improve their community image.
- Top uses of the Susquehanna River and its adjoining lands as specified by over 60% of

respondents: enjoying river views, scenic drives, nature enjoyment, community festivals and spending time with family and friends.

- Activities respondents would most like to do along the greenway: hiking, picnicking, environmental education, bicycling, and photography.

Two water trails, or blueways, within Juniata and/or Mifflin Counties have been designated as having statewide importance: the Juniata River Water Trail and the Middle Susquehanna River Water Trail.

- **The Juniata River Water Trail** – A water trail has been designated along the Juniata River and is mapped in two sections along its main stem. The Lower Section stretches from the confluence with the Susquehanna River to Lewistown. The Upper Section extends between Lewistown through Mifflin, Huntingdon, and Blair Counties to Canoe Creek State Park. The Juniata River Water Trail was designated as a National Recreation Trail in 2009 as part of the Main Line Canal Greenway.

In Juniata and Mifflin Counties, 63 miles of water trail offer access to historic sites, shore and island camping, and other points of interest. There are six surfaced ramp river access areas in the Lower Section, five of which have been designated by the Pennsylvania Fish and Boat Commission (PFBC) including the recently completed access ramp as part of the Lewistown Narrows highway project. Along the Upper Section there are four designated access points, with three under PFBC jurisdiction. Refer to Chapter. The Granville ramp (mile 51) and Newtown-Hamilton ramp (mile 73) are separated by 22 miles of river, limiting convenient access to the river for a significant portion of western Mifflin County residents.

- **Middle Susquehanna River Water Trail** – Juniata County has approximately 0.75 miles of riverfront land along the Susquehanna River. There are no public

improvements within this relatively short length of the Middle Susquehanna River Water Trail. In 2008, the U.S. Department of the Interior designated a 103-mile section of the Susquehanna River Water Trail, from Sunbury to the Maryland border through Juniata County, as a National Recreational Trail.

### National Recreation Trails

The designation recognizes exceptional existing trails that connect people to resources and improve the quality of their life. National Recreation Trails benefit from the prestige and increased visibility of being part of the National Trail System.



## Trails

Existing trails in Juniata and Mifflin Counties are identified in Tables 6-1 and 6-2 on page 6-5. State lands in Juniata and Mifflin Counties contain over 261 miles of trails and roads used as trails. Additionally, many logging roads throughout the Counties extensive woodlands are used as trails. Just a handful of designated trails in Juniata and Mifflin Counties are located outside of the State lands. One regional long distance trail, the Mid-State Trail passes through northern Mifflin County and the Link Trail traverses a short segment of Mifflin County. These two trails are listed as major greenways with trails by the Commonwealth. Existing trails in Juniata and Mifflin Counties include 3.6 miles of trail in Reeds Gap State Park and the following:

- **State Forest Trails** – Both Juniata and Mifflin Counties contain significant acreage of State Forest lands which have 151 miles of dedicated trails and 105 miles of trails that are part of the roadway system. These trails are open to hiking, mountain biking, and horseback riding. The public opinion surveys for the two Counties found that citizens rank public forests and natural areas as the most important recreation facilities and access to trails is important for the enjoyment of these areas.
- **State Game Land Trails** – The State Game Lands trails are extensive and informal but not listed by mile as they are primarily wilderness in nature. The Game Commission permits hiking and use of designated trails for horses and bicycles during specific periods of the year. Snowmobile use is also permitted on designated routes during specific periods. The main purpose of the State Game Lands is for hunting and wildlife habitat protection.
- **Mid-State Trail** – The Mid-State Trail is a long distance primitive hiking trail traversing 319 miles across the Commonwealth from the Mason-Dixon boundary in Bedford County to just north of the village of Blackwell in Tioga County. Approximately 13 miles of the trail is located along the northern boundary of Mifflin County. The trail is extremely rugged within the natural settings of Bald Eagle and Rothrock State Forests. The Mid-State Trail is part of a larger trail system: the Great Eastern Trail. The Great Eastern Trail is a long-distance hiking footpath stretching along the Appalachian Mountains from Alabama to the Finger Lakes Trail in New York. The Great Eastern Trail links existing trails, including the Tuscarora Trail, Standing Stone Trail, and the Mid-State Trail in Pennsylvania.
- **Link Trail** – The Link Trail, also known as the Standing Stone Trail, is a 72 mile hiking trail that links the Mid-State Trail to the Tuscarora Trail. The trail traverses the northern boundary of Mifflin County in the area of the Rocky Ridge Natural Area for approximately 8 miles. The trail affords a scenic overlook to the northwest.
- **Vincent Tram Trail** – The Vincent Tram Trail is an approximately 12 mile unimproved trail in northern Juniata County along an abandoned rail corridor. The trail is within State Forest Lands and popular for day use.

## Greenways and Trails of Juniata and Mifflin Counties

Table 6-1 - Juniata County Existing Trails/Greenways/Blueways	
Trails/Greenways/Blueways	Comments
Mainline Canal Greenway	Along the Juniata River
Vincent Tram Trail	Traverses Blue Mountain
Tuscarora State Forest - Shade Bench/Haul Road/ Sugar Spring Trail - Whitsel Trail	
Cross Keys Path	Connects to Tuscarora State Forest trails
Juniata River Water Trail	
Middle Susquehanna River Water Trail	
BicyclePA Route J	Along Routes 11 & 15
Tuscarora Mountain Greenway	Traverses S.G.L. 88/171, Tuscarora S.F. & Tuscarora Wild Area along border with Perry County

- **Municipal Park Trails** – Several municipal parks have trails that offer walking opportunities while linking park facilities. Municipal park trails include Lewistown Borough’s Rec Park, and Derry Township’s Derry Township Community Park in Mifflin County and Moist Run Park in Mifflintown Borough, Juniata County.



Table 6-2 - Mifflin County Existing Trails/Greenways/Blueways	
Trails/Greenways/Blueways	Comments
Mainline Canal Greenway	Along the Juniata River
Mid-State Trail	Traverses Bald Eagle State Forest
White Mountain Ridge Trail	Traverses White Mountain Wild Area
Bald Eagle State Forest Trails - Coxes Valley Trail - Summit Trail - Strong Mountain Trail - High Mountain Trail - Red Ridge Trail - High Top Trail - Bear Gap Trail - Long Path - Wolf Gap Trail - Middle Ridge Trail	- Along Strong Mtn. ridge  - Along Thick Mtn. ridge - Borders White Mountain Wild Area
Reeds Gap State Park - Reeds Gap Spur Trail  - Honey Creek Trail Loop - Blue Jay Trail Loop - Flicker Path	- Connects to Poe Valley State Park (18 miles)
Rothrock State Forest Trails - Link Trail - Spruce Mountain Trail - Indian Trail - Pig Pile Trail - Bigelow Trail - Sassafras Trail - B.R. & S. Trail - Ben Jacobs Trail - Mutterbaugh Trail - Chestnut Trail - Bush Ridge Trail	
Tuscarora State Forest - Flat Trail - Whitsel Trail - Carlisle Gap Trail	
Link Trail & Greenway	Along Huntingdon/Mifflin Co. border Connects to Greenwood Furnace S.P. and Rocky Ridge Natural Area in Huntingdon Co. Traverses Rothrock S. F. and S.G.L. 112
Kish RiverWalk	
Juniata River Water Trail	

- **Kish RiverWalk** – The Kish RiverWalk is an urban trail located between Rec Park at Dorcus Street and Main Street in Lewistown. This segment of the trail is gravel. The trail is envisioned to extend from Rec Park, south to Victory Park on the Juniata River and north to Derry Township Community Park. Additional segments of the trail were studied in the Lewistown RiverWalk Trail and Feasibility Study, 2005 including Juniata RiverWalk linking to the Kish RiverWalk near the river and extending southeast along the river’s north shore to Jack’s Creek. A second extension; Juniata RiverWalk West is planned to extend along the north shore, west from Victory Park to the area along the river, aligning with Greenleaf Avenue in Lewistown.
- **Route 322/Narrows Trail** – A recreation trail was developed as part of the Route 322 reconstruction at the Narrows along the Juniata River. The trail extends 1.5 miles along the former tow-path of the Main Line Canal from the location of a restored lock to a newly developed PA Fish & Boat Commission river access area. Amenities along the trail include a restored section of the lift lock system, a restored towpath spillway, interpretative signs, and trail markers to guide visitors along the trail. The stone lock keepers house has been stabilized but full restoration was not part of the project. The trail does not extend along the entire 10-mile road reconstruction corridor. Access for fishing is provided along a continuous path located at the toe of slope of the new roadway construction. This path is approximately four-foot wide and provides access for bridge and wall safety inspections.

## Greenway and Trail Resources

### Natural Resources

The Juniata River, numerous streams, and many ridgelines traversing the Counties provide natural

corridors that could contribute to a comprehensive greenways system.

#### Guidelines for Greenway Networks

Connected natural systems are ecologically more sustainable and important than unconnected systems. “If all else is equal, large reserves are better than small reserves; a single large reserve is better than several small ones of equivalent total area; reserves close together are better than reserves that are far apart; rounded reserves are better than long, thin ones; reserves clustered compactly are better than reserves in a line; and reserves that are connected by corridors are better than unconnected reserves.”<sup>3</sup>

(Source: International Union for Conservation of Nature)

The many forested ridges of the Counties already connect significant natural areas. Designation of a greenway with associated conservation objectives can promote protection of natural resources and important habitat areas. Both counties have significant wooded ridgelines/mountains to include:

- Tuscarora Mountain
- Blacklog and Shade Mountain
- Jacks Mountain
- Long Mountain
- Stone Mountain
- Front Mountain
- High Mountain
- Blue Mountain.



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<sup>3</sup> Mark A. Benedict and Edward T. McMahon, Green Infrastructure, Linking Landscapes and Communities (Washington: Island Press, 2006), p.110.

The many streams of the Counties provide additional linear resources and their high quality makes their protection critical. Many of the streams within both Juniata and Mifflin Counties listed in PA DEP Chapter 93 Water Quality Standards have water quality criteria of Cold Water Fishes (CWF) or higher. The high water quality designations from PA DEP attest to the importance of protecting these resources. The Natural Resource chapter identifies these streams. Juniata County has four streams with High Quality DEP designations and Mifflin County has 15 streams with this designation.

### Man-made Resources

Abandoned railroad corridors, logging roads, utility rights-of-way, and other linear features present opportunities to expand the greenway system beyond the Counties' natural corridors. The following man-made resources could contribute to a comprehensive greenway and trail system throughout Juniata and Mifflin Counties.

- **Main Line Canal** – The historic path of the Juniata Division of the Main Line Canal System in both Counties presents a 63.5 mile long distance corridor 63.5 with trail and recreation potential. Although the physical evidence of the historic path has been lost in many locations, where it can be reclaimed it presents a trail opportunity with a significant tie to the history of the Counties. Remnants of the canal and its facilities should be incorporated where possible to tell the story of the Main Line Canal.



- **Kishacoquillas Valley Railroad** – The abandoned Kishacoquillas Valley Railroad

(KV Railroad) from Belleville to Lewistown in Mifflin County is 9.2 miles long, located parallel to the Kisk Creek. The KV Railroad operated from 1893 to 1940. When the KV Railroad ceased to operate the tracks were removed. The rail corridor has since reverted to private ownership.

The KV Railroad corridor has potential as a recreation trail as the continuous linear open space remains intact. Recently the corridor between Yeagertown and Reedsville was improved for temporary use for Amish carriages while PennDOT was improving Route 322 at the narrows crossing of Jacks Mountain. This portion of the corridor was improved with an aggregate surface and, in addition to the carriage use, became popular as a recreation trail for the general public. Signage currently prohibits use of this improved portion of the corridor. There are multiple landowners along the length of the KV Railroad including the Lewistown Water Authority and Maple Grove Mennonite Church.

- **Tuscarora Valley Railroad** – The Tuscarora Valley Railroad (TV) ran 30-miles through the Tuscarora Valley between Port Royal and Blairs Mills in Juniata County. In Port Royal the train connected with the Pennsylvania Railroad. The TV operated until 1934 and the corridor has been abandoned and reverted to private ownership. Little evidence remains of this former rail corridor.
- **Roadways** – The improved roads and logging roads of Juniata and Mifflin Counties present places to walk and bicycle. The relatively low volume of traffic on both state and municipal roads in the two Counties opens the opportunity for on-road cycling. The popularity of road cycling emerged in the planning process and a Cyclists Forum was held to explore this activity further from a local perspective.

## Regional Greenway Connections

By definition, greenways often extend regionally, following natural and manmade resources that are not limited by artificial governmental borders. It is important to look beyond the boundaries of Juniata and Mifflin Counties to identify additional greenway and trail opportunities. Cooperation and partnerships with state agencies, adjacent counties and municipalities, and other willing landowners is important to realize greenway and conservation objectives regionally. The following corridors are in common between adjacent counties and Mifflin and Juniata Counties and are illustrated on the Greenways, Trails, and Bicycle Routes Maps (pages 6-20 and 6-21):

- **Centre County** – The border between Mifflin and Centre Counties is the existing Mid-State Trail regional greenway corridor. Bald Eagle State Forest and Rothrock State Forest span for miles on either side of the Mifflin and Centre border with several State Forest hiking trails crossing across the county border. The Mid-State Trail runs along the border snaking between the two counties along several ridge lines and valleys. Centre County is currently developing a County Greenway Plan and hopes to coordinate future proposed greenways with the Mifflin and Juniata County’s proposed greenway system.
- **Union County** – Union County borders Mifflin County for approximately three miles through Bald Eagle State Forest and Pennsylvania Fish and Boat Commission land. An existing State Forest hiking trail, the White Mountain Ridge Trail, runs through the White Mountain Wild Area located on either side of the county border. Additionally, the Penns Creek corridor connects the two counties across the northern portion of their border. Union County has recently completed a comprehensive plan which suggests that greenways should be established along major stream corridors and other linear natural features.
- **Snyder County** – Several established and potential greenways link Snyder, Mifflin, and Juniata Counties. The Middle Susquehanna River Water Trail corridor connects Juniata and

Snyder County along the Susquehanna River. Bald Eagle State Forest spans between Mifflin and Snyder Counties with several State Forest hiking trails crossing between the counties. No trail exists presently, however the Snyder and Juniata County border follows the Mahantango Creek Corridor to the Susquehanna River for approximately 13 miles. Snyder County has not undertaken a greenway study and does not have any proposed greenways or trails linking Mifflin, Juniata, and Snyder Counties

- **Perry County** – Three significant greenway corridors connect Perry and Juniata Counties. The Perry and Juniata border follows the Tuscarora Mountain Greenway Corridor. State Game Lands 88, 171, Tuscarora State Forest, and Tuscarora Wild Area are located along this corridor and extend into both counties across the county border. No land trails exist along the Tuscarora Mountain Corridor at this time. The proposed Mainline Canal Greenway Corridor extends from Juniata into Perry County along the Juniata River corridor. Lastly, the Middle Susquehanna River Water Trail corridor connects Juniata and Perry County along the Susquehanna River. Perry County will begin work on a Greenway, Parks, Recreation and Open Space Plan in Fall 2009 and will coordinate on cross-county connections.
- **Huntingdon County** – There are numerous existing and potential greenway and trail connections between Huntingdon, Mifflin, and



Juniata Counties. The 2007 Southern Alleghenies Greenways and Open Space Network Plan, which includes Huntingdon County, established five wildlife corridors that

extend through Huntingdon County to the Mifflin and Juniata Counties border. The wildlife corridors are envisioned in the plan as conservation greenways without trail development. The conservation greenways identified follow Jacks Mountain, Aughwick Creek, Blacklog Mountain, Shade Mountain, and Tuscarora Mountain into Mifflin and Juniata Counties. Though there is no trail development at this time along the conservation greenways, Huntingdon County has the option of developing trails in the future. Jacks Mountain Wildlife Corridor, in particular, has the potential to become a land trail in the future.

The proposed Mainline Canal Greenway connects Huntingdon and Mifflin Counties along the Juniata River corridor and is Huntingdon County's highest priority greenway. Locally, many boroughs in the County along the Juniata River are improving their river access and trails to be part of the Juniata River Water Trail.

The Link Trail Greenway extends north-south through eastern Huntingdon County connecting to the Tuscarora Trail in northern Fulton County and to the Mid-State Trail in Centre County near the border of Mifflin County. The Link Trail begins in Greenwood Furnace State Park in Huntingdon County. Currently 46 miles have been developed throughout the County. The Link Trail Greenway snakes slightly across the border into Mifflin County in several locations in Rothrock State Forest and State Game Lands 112.

Additionally, Rothrock State Forest, Tuscarora State Forest, and a small portion of Bald Eagle State Forest span the border between Huntingdon, Juniata and Mifflin Counties. Many local hiking trails span across the county borders within these State Forests.

- **Franklin County** – Franklin County recently completed a County Greenways Plan. A Tuscarora Conservation Greenway is proposed following Tuscarora Mountain along the County's western border and north into Juniata and Perry Counties. The plan identifies this corridor as a high priority for conservation as

an important migratory flyway spanning several states. The Tuscarora Trail follows the Tuscarora Greenway throughout the majority of the County, but veers south into Perry County approximately four miles south of the Franklin-Juniata County lines. Juniata County and Franklin County are linked indirectly through Tuscarora State Forest lands.

### Barriers to Greenway Development

The very resources that promote greenway potential also influenced the land use and development patterns of the Counties. For instance, the Juniata River presents tremendous potential as a greenway corridor that could provide ecological benefits for wildlife and enhanced riparian buffers to protect water resource, but the existing land uses along the river include roadways, active rail lines, and numerous population centers with industrial and other development hugging the shores of the river.

The geography of Juniata and Mifflin Counties promotes east-west corridors and the majority of the transportation routes and stream corridors follow this alignment. The exceptions include Route 322 which traverses the gaps in the mountain and ridge lines to span the Counties from southeast Juniata County to northcentral Mifflin County. Other exceptions include the Juniata River in Juniata County and several of the small streams. The active rail line adjacent to the river and Route 322 form the most challenging barriers to a comprehensive network of greenway connections throughout both Counties. These transportation routes form physical barriers, particularly for the ridge and mountain greenways and their linkage to the river greenway. One function of greenways is as a trail for people movement, and very often this can be accommodated through work-arounds and engineering solutions. Bridges and underpasses can be built to connect trails across roadways or rail lines. The natural functions of greenways are not as adaptable. Greenways as wildlife corridors and preserves for habitat protection are limited by the presence of transportation routes that bisect and interrupt the continuity of a corridor.

Greenways are easiest to establish in areas with limited development and where there are large tracts of land under single ownership. As this

planning document has stated in several instances, Juniata and Mifflin Counties have not seen the tremendous development other parts of the Commonwealth have experienced and expansive open space still exists, especially beyond the primary population centers of Lewistown, Mifflintown, Mifflin, Port Royal, and Thompsontown. Development pressure experienced in Juniata and Mifflin Counties has come from the Harrisburg area to the south and State College area to the north. This development pressure will likely continue following the recovery of the current economic downturn as Juniata and Mifflin Counties offer affordable, rural housing opportunities in relatively close proximity to these urban areas. This points to the urgency of pursuing greenways and trails now, while opportunities for linear connections remain relatively available.

### Juniata and Mifflin Counties Greenway, Trail, and Bikeway System

A comprehensive system of greenways, trails, and bikeways is proposed to connect throughout the two Counties. This system should span the Counties to connect the residential, recreation, commercial, and school hubs and other destinations.

#### **Greenways: Important to the Citizens**

The public opinion survey conducted as part of this planning process provides glimpse into what citizens deem as important greenway objectives. About 56 percent of the survey respondents indicated that greenways are important. Only one in ten respondents views greenways as not important.

### Proposed Greenways for Juniata and Mifflin Counties

Inventory and analysis of natural and man-made resources identified and mapped features that contribute to greenway development. Corridors were then designated that align with major landscape features and areas of natural resources. The greenways connect protected lands and fragmented landscapes. Areas of special concern identified in the County Natural Areas Inventory are included to a great degree. Nine regional

greenway corridors were identified which creates the framework for the Juniata and Mifflin County system of greenways and trails. The nine regional greenways corridors include:

- Susquehanna Greenway – Juniata County
- Main Line Canal Greenway – Juniata and Mifflin Counties
- Kishacoquillas Creek Greenway – Mifflin County
- Tuscarora Mountain Greenway – Juniata County
- Tuscarora Creek Greenway – Juniata County
- Black Log Mountain/Shade Mountain Greenway – Juniata and Mifflin Counties
- Jacks Mountain Greenway – Mifflin County
- Stone Mountain Greenway – Mifflin County
- Mid State Trail Greenway – Mifflin County

The Greenways, Trails, and Bicycle Routes Maps (pages 6-22 and 6-23) illustrate the nine regional greenway corridors. Descriptions of the regional greenway corridors are provided in Table 6-3 on the following page. These corridors are the main greenways that traverse Juniata and Mifflin Counties, and are located along significant landscape features which extend beyond the boundaries of the Counties. As adjacent counties plan and implement protections for greenways, the greenway system of Juniata and Mifflin Counties will connect along this green infrastructure to other greenways throughout the Commonwealth.

The nine regional greenways alone do not complete a greenway system that encompasses all of the significant resources of the two Counties. Additional local greenways have been identified to extend greenways along secondary corridors to protect important resources and create interconnecting loops which tie the main greenways together. These local greenways link important

## Greenways and Trails of Juniata and Mifflin Counties

<b>Table 6-3 - Juniata and Mifflin Counties Regional Greenway Corridor Descriptions</b>				
Regional Greenway	Approximate Length (Miles) /Beginning-End	County / Municipalities	Key Features / Attributes	Other Planning / Development Initiatives / Comments
G-1 Susquehanna Greenway	0.75 / Susquehanna	Juniata County – Susquehanna		Susquehanna Greenway Partnership
<b>G-2 Main Line Canal Greenway</b>				
a. Juniata County	22.5 / Perry County Line to Mifflin County Line	Juniata County – Delaware, Thompsontown, Turbett, Port Royal, Mifflin, Mifflintown, Walker, Milford, Fermanagh	Haldeman Park, Central Juniata Park	Main Line Greenway, Juniata Watershed Management Plan
b. Mifflin County – Juniata Co. to Lewistown	5.2 / Lewistown to Juniata Co. Line	Mifflin County – Derry, Lewistown	Victory Park, Lewistown Riverwalk	Main Line Greenway, Juniata Watershed Management Plan, Lewistown RiverWalk Trail Feasibility Study
c. Mifflin County – Lewistown to Huntingdon Co.	37.5/Lewistown to Huntingdon Co. Line	Mifflin County – Granville, Bratton, Oliver, McVeytown, Wayne	Juniata Terrace Playground, Central Juniata Park	Main Line Greenway, Juniata Watershed Management Plan, Lewistown Riverwalk Trail Feasibility Study
<b>G-3 Kishacoquillas Creek Greenway</b>				
a. Lewistown to Reedsville	6.5 / Lewistown to Reedsville	Mifflin County – Lewistown, Derry, Brown		Lewistown RiverWalk Trail Feasibility Study
b. Reedsville to Belleville	9.6 / Reedsville to Belleville	Mifflin County – Brown, Union		
G-4 Tuscarora Mountain Greenway	35.3 / Franklin Co. to Perry Co.	Juniata County – Delaware, Walker, Turbett, Spruce Hill, Tuscarora, Lack	State Game Land No. 88 and 171 Tuscarora State Forest	
G-5 Tuscarora Creek Greenway	38.3/Huntingdon and Franklin Co. Line to Perry Co. Line	Juniata County – Port Royal, Milford, Turbett, Beale, Spruce Hill, Tuscarora, Lack		
<b>G-6 Black Log Mountain / Shade Mountain Greenway</b>				
a. West of Juniata River	22.3 / Juniata River to Huntingdon Co. Line	Juniata County – Milford, Tuscarora, Lack Mifflin County – Derry, Granville, Bratton, Wayne	State Game Land No. 107, Tuscarora State Forest, Vincent Tram Trail, Karl B. Guss Picnic Area	
b. East of Juniata River	11.6 / Juniata River to Perry Co. Line	Juniata County – Fermanagh, Fayette Mifflin County – Decatur		
<b>G-7 Jacks Mountain Greenway</b>				
a. West of Kishacoquillas Creek	24.9 / Kish Creek to Huntingdon Co. Line	Mifflin County – Derry, Granville, Brown, Union, Menno, Oliver, Wayne	Rothrock State Forest, Reeds Gap State Park	
b. East of Kishacoquillas Creek	14.0 / Kish Creek to Snyder Co. Line	Mifflin County – Armagh, Decatur, Brown, Derry		
G-8 Stone Mountain Greenway	15.5 Brown to Huntingdon Co. Line	Mifflin County – Brown, Union, Menno	Rothrock State Forest, Link Trail	
G-9 Midstate Trail Greenway	20.5 / Huntingdon/Centre Co. Line to Union/ Centre Co. Line	Mifflin County – Armagh, Brown	Bald Eagle State Forest, Midstate Trail, White Mountain Wild Area	Existing long distance trail.

hubs and are typically located along smaller streams and ridgelines.

The next step in the planning process was to evaluate the regional greenways to establish protection and development priorities. The greenway corridors were evaluated based on open space criteria considered by the advisory committee. The advisory committee ranked the criteria as first, second, or third priority as shown in Table 6-4. Greenways were separated into geographic segments where the physical characteristics were not homogeneous across the full length of the corridor. Each greenway segment was evaluated based on the criteria and priority designations were used to create a weighted ranking.

Table 6-4 - Juniata and Mifflin Counties Open Space/Greenway Evaluation Criteria	
1 <sup>st</sup> Priority	Contiguous to protected lands of the Commonwealth (State Parks, State Forests, State Game Lands).
	Preserves stream corridors and enhances riparian buffers.
	Provides access to streams and rivers.
	Protects woodlands.
	Contiguous to protected lands of a municipality.
2 <sup>nd</sup> Priority	Contiguous to farmland permanently protected with an Agricultural Conservation Easement.
	Preserves/connects natural corridors for wildlife.
	Preserves outstanding wildlife habitat, diverse species/communities, PNDI sites, and large enough to be stable.
	Protects areas of cultural or historic significance.
	Extends/protects trails, greenways, and blueways.
3 <sup>rd</sup> Priority	Preserves scenic qualities.
	Preserves prime agricultural soils.
	Protects area under development pressure, located in high growth area.

Table 6-5, on page 6-13 illustrates the outcome of the prioritization process and provides a prioritized greenway ranking based on the evaluation criteria. The criteria were weighted as follows: 2 points if the greenway satisfies the criteria, 1 point if the criteria are partially satisfied, and 0 points if the greenway does not satisfy the criteria. The resulting ranking of greenway corridors is a useful tool for County and municipal officials and

planners to prioritize acquisition and implementation of protection strategies. It does not place a relative value on the greenways nor assess the current “degree of threat” or “availability” of the corridor. The ranking provides a point of departure for future action but consideration must be given to protection opportunities and development pressure. Each greenway identifies is important to the quality of life of County residents and provides many significant benefits. Juniata and Mifflin Counties should strive to protect and preserve each of the identified greenway corridors.

**Greenway Function**

Greenways can take many forms. Some may consist only of natural areas or passive greenways. Others may include a primitive footpath for exploring nature or have a recreation trail and function as an active greenway. An important goal of Juniata and Mifflin County’s greenway system is to protect the Counties natural resources that are valued by residents. Although a lower priority for future County focus, trails are important and valued for their recreation, fitness, and transportation potential as well as their potential to draw tourists to the area.

The appropriate function for each regional greenway was evaluated. The evaluation considered compatibility of protecting natural resources while facilitating public access via trail development. Each greenway was considered based on the following:

- Extends an existing trail.
- Located in high growth area or area of development pressure.
- Links population centers, school sites, and parks.
- Terrain is compatible with trail development.

**Greenways: For Natural Resource Conservation**  
 Approximately 80-percent of Juniata and Mifflin County residents who responded to the opinion survey indicated that “natural resource conservation” should be a priority future focus for open space, parks, and recreation. Approximately 40-percent of residents from both Counties rated “create trails” as a future priority focus.

**Table 6-5 - Juniata and Mifflin Counties  
Greenway Ranking**

Greenway Designation	1 <sup>st</sup> Priority					2 <sup>nd</sup> Priority							3 <sup>rd</sup> Priority			Greenway Ranking	
	Contiguous to protected lands of the commonwealth	Preserves stream corridors and enhances riparian buffers	Provides access to streams and rivers	Protects woodlands	Contiguous to protected lands of a municipality	1 <sup>st</sup> Priority Subtotal	Contiguous to farmland permanently protected with an Agricultural Conservation Easement	Preserve/connect natural corridors for wildlife	Preserves outstanding wildlife habitat, diverse species/communities, PNDI sites, and large enough to be stable	Protects areas of cultural or historic significance	Extends/protects trails, greenways, and blueways	Preserves scenic qualities	2 <sup>nd</sup> Priority Subtotal	Preserve prime agricultural soils	Protects area under development pressure, located in high growth area		3 <sup>rd</sup> Priority Subtotal
G-1	Susquehanna Greenway					4						9			3	33	5
G-2	Main Line Canal Greenway																
	a. Juniata Co.					7						10			3	44	1
	b. Mifflin Co. - Juniata Co. to Lewistown					6						10			3	41	2
	c. Mifflin Co - Lewistown to Huntingdon Co.					6						11			1	41	2
G-3	Kishacoquillas Creek Greenway																
	a. Lewistown to Reedsville					7						9			2	41	2
	b. Reedsville to Belleville					5						8			4	35	4
G-4	Tuscarora Mountain Greenway					4						7			0	26	7
G-5	Tuscarora Creek Greenway					5						6			1	28	6
G-6	Black Log Mountain/ Shade Mountain Greenway																
	a. West of Juniata River					7						9			0	39	3
	b. East of Juniata River					4						8			0	28	6
G-7	Jacks Mountain Greenway																
	a. West of Juniata River					3						8			0	25	8
	b. East of Juniata River					3						6			0	21	9
G-8	Stone Mountain Greenway					4						8			0	28	6
G-9	Mid-State Trail Greenway					4						8			0	28	6

 = Greenway satisfies criteria - 2 points     
  = Greenway partially satisfies criteria - 1 point     
  = Greenway does not satisfy criteria - 0 points

Seven regional greenways or greenway segments were determined to align with some or all of the trail development considerations. Trail development should be considered for the following regional greenway corridors:

- Main Line Canal Greenway – Juniata County segment
- Main Line Canal Greenway – Mifflin County, Juniata County to Lewistown
- Main Line Canal Greenway – Mifflin County, Lewistown to Huntingdon County
- Kishacoquillas Creek Greenway – Lewistown to Reedsville
- Kishacoquillas Creek Greenway – Reedsville to Belleville

- Tuscarora Creek Greenway
- Black Log Mountain/Shade Mountain Greenway – west of Juniata River

At this time the Susquehanna Greenway is not categorized as a greenway with trail due to its short length. When trails are developed up and down river of the Juniata County portion of the Susquehanna Greenway a trail should extend along the 0.75 mile river frontage in the County.

### Expanding the System

Developing greenways and trails is a long-term proposition due to the linear nature of the resources which are not constrained by governmental or parcel boundaries. The rural character of the Counties and the relatively low traffic volume already make the area popular for on-road cycling

## Greenways and Trails of Juniata and Mifflin Counties

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and walking for leisure. The rural roadways of the Counties were identified as a resource to expand the proposed greenway and trail system beyond the regional and local greenway corridors identified.

### Cycling

An open forum was held with cycling enthusiasts as part of the public input process for this plan. Cyclists attended and shared their thoughts on cycling and potential cycling routes and trails in the two Counties. Concerns and challenges cited by the cyclists include:

- Roadways are not designed to accommodate cyclists. Roadway berm/shoulder width is not sufficient.
- There is only one convenient way over Seven Mountains: Route 322, a four lane highway which prohibits bicycle use. Cyclists have been pulled over for riding over Seven Mountains while it was noted that you may ride with permission. (PennDOT may grant permission to ride on highways if requested in writing based on the potential unavailability of a reasonable alternate route or PennDOT publishes a notice in the Pennsylvania Bulletin authorizing bicycle access to the highway.) Other states permit bicycles on similar roads.
- The canal towpath between Lewistown and Juniata County is not open for public cycling. In Lewistown you cannot get beyond Juniata Concrete along the towpath.
- The Lewistown RiverWalk Trail extension of the Kish Riverwalk from Lewistown, north to Derry Township is limited due to an active rail line.
- In the spring, when DCNR puts the stone down on State Forest roads, it is difficult to ride the roads.
- The improvements to Route 322 through the Lewistown Narrows were not developed to accommodate bikes and a tremendous recreation and transportation opportunity was lost.

Cycling opportunities in Juniata and Mifflin Counties includes:

- Cycling opportunities are located in close proximity to most residents – right outside their front door if they avoid high volume roads.
- There is easy access to State Forest lands for mountain biking.
- Indian Valley High School has an active bike club which has been successful in spurring interest in cycling. The club has approximately 120 members and participants can get involved in four sub-interest groups: BMX riding, mountain bike riding, recreational riding, and bike repair and assembly.
- Creating safe routes to school via biking and walking is important. While creating long distance trails is important, the most crucial trails are the ones that connect schools to population centers and neighborhoods.
- The KV Railroad presents one of the best opportunities for development of an off-road bike trail.

Routes for long-distance, on-road cycling and roadways frequented by walkers were noted through the planning process. These references were also accompanied by concerns for safety and convenience. According to Pennsylvania's Statewide Bicycle & Pedestrian Master Plan, few Pennsylvania communities are walkable or bikeable. The following concerns identified in the Statewide Plan are common to Juniata and Mifflin Counties as well.

- Increasing Walking and Bicycling – More people would walk and bicycle if safe and convenient facilities were available including paved shoulders along roads, bike lanes, signed routes, and sidewalks.
- Increase Public Awareness – Educational and aggressive outreach programs are needed to make people aware of non-motorized traffic as well as the rights and

responsibilities all typed of users have regarding motorized and non-motorized transportation. Supporting the Mifflin County School District's curriculum for bicycle riding as part of its Physical Education Curriculum is essential. It is a model of what communities can do to increase bicycling, short distance non-motorized transportation, and healthy active life-styles.

- **Integration with Transportation Planning –** Non-motorized transportation must be part of the planning process for transportation at all levels of government and regional planning.
- **Making Communities Pedestrian and Bicycle Friendly –** Making non-motorized transportation safe and convenient in pedestrian/bicycle friendly communities requires a comprehensive approach including physical improvements for cycling and walking, education, promotion, and providing technical assistance and support for municipalities, community organizations, and others involved with related planning efforts for walking and biking.
- **Leadership –** Government officials at all levels need to step up to the plate and make a commitment to making non-motorized transportation a reality in pedestrian/bicycle friendly communities. Planning needs to extend beyond jurisdictional borders for a true regional approach that facilitates transit through a network of connected trails and community/regional destinations.

### Trail and Bikeway Initiatives

Several recent efforts to improve the bicycling and walking opportunities in Mifflin County have been proposed. Through initiatives of the Mifflin County Planning and Development Department safe bicycle routes to schools have been explored for funding and future development. Trail and bicycling and pedestrian opportunities for Juniata and Mifflin Counties include the following:

- **Electric Avenue Re-Stripping/Indian Valley High School –** PennDOT is considering including the re-stripping Electric Avenue on its schedule of upcoming road improvement projects in the Lewistown area. Electric Avenue is located within a short distance of the Indian Valley High School and is the main roadway traveled to access the school from the surrounding area. Mifflin County explored the opportunity of coordinating with PennDOT to stripe bike lanes along Electric Avenue to promote bicycle use by students to access the school. The high school integrates bicycling into its Physical Education curriculum and runs a popular bike club fostering a high level of interest in bicycling. Electric Avenue is a wide roadway having previously been stripped for four traffic lanes and currently accommodating three lanes providing sufficient area for bike lanes on both sides of the road. Although the project was delayed due to funding and changing regulations, PennDOT is considering accommodating pedestrian and bicycle use of the shoulder to designate the off road lane adjacent to the road shoulder. PennDOT indicated that additional accommodations may be appropriate when a comprehensive bike network is established in the area.
- **Green Avenue Extension/Lewistown Middle School –** Mifflin County Planning and Development Department identified the opportunity of creating a bicycle and pedestrian connection from the Lewistown Middle School to Blossom Hill, a new residential development slated for approximately 400 families located just north of Route 322. Green Avenue Extension connects the school and the housing development as well as a Geisinger Health facility, a residential retirement development, and a child care facility. One option for funding this connection is Safe Routes to School Program, a federal program administered by the states which

provides infrastructure improvements that promote safe connections to schools.

Figure 6-1 on page 6-21 illustrates a possible configuration for safe bicycle and pedestrian connection. The improvements illustrated include a pedestrian/bicycle trail separated from the road cartway in most locations. An easement may be necessary in some areas from adjacent property owners to develop the trail. The existing bridge over Route 322 is narrower than the approaching right-of-way and will require safety accommodations to separate bikes and pedestrians from traffic and provide safe passage across the span. The proposed trail links into the open space trails of the Blossom Hill development. The development will have families with students attending the school who will benefit from a safe trail link to the school.

- **Mifflintown Borough to Mifflin Borough** – This linkage across the Juniata River is an outcome of the replacement of the existing vehicular bridge by PennDOT. PennDOT is in the process of developing a design for a new bridge that will tie the two shores together in a location south of the existing bridge. The old bridge will be removed and one design option under consideration includes a new pedestrian bridge built in its place to retain cohesion between the two town centers and provide bicycle and walking connections between the communities and public facilities. If the final design includes the pedestrian bridge, it could be the impetus for bicycle and pedestrian connections that extend from the bridge to nearby community destinations. In Mifflin Borough destinations include Central Juniata Park, Mifflin Park, and Mountain View Elementary School. Extending bicycle and walking accommodations along River Drive and Wilson Street will complete these connections. In Mifflintown Borough destinations include Myers Park, Moist Run Park, Tuscarora Junior High School, and Juniata High School. Connections to these destinations could take a variety of routes

through the Borough using the existing street, sidewalk, and alley system. The affected municipalities and Juniata County should continue to communicate with PennDOT to promote pedestrian and bicycle accommodations associated with these roadway and bridge improvements.

- **Lewistown Hospital Life Trail** – Walking the perimeter grounds of Lewistown Hospital is a popular activity for hospital employees as well as local residents. This trail could be developed as a model interpretive trail featuring programs and information to promote active healthy lifestyles.
- **Kish RiverWalk Northern Extensions** – The Kish RiverWalk extensions to the north to Derry Township Park and south to Victory Park are important local connections that will expand the reach and benefit of this urban trail. Challenges to completing these extensions include crossing of Kish Creek and Route 22 to the south and the active rail line to the north.
- **Juniata RiverWalk** – The Juniata RiverWalk parallel the Juniata River and Route 22, connecting the Kish RiverWalk to the Stone Arch Bridge at Jack’s Creek. The trail corridor extends along utility rights-of-way and existing sidewalks. From Jack’s Creek the trail could extend south of the Borough along the Juniata River.
- **Juniata RiverWalk West** – The Juniata RiverWalk West extends up-river from Victory Park to an existing cement plant. This trail will parallel the river and primarily use utility rights-of-way

### **Pedestrian and Bicycle Friendly Trail Strategy for the Future**

Juniata and Mifflin Counties are ideally suited to enhance their community’s and the Counties as a whole, with trails and corridors for biking and walking. The rural character, low volume of traffic on most roadways, and the current low level of development in the Counties points to a significant

opportunities to provide improvements for pedestrians and bicyclists. The cyclist forum revealed interest in cycling in the region, which, in part may be attributed to the convenient access to low volume roadways.

Cycling and walking are poised to take a more dominant role in the mix of transportation options available to Americans. With fluctuating gas prices, energy dependence, concern about carbon dioxide emissions and global warming, and the obesity epidemic and lack of physical activity; promoting alternative transportation modes, especially biking and walking is vital.

Enhancing Juniata and Mifflin Counties with a comprehensive system of trail and on-road bike routes has the potential to dramatically enhance the quality of life for residents while setting the stage for spin-off benefits such as economic development through tourism and supporting businesses; fitness and wellness; reduction in vehicular traffic; and reduced dependence on the automobile. Providing alternative transportation modes such as trails and bike lanes open up opportunities for the non-driving teen and adults to connect to destinations and reduce dependency on motorized transportation options.

The existing roadways of the Counties have not been designed nor managed for shared use. Accommodations need to be made to enhance safety for shared use by bicycles and pedestrians. Vehicles currently share numerous County roadways with Amish horse and buggies and enhancements for bicycle and pedestrian use will benefit this population as well.

Currently there is only one formally designated on-road bicycle route identified for either County, BicyclePA Route J which follows Routes 11 and 15 along the Susquehanna River in Juniata County. The BicyclePA Routes are road corridors designated by experienced bicyclists that traverse the Commonwealth.

### **Trails and Economic Development - Heritage Rail Trail County Park - York County, PA**

A survey of trail users of the 21 mile Heritage Rail Trail County Park was completed in 2007 to define the characteristics of trail users and gauge the economic impact of the trail on the County's economy. The survey found that approximately 60.8 percent of users were from York County while the rest were from the surrounding counties, the Philadelphia and Baltimore areas and as far away as California. Based on the 2007 usage, it is estimated that the trail contributes over \$6 million annually to the York County economy.

Through cyclist input and research, roadways in the Counties have been identified as potential bike routes. These are roads already used by cyclists for leisure riding or for bike races. The roadways traverse the Counties and are illustrated on the Trail/Bike Routes Map. Currently, these on-road routes are un-improved for bicycle or pedestrian use and cyclists have identified safety of using these routes as a primary concern. These routes are presented as initial corridors that should be explored and evaluation for their compatibility with shared road bicycle and pedestrian use. Evaluation of these routes and others should occur through a comprehensive evaluation of bicycle and pedestrian opportunities in Juniata and Mifflin Counties. Suggestions for the evaluation process include:

- Create a Bicycle/Pedestrian Advisory Committee to guide the planning efforts to develop a County-wide Bicycle and Pedestrian Plan.
- Involve local cyclists and pedestrians to identify appropriate routes. Cursory investigation was completed as part of this study and has been documented, but additional assessment is warranted to identify routes and loops that will provide a comprehensive system throughout both Counties and linking to routes in adjacent counties.
- Define a system of on-road routes, bike lanes, and multi-use trails that connect hubs or destinations including parks, schools,

residential neighborhoods, commercial areas, and community assets such as libraries.

- Coordinate with and work closely with PennDOT District Engineers to identify roadway improvement projects on state roadways and U.S. Routes. Improvements to routes 655, 522/22, 235, 35, 103, 333, and 75 that accommodate bicycles would greatly expand the safe bicycling opportunities in the Counties. Most of these roads were not identified in the Cyclists Forum as routes frequented by cyclists as these are the more heavily traveled routes through the Counties. Safety accommodations to these roads would further expand cycling opportunities and promote alternative transportation as these routes connect many of the towns and villages of the Counties. As part of the evaluation of these roads also consider Amish buggy use and accommodation of buggy lanes that would also serve cyclists. Route 655 in western Mifflin County was cited as an area of significant buggy traffic.
- Coordinate with local municipalities to include bicycle and pedestrian accommodations such as shoulder paving and maintenance as part of their roadway maintenance work. County residents already walk on roadways such as Ort Valley Road, a local road with narrow gravel shoulders. Ort Valley Road's proximity to residential subdivisions and Electric Avenue in Lewistown make it a popular walking corridor. Additionally, high school students use Electric Avenue, Ort Valley Road, Country Lane, and Walnut Street as a running circuit. Municipalities should work with a transportation engineer with experience and knowledge of bicycle facility development to develop a comprehensive approach to integrating bicycle and pedestrian facilities into local roadway networks.
- Team with the Juniata River Valley Visitors Bureau and advocates for children's health and fitness and the environment to promote

local bicycling opportunities. Develop brochures, maps, and touring routes/destination information that will promote cycling. Themed bike excursion routes could promote tourism as well as local use. Possible themes include historic sites, farmers markets, and the covered bridges of Juniata County.

### A Vision for a Greenway, Trail, and Bikeway System for Juniata and Mifflin Counties

The Greenway, Trail, and Bikeway System for Juniata and Mifflin Counties will provide a connecting system of corridors for resource protection, recreation, and linkage to community destinations. The system is composed of natural greenways, greenways with trails, and bikeways. System Components include:

- **Central Spine** - A central greenway spine that functions as the primary corridor in Juniata and Mifflin Counties. Other greenways, trails, and bikeways link to this regional corridor. This spine is composed of four priority regional greenway segments:
  - Main Line Canal Greenway – Juniata County
  - Main Line Canal Greenway – Juniata County to Lewistown
  - Main Line Canal Greenway – Lewistown to Huntingdon County
  - Kishacoquillas Creek Greenway – Lewistown to Reedsville

These greenways have been identified as “active” corridors with trails. Geographically these segments extend generally north-south through Juniata County and much of Mifflin County, eastward along the Juniata River through the main population center of Juniata County, and westward along the river in Mifflin County. The majority of the other regional and local greenways, trail, and

bikeways connect to this central greenway spine.

- **Natural Greenways** – Natural greenways are regional and local greenways that function primarily to protect natural areas and are located along the mountains, ridgelines, and streams. The existing trails of the State lands provide recreational opportunities in many of these corridors. New trails are not suggested as a high priority in these greenways because of the extremely steep terrain, high water quality, and the current availability of the Mid-State Trail and Link Trail providing long-distance hiking opportunities.
- **Active Greenways** – Active greenways are regional and local corridors that are compatible with trail development and extend from the central spine and link hubs while providing recreation and transportation benefits. Active greenways provide tangible benefits and can create momentum for the entire greenway, trail, and bikeway system. Pilot projects should be undertaken in each County to illustrate the many benefits of greenways and trails. The KV Railroad corridor in Mifflin County and a trail connecting the Lehman Covered Bridge and Lions Club Park and Moyer Park in Milford Township and Port Royal Borough, Juniata County are suggested as pilot projects.
- **Bikeways** – Bikeways connect to the central spine and active greenways to create loops and extend the system to generally encompass the Counties.
- **Local Links** – Local links provide the last piece of the puzzle, connecting destinations such as parks, schools, and indoor recreation facilities to nearby active corridors where linear resources and system corridors do not exist. Municipalities, school districts, and private land owners must work together to develop the local links which connect local destinations to the greenways and trail system.

## Conclusions

### Strengths

Juniata and Mifflin Counties have the confluence of greenway and trail opportunities seldom found in other areas of the Commonwealth: a rich tapestry of natural resources, two prestigious greenways of statewide and national significance, bikeable roadways, and a level of growth and development that provides openings for greenway and trail opportunities to be explored.

### Challenges

The benefits of greenways and trails have not been widely embraced and some opportunities have been lost to develop trails and greenways in the Counties. Recent efforts of Mifflin County Planning Department and this planning process have exposed a growing interest in bike and pedestrian friendly communities. The citizen survey substantiated the importance of greenways to residents as a preferred park type while bike trails ranked much lower. Residents relate to the resource protection benefits of greenways while the transportation and recreation benefits of trails are not as widely embraced.

Private landowner cooperation will be critical to realizing the full greenway and trail system. Although public lands are significant in the Counties, proposed greenways and trails traverse many private landholdings. Promoting the benefits of greenways and trails as well as natural resource conservation and working directly with landowners to understand and address their concerns will be important.

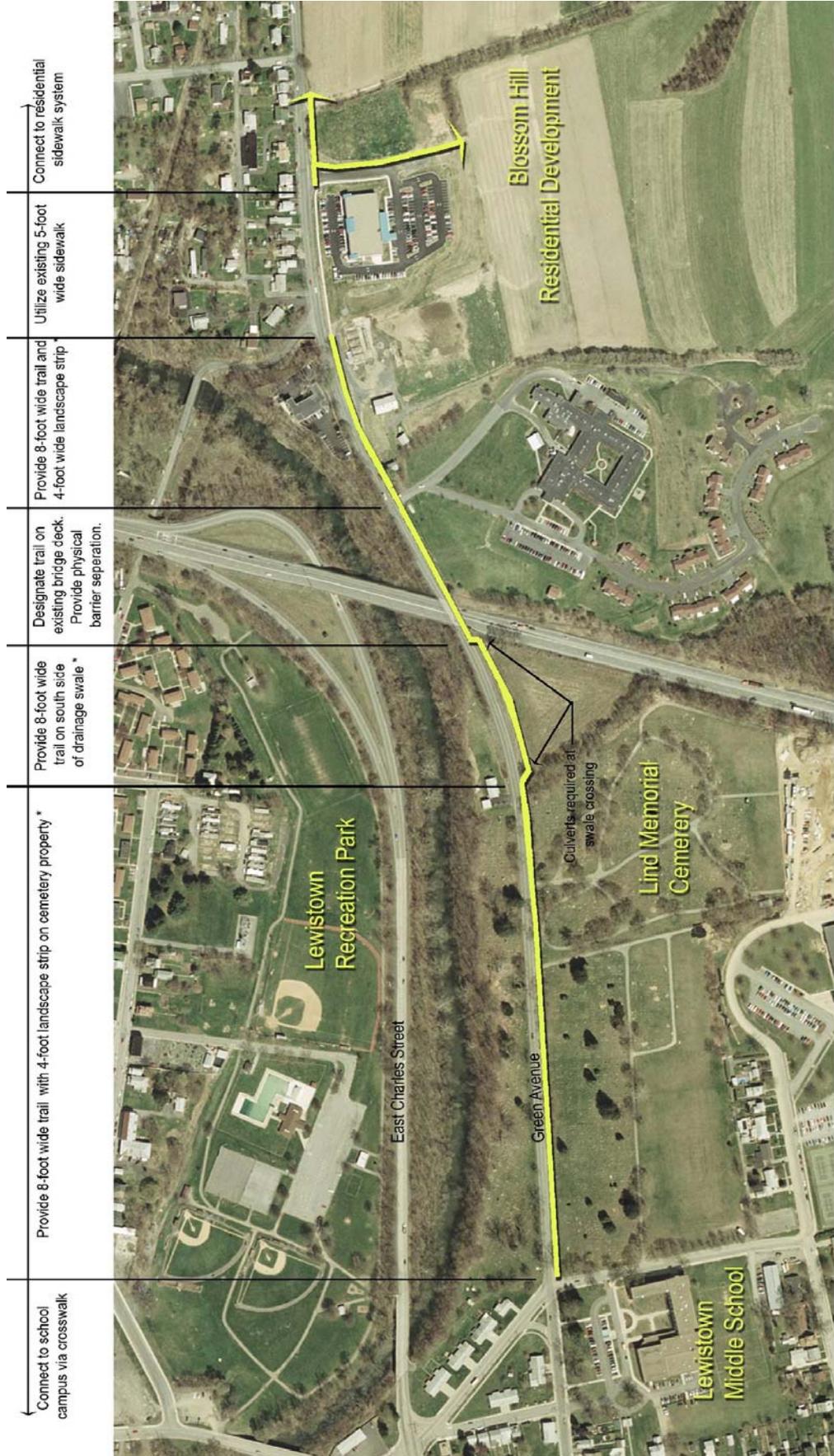
Developing a comprehensive system of greenways and trails is a long term proposition that will take decades to fully realize. Promoting the benefits of greenways and trails and incorporating them into local planning decisions will be critical to realizing the vision of a fully connected system of greenways, trails, and bikeways throughout Juniata and Mifflin Counties.

### **Opportunities**

This plan outlines the numerous assets and opportunities that exist in both Counties that could contribute to a comprehensive system of greenways, trails, and bikeways. A fully realized system is much more than nice recreation features, but rather, an opportunity to enhance the quality of life for residents through expanded access for fitness, safe non-motorized connections to local destinations, economic benefits through local expenditures and tourism, and conservation of natural resources. It is important that Juniata and Mifflin Counties position themselves to seize opportunities that will create these community assets and work with State agencies and other partners to make greenways, trails, and bikeways throughout the Counties a reality.

The State-owned public lands with extensive protected natural resources provide the initial components of a greenway system traversing the Counties. The rivers, streams, and ridge corridors offer additional resources to extend the greenway system throughout the Counties. Low volume local roads, sidewalks, and local greenways and trails complete the system connecting community destination.

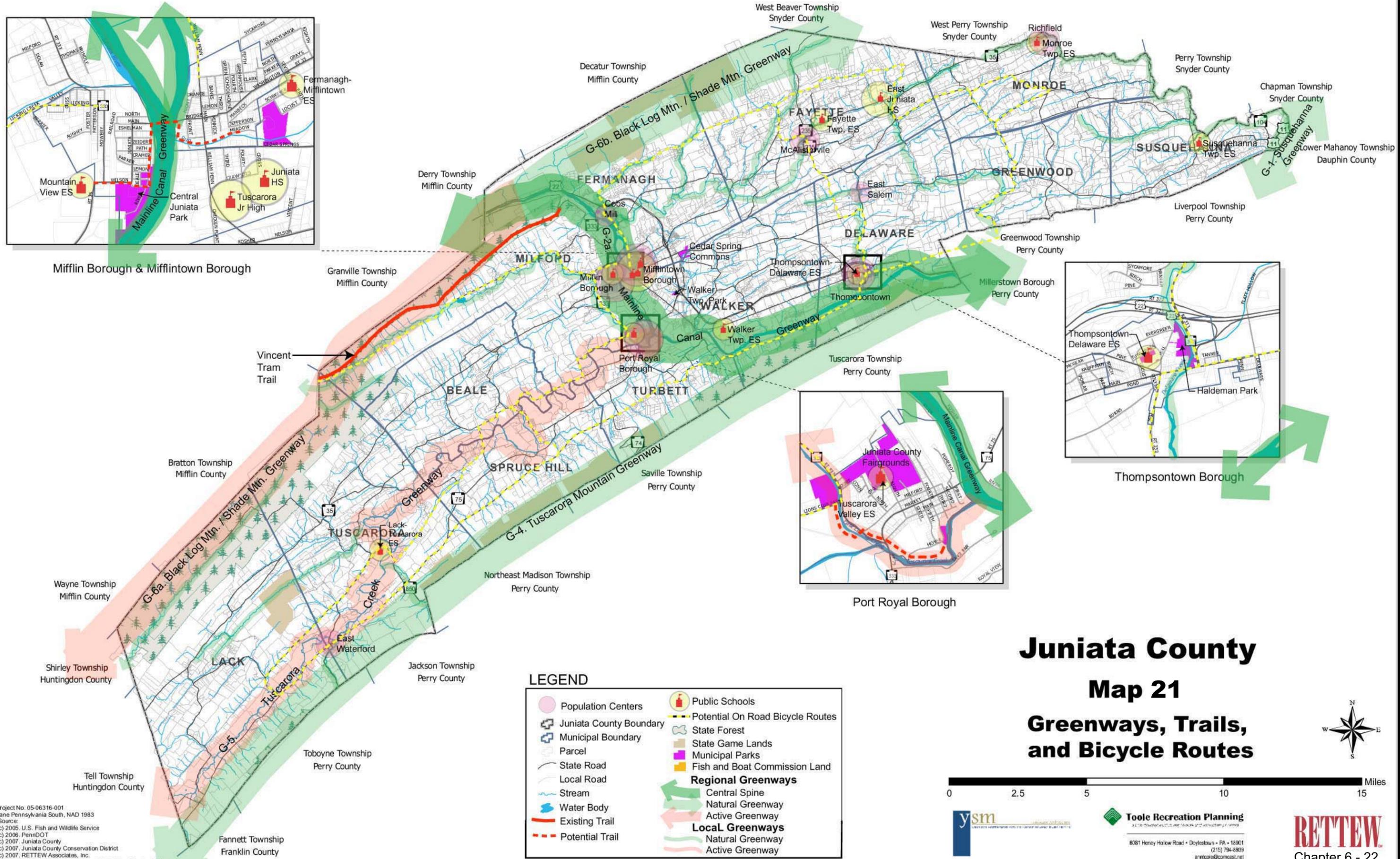
Figure 6-1  
Green Avenue Extension/Lewistown Middle School



\* Easement may be required.



# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



**LEGEND**

	Population Centers		Public Schools
	Juniata County Boundary		Potential On Road Bicycle Routes
	Municipal Boundary		State Forest
	Parcel		State Game Lands
	State Road		Municipal Parks
	Local Road		Fish and Boat Commission Land
	Stream	<b>Regional Greenways</b>	
	Water Body		Central Spine
	Existing Trail		Natural Greenway
	Potential Trail		Active Greenway
			Natural Greenway
			Active Greenway

## Juniata County Map 21 Greenways, Trails, and Bicycle Routes



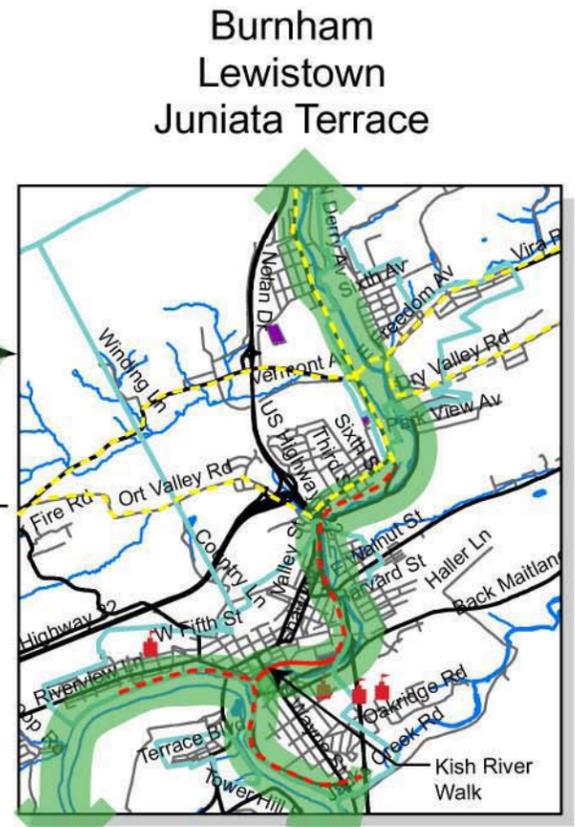
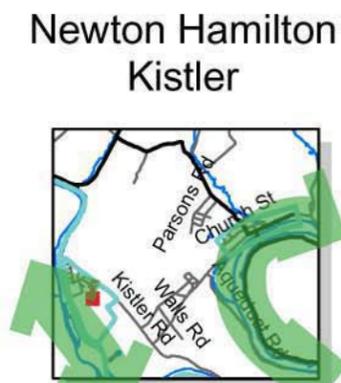
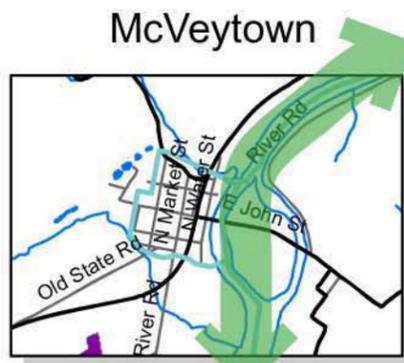
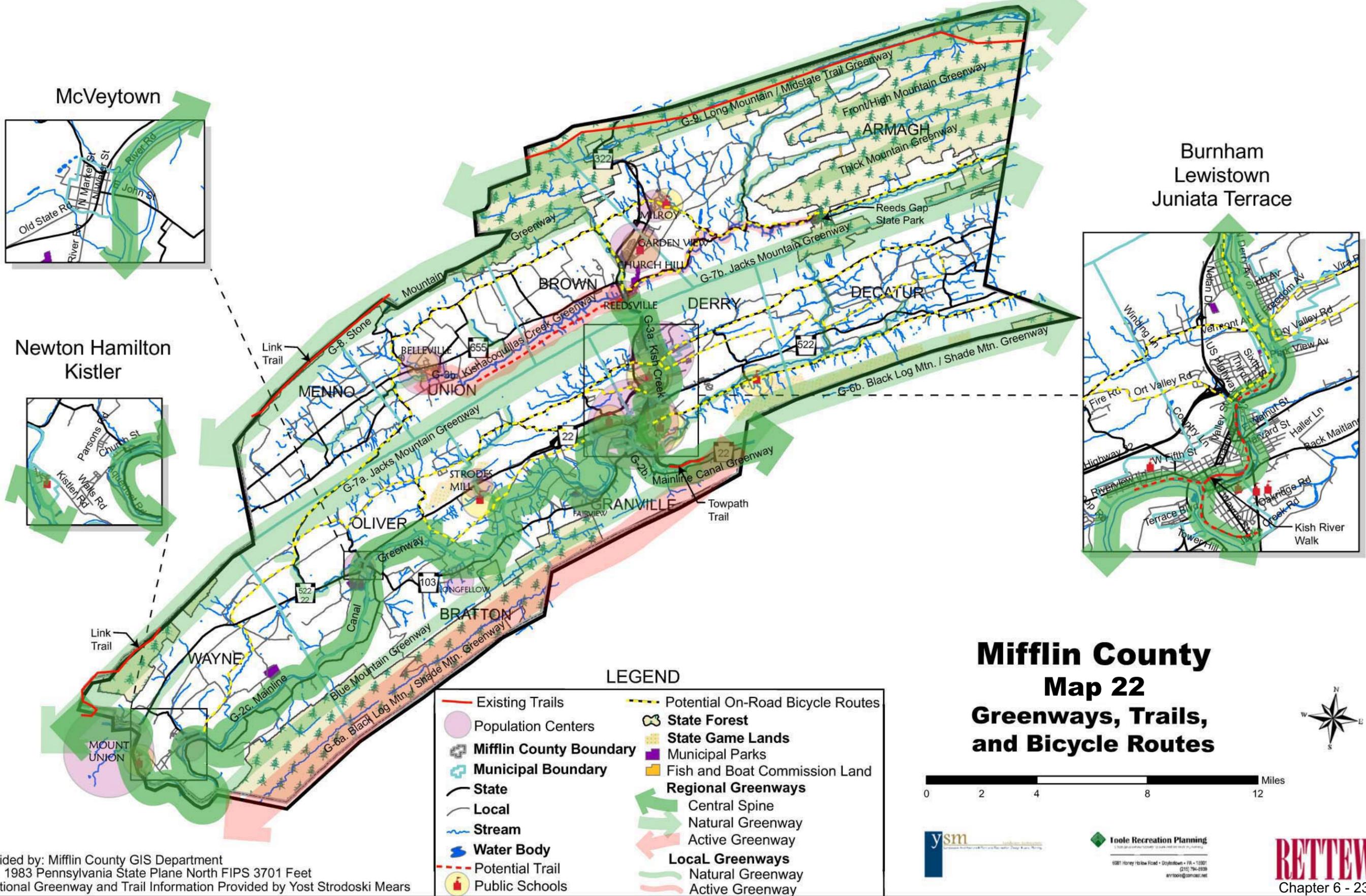
RETTEW Project No. 05-06316-001  
 PA State Plane Pennsylvania South, NAD 1983  
 Base Map Source:  
 Copyright (c) 2005, U.S. Fish and Wildlife Service  
 Copyright (c) 2006, PennDOT  
 Copyright (c) 2007, Juniata County  
 Copyright (c) 2007, Juniata County Conservation District  
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 Additional Greenway and Trail Information Provided by Yost Strodoski Mears

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**RETTEW**  
 Chapter 6 - 22

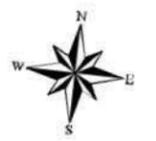
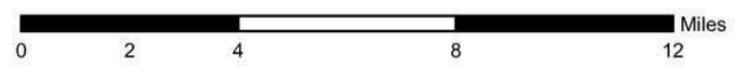
# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



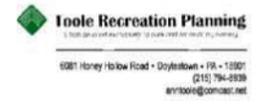
## LEGEND

- Existing Trails
- Population Centers
- Mifflin County Boundary
- Municipal Boundary
- State
- Local
- Stream
- Water Body
- Potential Trail
- Public Schools
- Potential On-Road Bicycle Routes
- State Forest
- State Game Lands
- Municipal Parks
- Fish and Boat Commission Land
- Regional Greenways**
  - Central Spine
  - Natural Greenway
  - Active Greenway
- Local Greenways**
  - Natural Greenway
  - Active Greenway

## Mifflin County Map 22 Greenways, Trails, and Bicycle Routes



Provided by: Mifflin County GIS Department  
 NAD 1983 Pennsylvania State Plane North FIPS 3701 Feet  
 Additional Greenway and Trail Information Provided by Yost Strodoski Mears





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Chapter 7

# Conservation of Juniata and Mifflin Counties



## Introduction

Juniata and Mifflin Counties have extensive natural resource areas, agricultural lands, and public lands. Taken together, these lands provide expansive open space and create the rural setting of Juniata and Mifflin Counties that residents and visitors value. Beyond the intrinsic value of the resources is their value in enhancing the quality of life enjoyed by County residents. Residents cite the lack of traffic congestion, safe communities, healthy environment with clean water and air, and easy access and abundant natural areas as valuable attributes of living in Juniata and Mifflin Counties.

Sustaining these desired characteristics of Juniata and Mifflin Counties will not occur naturally. Planning, conservation initiatives, and proactive management of resources are necessary to maintain the areas quality of life. If we clear cut our forests the resulting soil erosion will degrade our water resources. If our waters are degraded we can not readily provide quality drinking water and must invest in expensive treatment to use this natural resource. If we build upon our best soils, more fertilizers and additives will be required to produce our foods and feed our livestock. If we haphazardly develop our land without concern for protection of wildlife or sensitive natural areas we will not realize the economic benefits from nature-based tourism and diminish the convenient access to natural areas for recreation and respite.

This chapter explores the conservation of open space and natural resources in Juniata and Mifflin Counties.

## What is Protected

Juniata and Mifflin Counties are fortunate to have significant lands owned by the Commonwealth as State Forests, Game Lands, Reeds Gap State Park, and Fish and Boat Commission lands. In Juniata County approximately 26,988 acres are owned by the Commonwealth as public lands. In Mifflin County there are approximately 67,213 acres owned by Commonwealth public land agencies. In addition to these Commonwealth land holdings, county and municipal park land, conservation

organization holdings, and farmland with permanent agricultural conservation easements add to the total of protected lands in the Counties. See the Protected Lands Maps on pages 7-10 and 7-11.

Land trust and conservation organizations are not as active in Juniata and Mifflin Counties as other locations in the state although the Central Pennsylvania Conservancy has preserve six properties for a total of 415 acres in Juniata County. In Mifflin County one property in Armagh Township, off of Lower Creek Road totaling 13.6 acres has been conserved by the Nature Conservancy.

Table 7-1 outlines the acres of protected lands in each County and the percentage of each County that is protected.

<b>Ownership</b>	<b>Acres in Juniata County</b>	<b>Acres in Mifflin County</b>
State Parks	-	220
State Forests	17,590	63,222
Game Commission	9,343	3,265
Fish & Boat Commission	55	506
County Lands	1,595	1
Agricultural Conservation Easements	1,541	1,764
Municipal Park and Recreation Lands	86	334
Conservancy Lands	415	14
Total Protected Lands	30,611	69,229
Total County Acreage	245,756	264,299
Percent of County Protected	12.5%	26.2%

While the total protected lands are significant, much of the Counties land areas are vulnerable, lacking ownership that provides permanent protection. The non-protected lands include open space and developed lands. Developed lands consist of home sites, commercial land, industrial land, transportation and utility lands, and quasi-public lands occupied by churches, education institutions, and government entities. In Juniata County, 21.77

percent of the County is developed based on the analysis in the Juniata County Comprehensive Plan. The 2000 Mifflin County Comprehensive Plan identified 8.31 percent of Mifflin County as developed.

### What is Vulnerable

What lands are vulnerable to unplanned growth and development? Vulnerable lands comprise a significant amount of each County; 161,644 acres or 65.8 percent in Juniata County and 173,107 acres in Mifflin County or 65.5 percent of the County. These acreages are defined by subtracting the protected lands and developed lands from the total county area.

Included within these vulnerable lands are floodplains, wetlands, riparian corridors, woodlands, streams, steep slopes, important soils for agriculture, and other resources that are linked to the quality of life enjoyed by County residents. Government regulatory requirements add a layer of protection for some of these resources and some municipalities in the Counties have ordinances that provide further protection. Unfortunately, regulations and ordinances do not guarantee the appropriate management, wise use, and permanent protection of these resources for sustained conservation.



Many landowner practice sound resource management and avail themselves of the resources of County Conservation Districts, Penn State Cooperative Extension, and other agencies that provide assistance to landowners. Additionally, landowners may participate in voluntary programs such as the Conservation Reserve Enhancement

Program (CREP) or Game Commission landowner programs (Farm-Game Program, Forest Game Program, Safety Zone Program) which, in part, share the goals of natural resource protection. These programs, while important and beneficial, do not provide permanent protection status for vulnerable lands.

### Conservation Analysis

Trying to answer the question of what to conserve is challenging due to the extensive pallet of resources and special places in Juniata and Mifflin Counties. Chapters 3 through 5 explored the importance of these resources with GIS mapping that identified the generalized location of specific resources.

The resource maps provide a tool to evaluate and target conservation initiatives. GIS analysis was used to assess the risk to unprotected lands based on a composite analysis of resource mapping. A model was developed that prioritized resource areas based on research and findings of the planning process. Specific resources were determined to be critical to conservation of County resources. These features include woodlands, steep slopes, floodplains, prime soils, wetlands, and Natural Area Inventory (NAI) sites.

The mapped layers for these resources were isolated and weighted for analysis based on the following vulnerability consideration. Woodlands and steep slopes were assigned a value of two (2) as activities within these resources are not typically regulated and ordinance protection is applied on a municipality by municipality basis. Floodplains were also given a weighted value of two (2) as these areas encompass a significant portion of the riparian corridor which is critical for many ecological functions. Wetlands and NAI sites were given a weighted value of one (1) due to Department of Environmental Protection regulations that protect these features. Prime soils were also weighted as one (1) as they are typically the basis for locating agricultural zones and as such are protected by zoning ordinances. Additionally, State agricultural preservation programs target preservation of farmland with prime soils.

Table 7-2 - Juniata and Mifflin Counties Conservation Model Weighted Values	
Land Characteristics	Weighted Value
Woodlands	2
Steep slope	
Floodplain	
Wetland	1
NAI sites	
Prime soils	

The weighted analysis prioritizes areas for conservation on a continuum scale of 1 (least resources) to 9 (most resources). The graphic interpretation of the analysis is illustrated on the Targeted Conservation Area Maps (pages 7-12 and 7-13). The protected lands of each County have been highlighted to promote consideration of connectivity and target conservation of high priority areas contiguous to protected landscapes. The general description of the targeted conservation areas is listed below by County and Table 7-3 provides approximate acreage and potential methods of conservation.

### Juniata County

The Juniata County Targeted Conservation Areas Map illustrates the results of the resource weighting exercise and targeted conservation areas have been identified where there is a concentration of high conservation value lands. These targeted conservation areas in Juniata County include:

- River and stream corridors and their associated floodplain areas. High priority areas include:
  - Susquehanna River corridor.
  - Juniata River corridor.
  - Tuscarora Creek – a concentrated area of resources is located in central Tuscarora Township.
  - Willow Run in central Lack Township.
  - East Licking Creek in Milford Township.

The river and stream corridors are critical for maintaining water quality, recharging

groundwater supplies, and minimizing flood damage.

- Mountain and ridges. High priority areas include:
  - Tuscarora Mountain areas along the southern boundary of the County that are not protected by State Game Lands.
  - Black Log/Shade Mountain in Milford Township south of East Licking Creek, east of State Forest lands.
  - Black Log and Shade Mountains in Milford and Fermanagh Townships in the area of the Lewistown Narrows.
  - Slim Valley Ridge spanning the boundary between Fermanagh and Fayette Townships.

The mountain and ridge lands are vulnerable to inappropriate development, excessive logging, and other indiscriminant activities that could result in erosion and loss of habitat areas. Expanding the State Forests is important as they are typically larger blocks of forest which have higher ecological function and value than smaller fragmented forested areas.

### Mifflin County

The Mifflin County Targeted Conservation Areas Map illustrates the results of the conservation analysis. The mapping illustrates targeted conservation areas which include:

- Mountain and ridges. High priority areas include:
  - Blue Mountain and Shade Mountain – areas along the southern boundary of the County. Portions of these mountain ridges are protected by State Forest land and State Game Lands. The gap between the mountains at the Lewistown Narrows is the main area where these ridge lines are not protected.

## Conservation of Juniata and Mifflin Counties

Table 7-3 - Juniata and Mifflin Counties Targeted Conservation Areas			
Conservation Area - Location	Size (Approximate Acreage)	Priority	Potential Method(s) for Conservation
<b>Juniata County</b>			
Tuscarora Mountain	6,640	Low	Conservation easements, forest management plan, acquisition (State Forest expansion and infill)
Black Log and Shade Mountains – Milford Township south of East Licking Creek, east of State Forest Land	8,970	Mod	Conservation easements, forest management plan, acquisition (State Forest expansion and infill)
Black Log and Shade Mountains – Milford and Fermanagh Township in area of Lewistown Narrows	2,750	Low	Conservation easements, forest management plan, acquisition (State Forest – State Game Lands expansion)
Slim Valley Ridge – at boundary between Fermanagh and Fayette Townships	1,880	Mod	Conservation easements, forest management plan, acquisition
Susquehanna River Corridor	300	Mod	Conservation easements, municipal regulations
Juniata River Corridor	7,970	High	Conservation easements, municipal regulations
Tuscarora Creek – in central Tuscarora Township	1,725	High	Conservation easements, municipal regulations
Willow Run – in Lack Township	910	High	Conservation easements, municipal regulations
East Licking Creek – Milford Township	1,400	High	Conservation easements, acquisition (State Forest infill)
<b>Mifflin County</b>			
Blue and Shade Mountains – along southern County boundary at Lewistown Narrows	12,150	Low	Conservation easements, forest management plan, acquisition (State Forest – State Game Land infill)
Jacks Mountain	26,940	High	Conservation easements, forest management plan, acquisition
Stone, Long, Strong, and Thick Mountains	13,000	Low	Conservation easements, forest management plan, acquisition (State Forest infill)
Juniata River Corridor	11,000	High	Conservation easements, municipal regulations
Lingle Creek – west of Mount Pleasant	1,150	Low	Conservation easements, acquisition (expand State Forest) municipal regulations
Ferguson Valley – toe of Jacks Mtn. in Oliver Township	1,640	High	Municipal regulations, acquisition
Toe of Slope in Decatur Township	1,175	High	Municipal regulations, acquisition

- Jacks Mountain for its full length within the County ranks as a priority conservation area. Jacks Mountain is a prominent well defined landscape

feature that is afforded little protection by public lands making it a very vulnerable landscape.

- Stone, Long, Strong, and Thick Mountains are important landscape features along the northern and northeastern boundary of the County. These features are well protected by State Forest land except at the western extent of the Stone Mountain ridge that is adjacent to Rothrock State Forest lands.
- River and stream corridors and their associated floodplain areas. High priority areas include:
  - Juniata River corridor.
  - Lingle Creek west of Mt. Pleasant
- Valley areas include:
  - Ferguson Valley at the toe of Jacks Mountain in Oliver Township.
  - Toe of Jacks Mountain in Decatur Township.

The Big Valley agricultural land ranks out as a lower priority than the areas identified above, based on the analysis model used. The significant contiguous nature of the valley resource is highlighted in the analysis map and this characteristic alone speaks to the importance of the area as a cultural landscape. Additionally, the Big Valley is extremely important from a soil, agricultural, and economic standpoint. Because the analytical model used placed a lesser value on prime soil and by reference agricultural lands, the Big Valley does not rank as a conservation priority. Based on the typical preservation criteria, the Big Valley would be a priority area for agricultural preservation. The Big Valley is no less important than other areas of Mifflin County but conservation must come from agricultural preservation initiatives. Programs targeted at agricultural preservation should be widely promoted throughout the Big Valley municipalities to sustain and protect this cultural landscape and its resources.

The steep mountain landscape throughout the County is vulnerable to development that does not prioritize the protection of sensitive natural resources. Jack's Mountain is particularly vulnerable due to the limited state ownership.

## Conservation Recommendations

Conservation recommendations are a synthesis of the analysis completed in this chapter as well as considerations from previous chapters. Conservation strategies considered the following:

- Population projections and growth patterns.
- Locations of existing protected lands.
- Locations of prime agricultural areas.
- Location of vulnerable natural resources.
- Recreation need and opportunities.

A four pronged approach to conservation is recommended for Juniata and Mifflin Counties. The approach targets vulnerable areas and important resources and targets opportunities unique to each County. The four components of the conservation strategy include:

- Primary agricultural areas
- Central Spine Greenway
- High priority conservation areas
- Regional parks.

The Conservation Recommendations Maps (pages 7-14 and 7-15) illustrate the locations of the four recommended conservation components.

### Primary Agricultural Areas

Agriculture is the leading industry in both Juniata and Mifflin Counties and integral to the future economic stability of the Counties. Prime agricultural areas have been identified in each County and these areas should be protected through effective agricultural zoning and agricultural conservation easements.

### Central Spine Greenway

The Juniata River and Kishacoquillas Creek corridors are designated as the Central Spine Greenway. The Central Spine Greenway has been ranked as the highest priority greenway corridor for its dominant landscape value, unique natural resources, historic and cultural significance, connectivity, and recreation value. The Conservation Analysis Map further illustrates the importance of this corridor from a natural resource perspective with targeted conservation areas identified along the river in both Counties. The river corridor should be conserved to enhance and protect the natural functions and the many opportunities the river provides.

### Targeted Conservation Areas

The Targeted Conservation Areas Map highlights areas that have high conservation values based on the analysis scenario evaluated. High priority conservation areas have been designated based on their relative scale of conservation value and ability to promote connectivity and larger scale “preserves” of natural areas. As discussed in Chapter 6, connected natural systems are ecologically more sustainable and important than unconnected systems. Larger, rounder connected reserves function better than separate, smaller, linear ones.

A variety of protection strategies should be employed to protect these areas to include land use regulations, acquisition, land owner initiatives, and outreach and education.

### Regional Parks

Three regional parks are suggested for each County. These parks are envisioned as multi-municipal recreation areas that will meet the recreation needs of citizens while protecting important open space and resource areas. The suggested general locations of the regional parks consider municipal population projections, location of primary agricultural lands, locations of existing recreation facilities, geographic features that limit ease of access, and known park opportunities.

Juniata County Regional Parks are suggested for the following general locations:

- Southern Monroe/Northern Greenwood/Western Susquehanna Townships
- Northeast Fermanagh/Northwest Fayette Townships
- Central Milford/Northeast Beale Townships

Mifflin County Regional Parks are suggested for the following locations:

- Armagh Township (Reeds Gap State Park partnership)
- Northern Brown Township
- Kistler Borough (Kistler Borough Farm)

Where possible, the regional parks should be located adjacent to permanently protected lands to expand resource protection. In some instances, regional parks that may be located adjacent to State Forest or Game Lands may help to address fragmentation of resources and offer the opportunity to link to existing trails. Additional information regarding the proposed regional parks is provided in Chapter 5.

### Land Use and Land Development Regulations

An effective strategy for promoting sound land use and conservation of important resources and natural areas is adoption of land use regulations. Zoning ordinances, subdivision and land development ordinances and other specific ordinances are tools that manage growth and land use at the local level. Unfortunately, there are municipalities in both Counties that have not adopted ordinances and many of those with ordinances, have not been updated with progressive zoning and design guidelines that promote smart development and protection of vulnerable lands. Refer to Table 7-4 for a listing of land use regulations adopted by municipalities.

Table 7-4 - Juniata and Mifflin Counties Ordinances By Municipality				
Municipality	Zoning	Subdivision and Land Development	Flood Plain Management	Stormwater Management
<b>Juniata County</b>				
Beale Township	-	√	√	-
Delaware Township	√	√	√	√
Fayette Township	√	√	-	-
Fermanagh Township	√	√	√	√
Greenwood Township	√	√	-	-
Lack Township	-	√	-	-
Mifflin Borough	-	-	-	-
Mifflintown Borough	√	-	-	-
Milford Township	-	√	-	-
Monroe Township	-	-	-	-
Port Royal Borough	√	√	√	-
Spruce Hill Township	-	√	-	-
Susquehanna Township	-	√	√	-
Thompsontown Borough	√	√	-	-
Turbett Township	-	√	-	-
Tuscarora Township	-	√	-	-
Walker Township	√	√	√	-
<b>Mifflin County</b>				
Armagh Township	-	√	√	-*
Bratton Township	-	**	√	-
Brown Township	√	√	√	√*
Burnham Borough	√	√	√	√*
Decatur Township	-	√	√	√*
Derry Township	√	√	√	√*
Granville Township	√	√	√	√*
Juniata Terrace Borough	-	**	√	-
Kistler Borough	√	**	√	-
Lewistown Borough	√	√	√	√*
McVeytown Borough	√	**	√	-
Menno Township	-	√	√	-*
Newton Hamilton Borough	-	**	√	-
Oliver Township	-	√	√	√
Union Township	√	√	√	√*
Wayne Township	-	**	√	-

\* Subject to the Kishacoquillas Creek Watershed Stormwater Management Plan

\*\* Subject to the Mifflin County Subdivision and Land Development Ordinance

Each municipality in Juniata and Mifflin Counties should develop and adopt zoning and subdivision and land development ordinances. Ordinance provisions should promote conservation objectives and may include the following:

**Overlay Zoning** - Land use regulations may designate a zone that is overlaid on an existing zone that adds regulation governing the use of a property. This technique is typically used to protect floodplains, woodlands, wetlands, and steep slopes. Overlay zones can be designated for specific resources or areas to provide additional environmental protection. A steep slope ordinance provision limiting development on slopes greater than twenty-five percent is an example of an overlay ordinance. This strategy requires enforcement by local government and provides targeted protection of natural resources.

**Targeted Ordinance Provisions** - Municipal ordinances can incorporate provisions that target specific strategies such as tree protection during construction and buffer requirements for sensitive resources such as wetlands and streams.

**Growing Greener: Conservation By Design** - The “Growing Greener – Conservation By Design” program is a collaborative effort of the DCNR, the Natural Lands Trust, and the Governor’s Center for Local Government Services, to incorporate conservation initiatives into municipal codes through a four step initiative. This technique balances conservation and development objectives.

1. Perform Community Assessments – A community assessment evaluates land-use regulations and offers recommendations of how to incorporate conservation provisions.
2. Map Potential Conservation Lands – Identify and map primary (lands typically controlled by land use regulations, e.g. wetlands, etc.) and secondary (lands with significant natural and cultural landscape features) conservation areas of a community. The map gives guidance to landowners and developers as to where new development is compatible with site characteristics.

3. Implement Conservation Zoning – Modify zoning to encourage subdivisions that set aside at least 50-percent of the tract being developed as permanent open space and provide density disincentives for not conserving open space.
4. Require Conservation Subdivision Design Process – Require the four-step subdivision design approach that prioritizes conservation and the preservation of significant natural resources.

**Mandatory Dedication** – Mandatory dedication ordinances provide municipalities the authority to require the dedication of public land for recreation purposes as part of the development process. Refer to Chapter 5 for a detailed discussion of mandatory dedication.

### Land Owner Driven Conservation

Few know the inherent conservation value of a tract of land better than the landowner. While many landowners may be interested in protecting their land for future generations, the mechanisms for doing so may not be readily available and easily navigated. Land owner conservation efforts in Juniata and Mifflin Counties are further hampered by the lack of an active land trust or other conservation organization. Providing information to land owners about their land conservation options and assisting to facilitate the process is key to the success of these conservation options. Many of the following resource protection techniques allow the landowner to retain ownership of their land while protection certain features, while other techniques transfer ownership and management to a conservation organization.

**Selling Land for Conservation** – Landowners selling their land to a conservancy or government entity such as their municipality or the Bureau of State Forests is probably the most effective method of promoting land protection. Drawbacks for the buyers include the cost of land, the need to be agile to respond quickly to opportunities, and the long-term management commitment. Government entities must follow outlined procedures for acquisition of land. Unfortunately the real estate

market often moves at a swift pace, with parcels sold within days of becoming available. It is important that municipalities and agencies establish procedures to respond quickly to potential acquisition opportunities. Municipalities often seek open space with the assistance of acquisition grant funds from of the Pennsylvania Department of Conservation and Natural Resources (DCNR). DCNR funds up to 50 percent of land acquisition for park, nature preserves, and greenways and views acquisition of these lands a priority. The sale of private lands can take several forms to include:

- **Fair Market Value Sale** – The landowner agrees to sell their land for its current market value.
- **Bargain Sale** – The landowner agrees to sell the land at less than its appraised market value. The difference in the purchase and fair market value is considered a charitable gift for tax purposes.
- **Option to Buy** – This is an agreement where the landowner agrees to sell land or the rights of first refusal to purchase land. This agreement secures the rights of the future purchase but does not set the price or determine when the property would be sold.

**Donations or Gifts** – Land owners may wish to donate their land to a government entity or conservation organization and, in doing so, may be eligible for tax benefits. A variation of the donation scenario is when a landowner agrees to a donation with a life estate. A life estate donation allows the landowner to continue to reside at the donated property until their death or relocation, at which time the full rights of the property are conveyed to the receiving organization. The donation is considered a charitable contribution and provides tax benefits to the landowner. If a donation is made as a bequest where the ownership transfers upon the landowners' death, the donor's estate would benefit from the charitable contribution through reduced estate tax on the land.

**Sale and Resale** – If a landowner wishes to restrict the future use of a property but a buyer cannot be

found with an ongoing conservation interest, the option of selling the land to a conservation organization could be explored. The conservation organization could place restrictive deed conditions on the land to align with conservation objectives and then resell the land.

**Conservation and Access Easements** - A conservation easement is a legally enforceable agreement between the landowner and an agency or non-profit organization that places restrictions on the use of activities on a specific property which aligns with conservation objectives. Public access may be restricted. In addition to a conservation easement, on corridor lands intended for trail use, an access easement will provide the general public the right to access or pass through a privately owned land for a defined purpose such as hiking, walking, and biking. Specific activities such as motorized vehicle use may be prohibited. The landowner retains rights not surrendered in the easement agreement and the easement provisions are valid and enforceable in perpetuity. An easement may be sold, donated, or bequest.

Government entities and conservation organizations must, in most cases, reach out to landowners for conservation options to be successful. Landowners may not know what conservation options exist and how they or their heirs may benefit. Making the process easily understood and accessible is important to facilitate these land owner conservation initiatives.

## Conclusions

### Strengths

The natural resources and open space of Juniata and Mifflin Counties are critical to the quality of life that residents enjoy. Both Counties are fortunate to have extensive acreage within State Forests, Game Lands, and other governmental holdings which protect significant land area.

### Challenges

Natural areas and open areas appear abundant and accessible to all who live in and visit the Counties.

While this is currently true, much of the Counties are open to a variety of influences that may affect its character and resources. There is evidence of approaching change and market forces that, if not directed in a planned manner, could result in haphazard development and a patchwork of open space that has lost many of its important ecological functions.

The relatively affordable land and housing in Juniata and Mifflin Counties is promoting growth from the capital region and State College area. This influx of population coupled with the migration from the villages and Boroughs to suburban areas, is consuming more and more land. While many municipalities have zoning and subdivision and land development ordinances, some do not. Areas without land use regulations are vulnerable to loss of the best farmland which is the most developable land and activity that threaten natural resources. Likewise, forest land is threatened by development that fragments the resource affecting both the health of the resource and the habitat it provides, as well as, the scenic beauty of the Counties.

Approximately two-thirds of each County's land area is unprotected and vulnerable to unplanned growth and development. The future quality of life for the citizens of each County is dependant upon the future status of these lands.

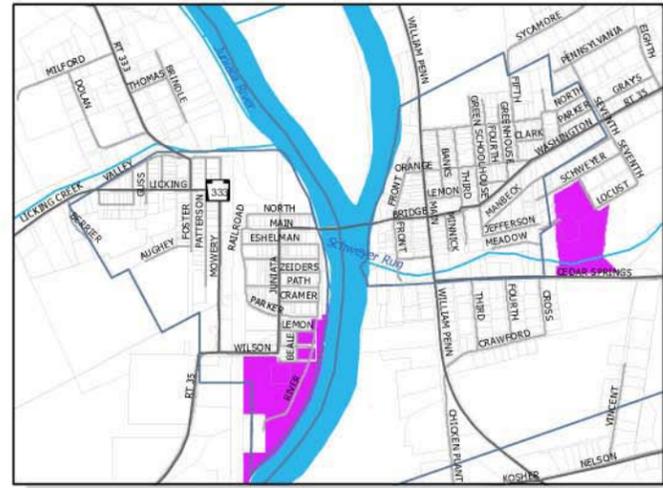
The value residents place on the open space, natural resources, and cultural landscapes of the two Counties provides the greatest opportunity for conservation. Equally important to residents is individual landowner rights and potential for land-based economic development. Awakening residents to the real threat to these resources in the Counties remains a challenge that needs to be tackled head-on.

### Opportunities

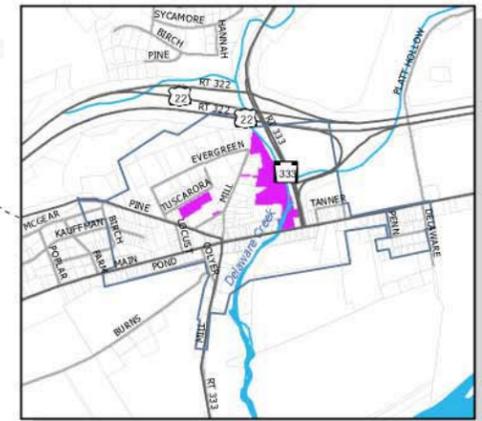
The county planning offices, County Conservation Districts, JCWP, Allegheny Ridge Corporation, Juniata River Valley Chamber of Commerce and Visitors Bureau, and other entities recognize the outstanding aspects of Juniata and Mifflin Counties and are working at various levels to conserve and protect the vulnerable resources of the Counties.



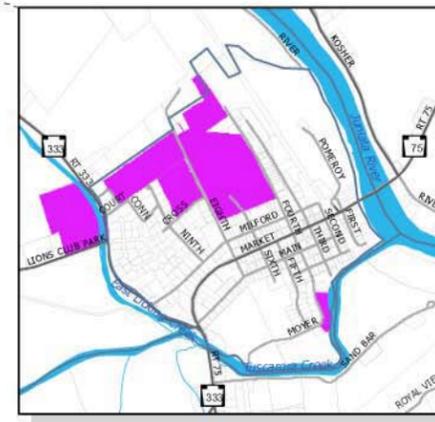
# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



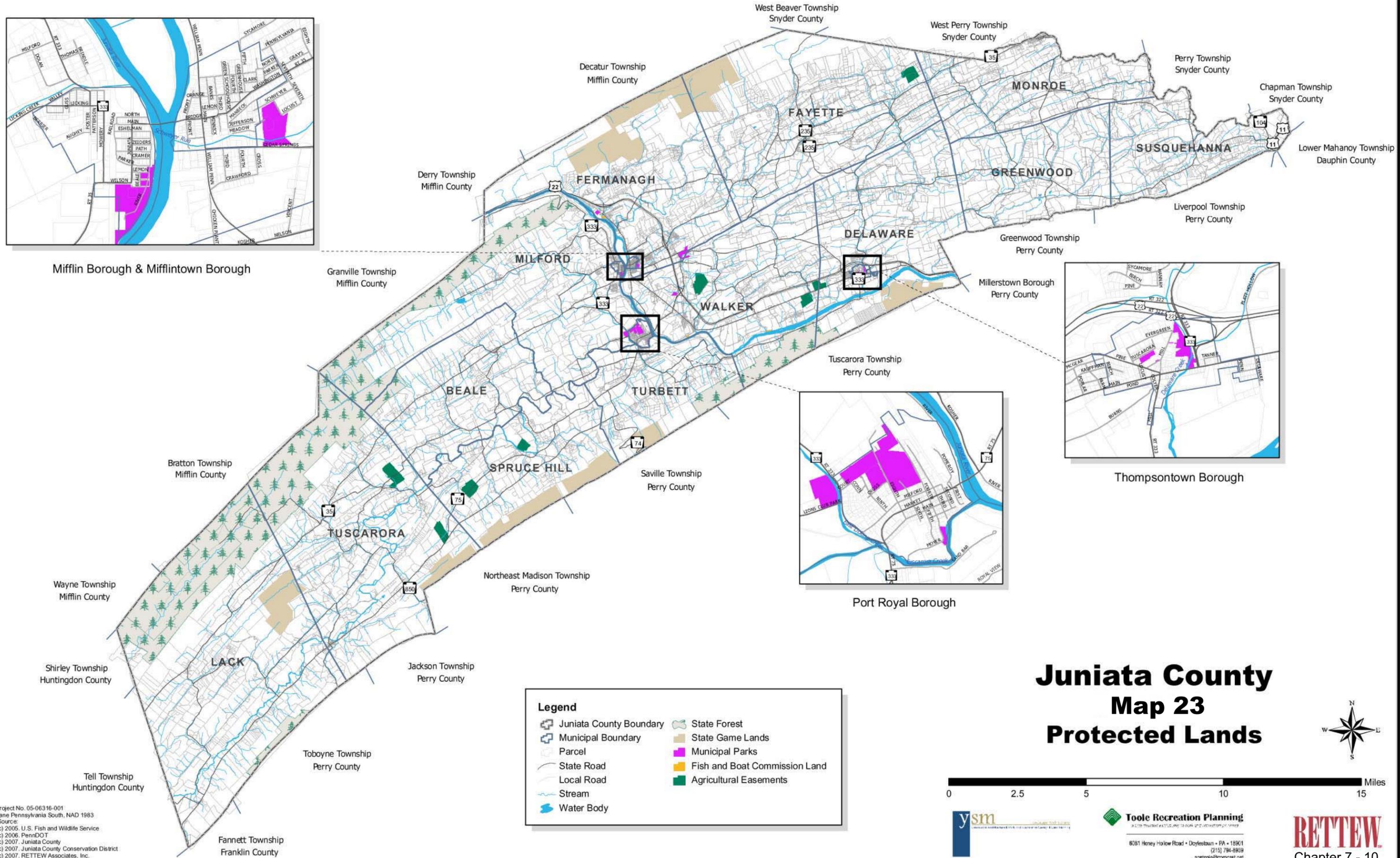
Mifflin Borough & Mifflintown Borough



Thompsontown Borough



Port Royal Borough



**Legend**

Juniata County Boundary	State Forest
Municipal Boundary	State Game Lands
Parcel	Municipal Parks
State Road	Fish and Boat Commission Land
Local Road	Agricultural Easements
Stream	
Water Body	

## Juniata County Map 23 Protected Lands

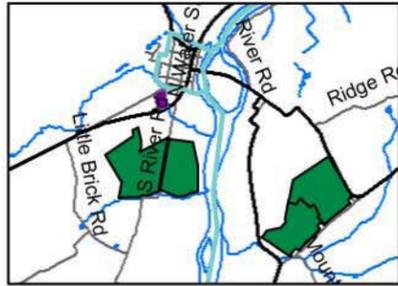


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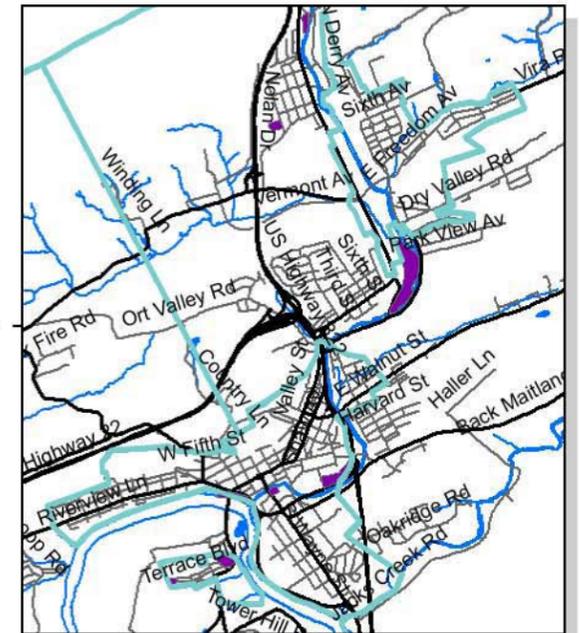


# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan

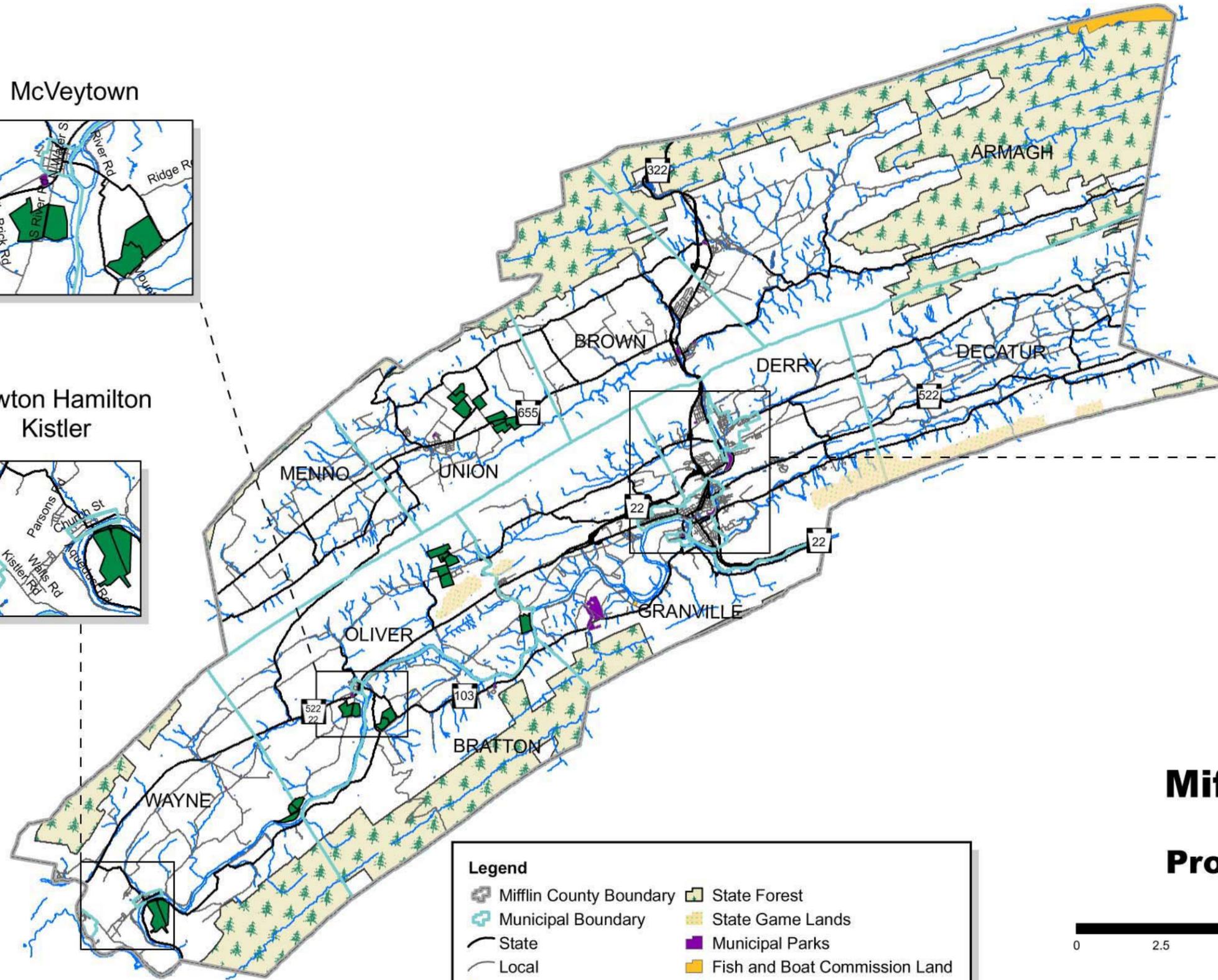
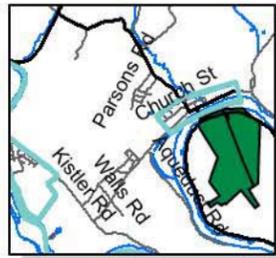
McVeytown



Burnham  
Lewistown  
Juniata Terrace



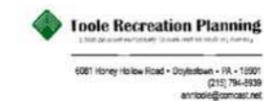
Newton Hamilton  
Kistler



**Legend**

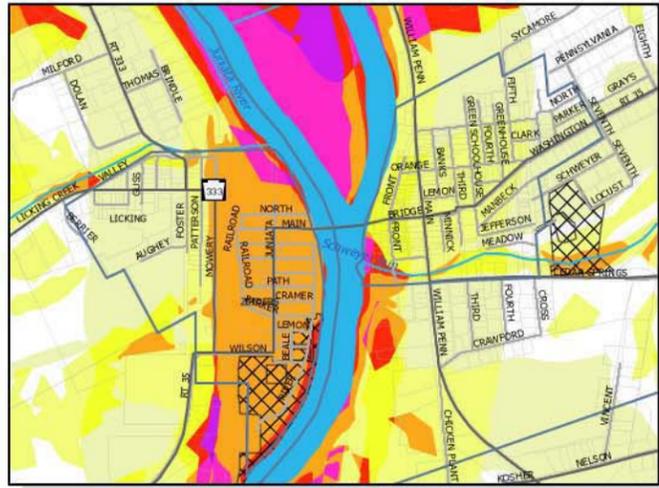
Mifflin County Boundary	State Forest
Municipal Boundary	State Game Lands
State	Municipal Parks
Local	Fish and Boat Commission Land
Stream	Agricultural Easements
Water Body	

## Mifflin County Map 24 Protected Lands

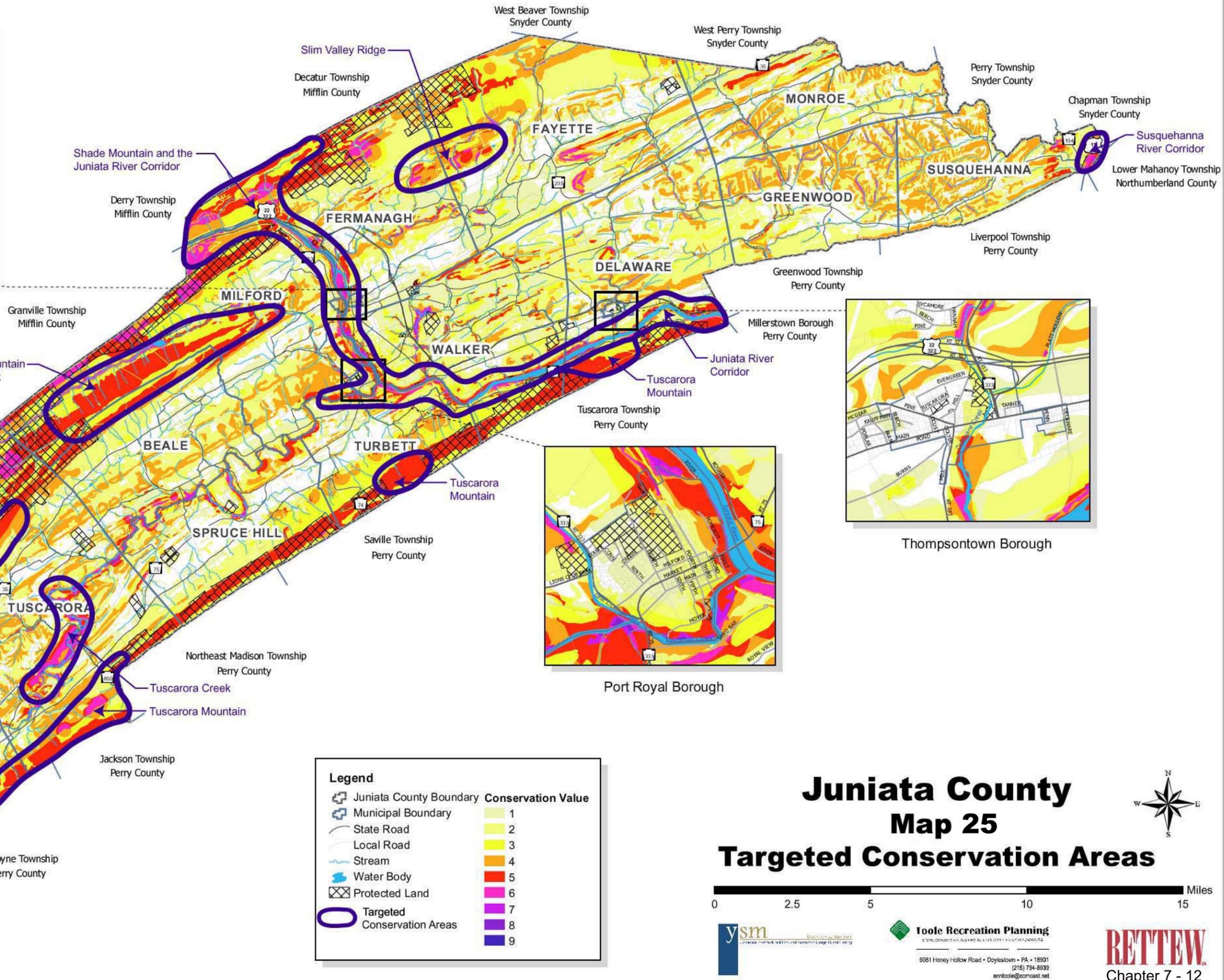


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# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



Mifflin Borough & Mifflintown Borough



Shade Mountain and the Juniata River Corridor

Derry Township Mifflin County

Slim Valley Ridge

Decatur Township Mifflin County

FAYETTE

MONROE

SUSQUEHANNA

GREENWOOD

DELAWARE

MILFORD

WALKER

Tuscarora Mountain

Tuscarora Township Perry County

BEALE

TURBETT

Tuscarora Mountain

SPRUCE HILL

Saville Township Perry County

TUSCARORA

Northeast Madison Township Perry County

Tuscarora Creek

Tuscarora Mountain

Bratton Township Mifflin County

Shade Mountain

Wayne Township Mifflin County

Shirley Township Huntingdon County

Willow Run

Tell Township Huntingdon County

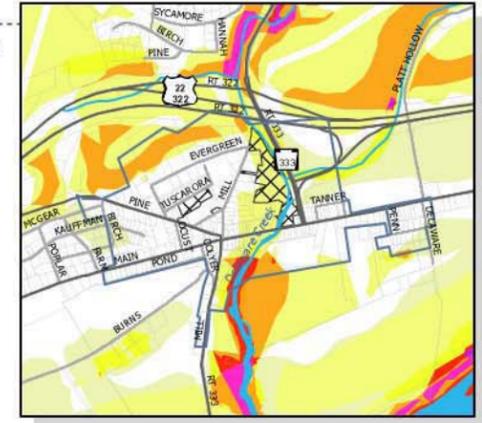
Fannett Township Franklin County

Toboyne Township Perry County

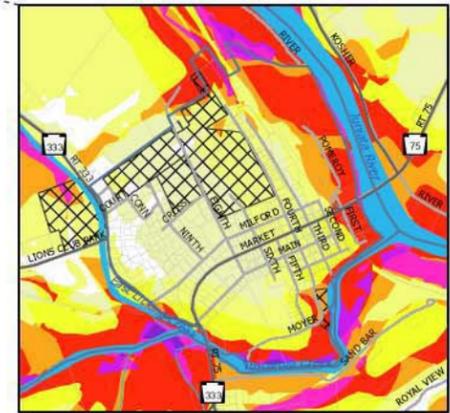
Jackson Township Perry County

Greenwood Township Perry County

Millerstown Borough Perry County



Thompsontown Borough



Port Royal Borough

**Legend**

	Juniata County Boundary	<b>Conservation Value</b>
	Municipal Boundary	1
	State Road	2
	Local Road	3
	Stream	4
	Water Body	5
	Protected Land	6
	Targeted Conservation Areas	7
		8
		9

**Juniata County**  
**Map 25**  
**Targeted Conservation Areas**

0 2.5 5 10 15 Miles

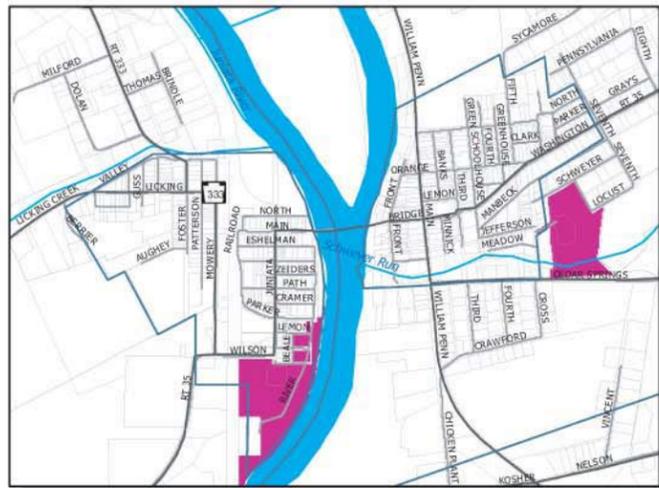
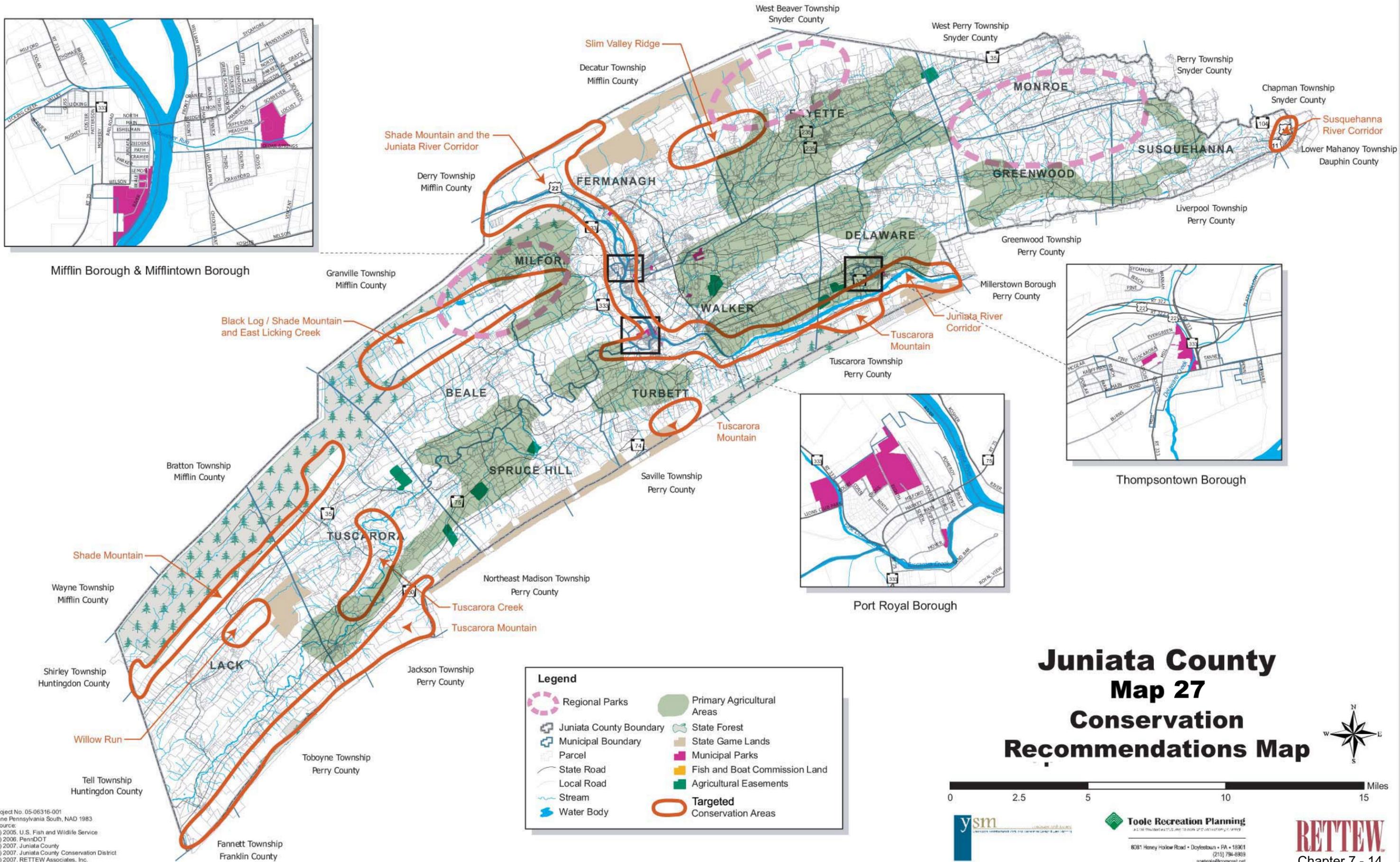
**Toole Recreation Planning**  
6081 Honey Hollow Road • Doylesville • PA • 18001  
(215) 794-8939  
arrtoole@comcast.net

**RETTEW**  
Chapter 7 - 12

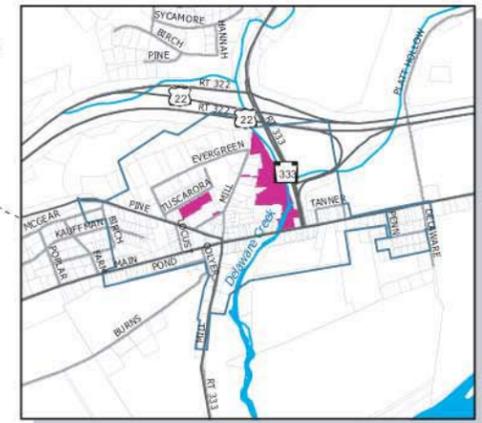
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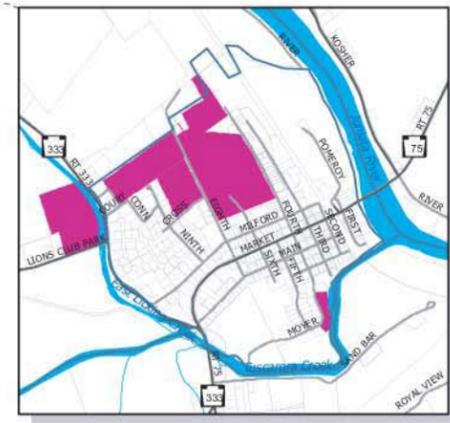
# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



Mifflin Borough & Mifflintown Borough



Thompsettown Borough



Port Royal Borough

Legend	
	Regional Parks
	Primary Agricultural Areas
	State Forest
	State Game Lands
	Municipal Parks
	Fish and Boat Commission Land
	Agricultural Easements
	Targeted Conservation Areas
	Juniata County Boundary
	Municipal Boundary
	Parcel
	State Road
	Local Road
	Stream
	Water Body

## Juniata County Map 27 Conservation Recommendations Map

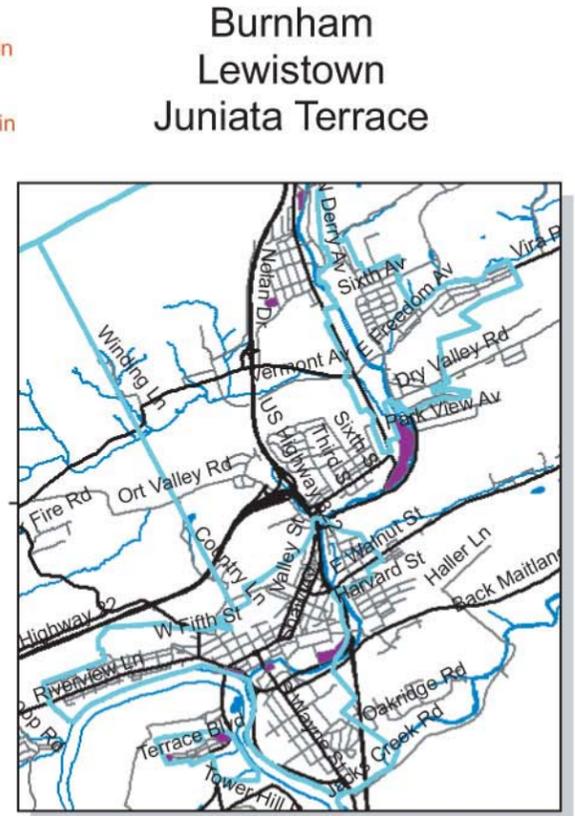
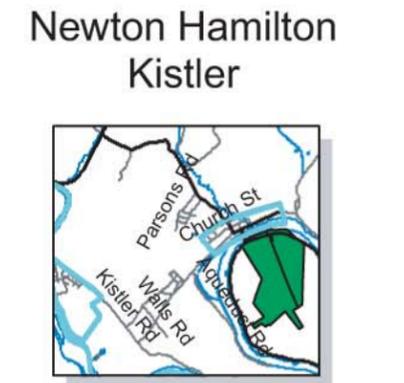
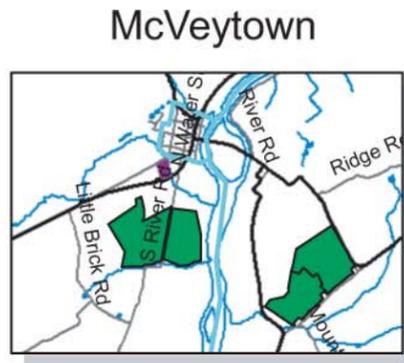
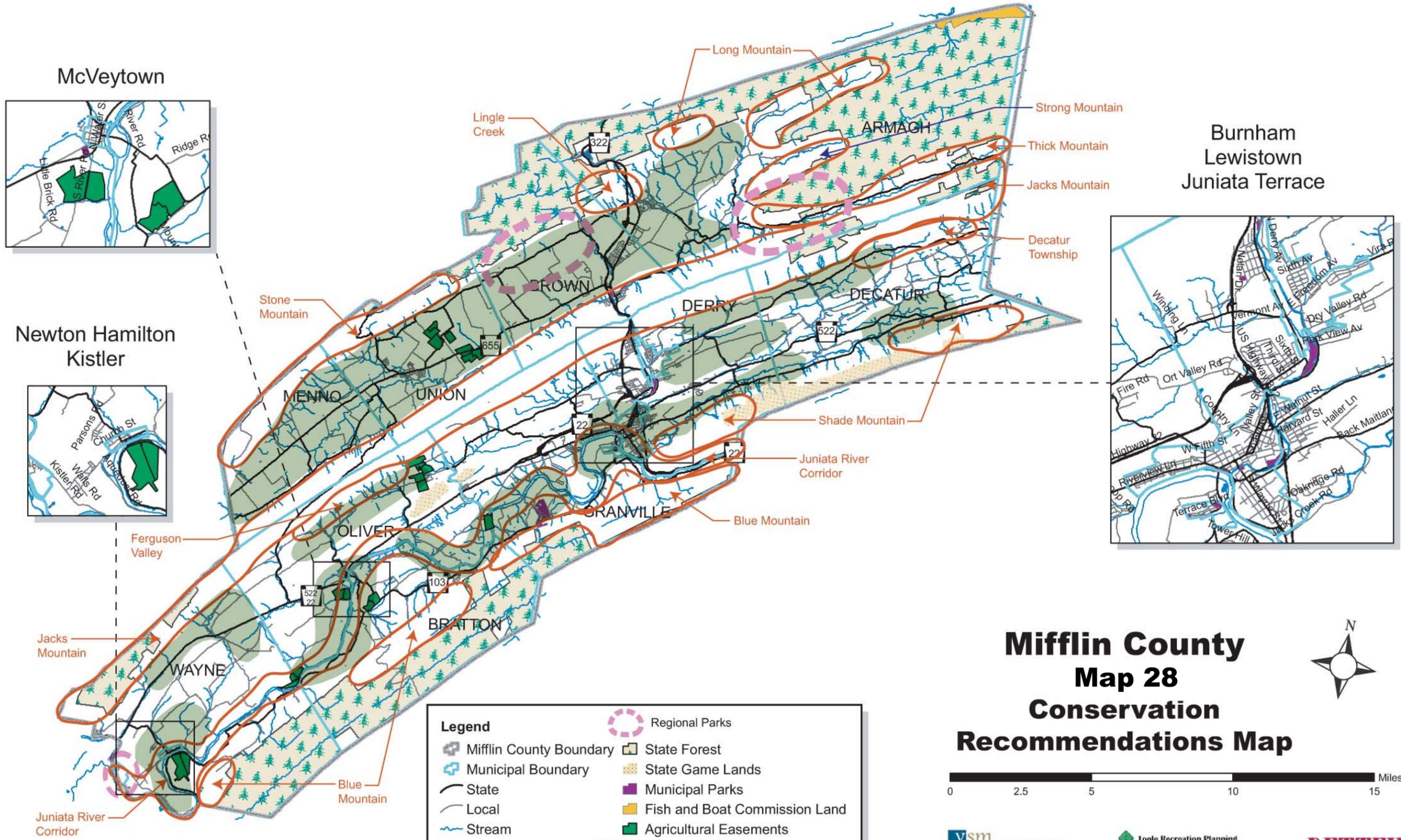


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# Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan



Legend	
	Mifflin County Boundary
	Municipal Boundary
	State
	Local
	Stream
	Water Body
	Regional Parks
	State Forest
	State Game Lands
	Municipal Parks
	Fish and Boat Commission Land
	Agricultural Easements
	Targeted Conservation Areas
	Primary Agricultural Areas

**Mifflin County  
Map 28  
Conservation  
Recommendations Map**

N

0 2.5 5 10 15 Miles

Provided by: Mifflin County GIS Department  
NAD 1983 Pennsylvania State Plane North FIPS 3701 Feet



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Chapter 8

# Juniata and Mifflin Counties Rural Recreation and Tourism



## Recreation

Recreation is an important part of a well-balanced lifestyle. People who are engaged in active healthy lifestyles live longer<sup>1</sup>, are less in danger from heart disease and stroke<sup>2</sup>, are at significantly reduced risk of cancer<sup>3</sup>, and have improved chances of combating a wide range of chronic conditions such as diabetes, arthritis, asthma and depression<sup>4</sup>.

Participation in a broad range of leisure activities has the potential to improve physiological and mental health. It contributes to personality development and improves psychological well-being by reducing anxiety and stress. Recreation participation increases sense of well-being, deters addictions, and assists in the social learning of tolerance and respect for others.

Recreation plays an important role in promoting a strong sense of community by providing settings for people to socialize and share common interests and is a major driver of community interaction and pride. Recreation facilities make an important contribution to the physical infrastructure of communities. They provide a social focus for the community and affect people's perception of their neighborhood. It is widely accepted that parks and recreation influence how a community looks, feels and functions.

## Recreation in Juniata and Mifflin Counties

Recreation in Juniata and Mifflin Counties can be characterized in three main categories: recreation in the great outdoors, close-to-home recreation and tourism.

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1 Gibbons LW, Macera CA. 1995. Changes in physical fitness and all-cause mortality: a prospective study of healthy and unhealthy men. *Journal of the American Medical Association*. 273:1093-1098

2 Blair SN, Kohl HW and Gordon NF. 1992. How much physical activity is good for health? *Annual Reviews of Public Health*. 13:99-126

3 Slattery ML. 1996. How much physical activity do we need to maintain health prevent disease? *Difference diseases –different mechanisms. Research Quarterly Exercise and Sport* 67(2):209-212  
Slattery ML, Potter J, Caan B et al. 1997.

4 United States Department of Health and Human Services; Centre for Disease Control and Prevention. 1996. *PhysicalActivity and Health: A Report of the Surgeon General*. Atlanta, Georgia. Glasgow RE, Ruggerio L, Eakin EG et al. 1997.

## Trends in Outdoor Recreation

Outdoor recreation participation continues to increase. In 2007, participation in outdoor activities increased to 50 percent of all Americans up from 48.5 percent in 2006.<sup>5</sup>



### America's Favorite Outdoor Recreation Activities in 2008

Running/Jogging/Trail Running, Bicycling, Fishing, Wildlife Viewing and Skateboarding

Growth in activities is focused on activities that “can be done in a day”. Participants prefer activities for which there is easy access, that are easy to learn, can be done in a day and less specialized technical gear is required.

## Trends Affecting Participation

Several trends are affecting participation in outdoor recreation. For many important groups, activities could take the place of people being in the outdoors.

- All the time youth spend on media including video games, internet chatting, and television watching add up to more than a full-time job: 44 hours a week!<sup>6</sup>
- Youth physical activities plummets from middle school to high school with teens

---

5 Outdoor Industry Foundation. 2008. *Outdoor Recreation Participation Study*. Outdoor Industry Foundation: Boulder Colorado.

6 Pope, Tara Parker. 2008. *Chores to Vidoe Games: How Children Spend their Time*. New York Times. September 19,2008.

becoming less than one-third active than they were as nine year olds.

- Since the 1970’s, children have been spending less time outdoors in nature producing the emergence of the term “Nature Deficit Disorder”. This is associated with fear and lack understanding about nature.
- Fitness activities such as exercise, walking and yoga are increasing for women displacing their outdoor activities which are on the decline

**Outdoor Pursuits**

Outdoor recreation pursuits include a wide range of activities. According to Pennsylvania’s Outdoor Recreation Plan, the top ten activities in which people of the Juniata and Mifflin Counties participate are in Table 8 - 1.

Activity	% Participating
Walking	71%
Sightseeing	54
View Nature	52
Picnicking	49
Swimming	45
Visit wild areas	35
Hiking	33
Fishing	32
Camping	30

Source: Pennsylvania Department of Conservation & Natural resources. *Recreation Participation Survey*. (2004) **Pennsylvania’s Recreation Plan**. p 21.

**Hunting and Fishing in Pennsylvania**

Hunting and fishing are not only important recreational pursuits in Pennsylvania; they contribute significantly to the state’s economy. About 51,000 jobs in Pennsylvania are related to hunting and fishing. Table 8 - 2 shows how Pennsylvania ranks nationwide among the 50 states in hunting and fishing in terms of participation, spending and jobs.

7 Pennsylvania Outdoor Recreation Plan. 2004-2008. Harrisburg: PADCNR. p 21.

**Hunting: Economic Stimulus**

The average hunter spends \$1,992 annually on food, drinks, gas, clothing, lodging, supplies, and equipment, in Juniata and Mifflin Counties that translates into \$26 million annually. If only half that were spent here, it would still be over \$13 million.

Participation	Rank
Days afield	1
Resident hunters	2
Out of state hunters	4
Resident sportsmen	5
Days on the water	6
Resident anglers	12
Out of state anglers	17
Spending	Rank
Hunting	2
Sportsmen	4
Fishing	6
Jobs	Rank
Hunting	2
Sportsmen	6
Fishing	8

Source: U.S. Fish & Wildlife Service. 2006.

**Hunting in Juniata and Mifflin Counties**

There is no official tracking of the annual visitation figures in the state game lands in Pennsylvania. Table 8 - 3 presents the license sales figures for the years 1999-2000 and 2007-2008. The table shows the following trends in hunting in Juniata and Mifflin Counties:

- Declining participation of six percent in Juniata and 11 percent in Mifflin.
- Shifts from adult licenses to Senior and Senior Lifetime licenses as the baby boomers age.

8 United States Fish & Wildlife Service. 2006. National Survey of Fishing, Hunting and Wildlife Associated Recreation. Washington, D.C.: U.S. Department of the Interior.

Table 8-3 - Juniata and Mifflin Counties General Hunting License Sales Years 1999-2000 and 2007-2008				
Type	1999- 2000	2007- 2008	Numeric Change 1990- 2000	% Change 1990- 2000
<b>Juniata County</b>				
<b>Resident</b>				
Adult	3,159	2,760	-399	-13%
Junior	281	216	-65	-23%
Junior Combo	210	270	60	28%
Senior	241	166	-48	-20%
<b>Fur taking</b>				
Adult	121	200	79	65%
Junior	2	0	-2	-100%
Senior	6	15	9	150%
<b>Non-Resident</b>				
Adult	66	36	-30	45%
Junior	2	0	-2	-100%
7-Day	9	2	-7	-78%
Senior Lifetime	181	338	157	87%
<b>Total</b>	<b>258</b>	<b>376</b>	<b>-275</b>	<b>-6%</b>
<b>Mifflin County</b>				
<b>Resident</b>				
Adult	7,955	6,740	-1,215	-15%
Junior	724	466	-258	-36%
Junior Combo	361	573	212	59%
Senior	396	244	-152	-38%
<b>Fur taking</b>				
Adult	149	205	56	38%
Junior	9	1	-8	-89%
Senior	5	7	2	40%
<b>Non-Resident</b>				
Adult	198	89	-108	-54%
Junior	8	2	-6	-75%
7-Day	18	9	-9	-50%
Senior Lifetime	364	750	386	106%
<b>Total</b>	<b>588</b>	<b>850</b>	<b>1,101</b>	<b>-11%</b>

Source: Pennsylvania Game Commission interview.

### Fishing in Juniata and Mifflin Counties

The Juniata and Susquehanna Rivers and creeks in the region provide access for fishing. Table 8 - 4 has the number of licenses sold in Juniata and Mifflin Counties in 2004 and 2008.

The number of fishing licenses decreased by five percent in Juniata County and nine percent in Mifflin County from 2004 to 2009. The Pennsylvania Fish & Boat Commission reported that fishing license sales in 2009 had the largest

one-year percentage increase since 1980<sup>9</sup>. Fishing license sales were up by five percent over 2008 reinforcing thinking that people have returned to fishing as an affordable family activity. Reports on sales by county for 2009 are not yet available to present the Juniata and Mifflin County trends.

Table 8-4 - Juniata and Mifflin Counties Fishing License and Permit Sales Years 2004 and 2008 <sup>10</sup>				
Type	2004	2008	Numeric Change 2004- 2008	% Change 2004- 2008
<b>Juniata County</b>				
Resident	1,424	1,238	-186	-13%
Senior Resident	21	27	6	28%
Lifetime	48	37	-11	-23%
Non-resident	31	15	-16	-52%
Tourist	36	29	-7	-19%
Guard/Reserve	0	8	8	New
Free	0	1	1	100%
<b>Total</b>	<b>1,560</b>	<b>1,355</b>		<b>-5%</b>
Stamps	1,232	971	-205	-17%
<b>Mifflin County</b>				
Resident	7,071	6,432	-639	-9%
Senior Resident	70	108	27	39%
Lifetime	125	132	26	6%
Non-resident	141	86	-55	-39%
Tourist	151	109	-42	-28%
Guard/Reserve	0	6	5	New
Free	2	12	10	500%
<b>Total</b>	<b>7,560</b>	<b>6,885</b>	<b>-675</b>	<b>-9%</b>
Stamps	5,641	4,863	-679	-14%

Source: Pennsylvania Fish & Boat Commission

### Fishing for Dollars

The average angler spends \$1,400 annually on food, drinks, gas, clothing, lodging, supplies, and equipment. In Juniata and Mifflin Counties, that translates into \$11.5 million annually. If only half that were spent here, it would still be \$5.7 million.

### State Rank in Fishing Licenses

Among Pennsylvania's 67 counties, Juniata County ranked 63 and Mifflin County 45 in 2007 in fishing license sales.

9 Pennsylvania Fish & Boat Commission Report.  
[http://www.fish.state.pa.us/newsreleases/2009/licsales\\_5yr\\_high.pdf](http://www.fish.state.pa.us/newsreleases/2009/licsales_5yr_high.pdf)  
 10 Pennsylvania Fish & Boat Commission. 2009.  
[http://www.fish.state.pa.us/images/admin/lars/fishlice\\_county2008.htm](http://www.fish.state.pa.us/images/admin/lars/fishlice_county2008.htm)



**Boating**

Boating registrations increased in Juniata County by five percent from 1997 to 2008 while they decreased by five percent in Mifflin County as shown in Table 8 - 5. Juniata County ranked 59 and Mifflin County 49 among Pennsylvania’s counties in 2008.

Type	1997	2008	Numeric Change 2004-2007	% Change
Juniata County	1,115	1,167	52	5%
Mifflin County	2,178	2,078	-100	-5%
TOTAL	5,290	5,253	48	1%

Source: Pennsylvania Fish & Boat Commission

**Non-Consumptive Recreation**

Activities that do not reduce the supply of resources in the environment include wildlife watching, bicycling, hiking, camping, picnicking, and so on. These are among the most popular activities and are gaining in participation.

While bicycling in the scenic rural areas of the region is unlimited, bicycling close to home is difficult and can be dangerous in the area with higher traffic. Consequently planning for safe bicycle routes close to where people live, schools and parks is crucial. This is more fully explored in the trails chapter of this plan.

**Close-to-Home Recreation**

While the outdoor recreation resources abound in Juniata and Mifflin Counties, recreation close-to-home offers different types of experiences for the

<sup>11</sup> Pennsylvania Fish & Boat Commission. 2009  
<http://www.fish.state.pa.us/boatregsales.htm>

citizens. Fitness, wellness, fun, sports, volunteerism, relaxation, de-stressing and spending time with family and friends enrich people’s lives. Recreation can include scheduled organized programs as well as activities that people of all ages can undertake on their own. Fitness, the arts, music, drama, self-improvement, volunteerism, special events, and nature all provide a range of leisure pursuits that are important to people of all ages. Having lots of things to do is important to the quality of life as well as in attracting and retaining businesses, families and in keeping young people in the community.



Recreation in rural communities is traditionally focused on youth, sports, summer months and the outdoors. Furthermore, recreation providers are usually volunteer sports groups, faith based organizations and schools. Not-for-profit or non-profit enterprises sometimes emerge to provide fee-based recreation. Municipal recreation is limited due to limited funding, staffing and small populations.

**Recreation Services**

Organized recreation services in Juniata and Mifflin Counties are the result of many people and organizations pitching in, volunteering their time and seeking creating methods of financing. The parks described in the parks chapter offer opportunities for self-directed recreation for citizens of all ages and variety of interests.

**Governmental Units**

**State**

Reeds Gap State Park offers a host of activities year round. The park also partners with other recreation providers in offering activities such as geo-caching, a high-tech treasure hunting game

played with GPS (global positioning system) devices.

### County

Neither county has a parks and recreation department. None of the municipalities have recreation staff. The road crews provide maintenance of public parks and recreation facilities. Volunteers serve on parks and recreation boards. They often plan and implement recreation events.

Mifflin and Juniata Counties operate Senior Centers through the Mifflin-Juniata Area Agency on Aging. The four centers in Juniata County are located in East Waterford, McAlisterville, Mifflintown and Richfield. The centers in Mifflin County are in the boroughs of Lewistown, McVeytown, and Milroy and in the townships of Derry and Wayne. Operating hours are Monday through Friday from 8:00 A.M. to 2:30 P.M.

### Municipal

Lewistown Borough has been operating an indoor community center since 2005. It has a small community room and meeting space. At one time, the Borough had a Recreation Director who programmed the center for recreation. Skateboarding has been under discussion for several years.

Municipalities generally provide recreation facilities but not services except for one major program: the Summer Playground Program. The Mifflin County Playground Association provides the summer playground program in 12 municipalities in conjunction with the United Way. It is a volunteer-based program. Community and volunteer organizations provide organized recreation using municipally owned parks and recreation facilities.

### School Districts

Each county has one school district: the Juniata County School District and the Mifflin County School District.

Juniata County School District is undertaking a strategic plan. One of the items for exploration is the potential for how district facilities could be open more to the community. The district's track

is not open to the public. The district has experienced challenges in opening school facilities for community use in terms of security and control. Community sports organizations use school district facilities for youth leagues. School grounds are used for community special events such as Dutch Days. Penn State University has provided sports camps and assemblies for the district.



Mifflin County School District has a goal in its strategic plan to enhance community partnerships. Indian Valley High School offers an innovative physical education curriculum that includes bicycling. The high school also offers a bicycle club as an after school activity. The club has been growing since its formation in 2005. It has three sections: BMX, on-road cycling and bicycle repair. The club has about 120 members. In addition to creating interest in active pursuits, the club has spurred internships and employment in bicycle shops. This program is only offered at Indian Valley High School and not at Lewistown High School. The Indian Valley High School also offers a Health Club with a focus on walking. Safe places to walk and bicycle are needed by both clubs. Although a new track was recently constructed at the high school, it is locked and not available to the public.

### Private Organizations

The Juniata Valley YMCA in Burnham provides year round seven-days-a week recreation opportunities to members. The indoor swimming pool, gym, fitness center and activity rooms serve as home base for recreation classes and activities. In addition to many programs for children, youth families and adults, the YMCA offers the popular

Silver Sneakers Program for senior adults.



The Silver Sneakers Fitness Program is a proven, results-oriented program that enables older adults, often burdened with chronic conditions, to take charge of their health and maintain an active, independent lifestyle. Participating health care providers such as Geisinger offer a free membership to fitness centers including the Juniata Valley YMCA.

The Delauter Center in Mifflintown offers drop in services for children and youth. A board oversees the center's operation. Volunteers operate the center with a budget of \$12,000 raised privately. There is no municipal support of this facility. Three to four volunteers open the center at no charge for two nights for older youth and town nights for younger youth due to the small size of the building. About 20 youths regularly, including Spanish speaking, use this center. A family purchased this former fire hall and donated it for use as a youth center. The United Way provides limited grant funding for programs.

Fayette Area Lion's Den in McAlisterville is a large indoor sports and fitness facility. Visitors can play sports including indoor soccer, basketball, volleyball and hockey. The fitness center and free weight room provide a place for people to workout year round. A major attraction is the 500-foot indoor track. The Lion's Den offers a year round calendar of programs, events and activities. The Silver Sneakers Program is also available here. The facility is available for rental. With a kitchen and multi-purpose rooms, the Lion's Den offers the community the

opportunity to rent facilities for meetings and parties.

The Lumina Center in Lewistown offers recreation programs year round. They include weekend drop-in programs for youth 6-18, Tuesday evening programs for youth 6-12; a teen/young adult program on Wednesday evenings; an after school drop-in program for elementary school children; two summer camp programs, senior adult computer classes and a basketball league.

Mifflin/Juniata Special Needs Center offers a wide variety of services to help those with special needs from infants through adults live a life of dignity and with their own capability. To that end the Center offers a wide variety of education, therapy, programs and services. With respect to social recreation, the Center offers: a Young at Heart Club that operates during the day weekdays, a teen club, an adult recreation program for socialization, a summer recreation program, a bowling league and t-ball. The organization uses the YMCA for swimming programs.

### **Youth Programs for Agriculture: Recreational and Educational**

Since agriculture is vital to the way of life in Juniata and Mifflin Counties, several organizations are in place to spur youth interest in agriculture. These programs are at once educational and recreational and foster the way of life here. These include the following:

- **FFA** (Future Farmers of America) makes a positive difference in the lives of students by developing their potential for premier leadership, personal growth and career success through agricultural education. FFA chapters are in Mifflin Juniata Career and Technology Center, called the Big Valley FFA, one in Mount Union, and the Juniata School District's High School and Middle School.
- **4-H** - 4-H is a community of young people who are learning leadership, citizenship and life skills. Mifflin County has 23 clubs for youth ages 8 through 18 organized around three themes including

community, shooting sports and livestock. Juniata County has 21 clubs for youth 8 through 19 years of age. Activities include livestock, square dancing, Seeing Eye puppies, nutrition, cake decorating, quilting, teen councils, textiles and scrapbooking.

### United Way of Mifflin-Juniata

This organization operates with the mission of improving people's lives by mobilizing the caring power of the community. The United Way has been organizing and providing programs for youth through the Mifflin County Playground Association. This includes a summer playground program in 12 municipalities in Mifflin County. The Fayette Area Lion's Den in Juniata County assists with this program by hiring the playground staff and developing the program. The United Way also funds the Lumina Center and Mifflin-Juniata Special Needs Center. The Special Needs Center recreation program would not exist without the United Way support.

### Mifflin County Communities That Care

The goal of Communities that Care is to help youth feel safe in and connected to their community. CTC promotes the healthy development of the children of Mifflin County to prevent:

- Juvenile delinquency
- Violence by and among children
- Teen pregnancy
- Truancy
- School dropout
- Substance abuse
- Undesirable actions and attitudes that may be harmful to youth.

Rec-Connect works with the CTC Youth Council and Mifflin County's boroughs and townships to develop and distribute a Community Activity Directory. They work with the Mifflin County Regional Police to clean up graffiti around town; link recreation centers with local civic groups and other officials to find funding for and establish

new youth programs; and locate scholarships to cover youth's fees for recreation centers and other activities and programs. Plans are underway to seek funding to establish CTC in Juniata County.



### PANA

The Pennsylvania Activity and Nutrition Advocates was originally formed to facilitate the implementation of Pennsylvania's Nutrition and Physical Activity Plan to Prevent Obesity and Related Chronic Diseases. PANA works with partners in communities to make it easier to be healthy in the places we live, learn, work and play by changing environments to support healthier eating and physical activity options. PANA operates in 64 of Pennsylvania's 67 counties with the exception of Juniata, Mifflin and Warren Counties. Indian Valley High School joins PANA efforts in some academic years. Collaboration with PANA would benefit the area's citizens in healthy lifestyle initiatives especially for youth. PANA offers expertise, partnerships, programs and grant funding.

### MJ PATH

MJ Path (Mifflin-Juniata Partners Advancing Tomorrow's Health), a SHIP (State Health Improvement Plan) partner is a collaboration of municipal, public, private and voluntary organizations, agencies and individuals in Juniata and Mifflin Counties dedicated to promoting the health and fitness and individuals and the community.

## PEER Project

Recently, the United Way, Communities that Care, 12 municipalities (16 municipalities were invited to participate), and the Mifflin County Planning and Development Department joined forces to secure a PEER grant. The purpose of the grant is to explore how multiple municipalities and associated partners can provide regional recreation in Mifflin County. If the study, funded by the Pennsylvania Department of Conservation and Natural Resources, results in consensus among the potential partners that they could work together in regional recreation, the emerging partnership could seek another grant that would provide funding for a professional park and recreation position over a four-year period. The partners would match the grant. The goal of the four-year funding is to enable the professional to “grow” the recreation system in the direction of community support with a range of public and private revenues to support operations once the grant is expired.

## Commercial Recreation

Commercial recreation enterprises provide services for both residents and visitors. A variety of recreational opportunities ranging from camping to kayaking and golf is available here. These operations provide activities and opportunities that government could not provide. They offer community activities such as Family Night at Locust Campground which features food from fine local restaurants. Some of these businesses include:

- Buttonwood Campground
- Locust Campground
- Lewistown Country Club
- Historic Pennsylvania Canal Boat Ride
- Tuscarora Academy Museum
- Steele’s Rentals in Lewistown
- Juniata River Adventure in Mifflintown
- Zook and Lyter Cottages in Mifflintown
- JC Kayak Trips

## Tourism

The Juniata River Valley Visitors Bureau serves Juniata and Mifflin Counties. The annual economic value of tourism to the region is over \$82 million. Over 760 jobs are tourism related in Juniata and Mifflin Counties. Tourism types include eco-tourism, agri-tourism, outdoor recreation tourism, and heritage tourism.

### Special Events = Visitors & Revenue

Reeds Gap Fall Festival, Festival of Ice, Independence Day River Fest, Freedom Walk, Juniata RiverFest



The Juniata River Valley Visitors Bureau is working towards increasing tourism in the region. The Bureau in collaboration with the Mifflin County Planning and Development Department developed the **Juniata River Valley Regional Tourism Plan** in 2002, which builds upon the area’s beauty, historical and natural resources. A hotel tax on hotel room occupancy helps to support the operation of the Juniata River Valley Visitors Bureau. Of the \$11 million the state of Pennsylvania distributes among tourism agencies, the Juniata River Valley Visitors Bureau only receives \$8,000 annually. Juniata and Mifflin Counties can be a destination instead of a “pass-through” for people to go to other places. Tourism destinations also need support facilities such as variety of numerous good places to eat and for lodging.<sup>12</sup>

While tourism and recreation are inextricably linked, three important aspects of tourism in this region stand out in this recreation plan: making

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12 Shepstone, Thomas. (2002) Juniata River Valley Regional Tourism Plan. Lewistown: Juniata River Valley Tourism Bureau. p 8.

better use of the Juniata River as a recreational resource, capitalizing on the Big Valley which in this plan has recommendations for bicycle trails and agri-tourism. The Juniata River and bicycle trails are explored in other chapters of this plan. Agri-tourism considerations are presented below.

**VISION**

**Tourism Development for the Juniata River Valley Region**

*The Juniata River Valley is a region of attractive historical and natural resources. Its blend of history, working landscapes and spectacular features offers visitors relaxing, yet intriguing, experiences. These will be developed and promoted in ways that preserve the Valley's essential character. The Juniata River Valley will be marketed in a coordinated manner as a single region with links to adjoining regions. Tourism development and promotion will be focused on heritage and natural resources based tourism, preserving the quality of life for residents and continuously improving the quality of experience for visitors.*



One of the primary goals of the tourism plan is to undertake agri-tourism. As agricultural counties, agri-tourism emerged in this rural recreation, greenways and open space plan as a consideration with both advocates and opponents. Agri-tourism is an activity conducted for the enjoyment of visitors on a working farm, ranch or plant that earns income for the owner. Still in its infancy in Pennsylvania, especially in this region, agri-tourism will require the involvements of key stakeholders in sound planning for this aspect of tourism in Juniata and Mifflin Counties. Agri-tourism may appeal to some agricultural owners and not to others in the area. Figuring out what would work and who would like to participate would be an important task in tourism planning. Figure 8 -1 presents the categories for agricultural tourism along with activities that fall under these four categories.

**Figure 8-1  
Agricultural Tourism Activities**

<b>Farm Retail/Dining</b>	<b>Agri-tainment</b>
Roadside stand	Rodeo
Farm Market	Agricultural fair/festivals
Christmas tree farm	Children's activities
U-pick operation	Petting Zoo
Gift shop/ag. Crafts	Horseback Riding
Restaurant/concessions	Corn Maze
Ice cream/bakery	Haunted houses/hayrides
Corporate events	Wagon Rides
Weddings/events	Sleigh Rides
Brewery	Outdoor recreation
Winery	
<b>Agri-education</b>	<b>Agri-lodging (provided on an operating or historic farm)</b>
School tours	Bed and breakfast
Farm related museum	Dude/guest ranch
Garden/nursery tours	Country inn
Winery/brewery tours	Hostel
Agriculture exhibits/tours	Camping/campgrounds
Crop identification program	

Source: Ryan, Susan; DeBord Kristy; and McClellan, Kristin. (2006) Agritourism in Pennsylvania: An Industry Assessment. Harrisburg: Center for Rural Pennsylvania. p 8.

## Juniata River Valley Chamber of Commerce

The Chamber of Commerce offers the major large-scale community festivals and events in the region. These include the RiverFest and the Ice Fest, Freedom Walk, and family nights in the summer. Tours involving wineries are an up and coming opportunity in this region of Pennsylvania.

### Main Line Canal Greenway

The Main Line Canal Greenway represents a major opportunity for increasing recreation experiences and tourism in the region such as interpretive exhibits, destinations and activities. Designated as a Millennium Trail, it links heritage, culture, and recreation along 320 miles and is seen as nationally significant. The Juniata River Water Trail was designated as a National Recreation Trail in 2009 as part of the Main Line Canal Greenway. These assets can become tremendous tourist destinations for the area.

### Recreation Opportunity: Tool to Attract and Retain Residents and Business

A major finding of the public involvement process was the goal of attracting and retaining youth in Juniata and Mifflin Counties. While many factors influence participation in recreation such as income, ethnicity, gender, and health, interest was keen regarding recreation by age group. While the traditional emphasis of recreation in this bi-county region has been on youth and sports, expanding recreation opportunities to all ages from youth through senior adults is important. To attract and retain business and industry it is important for people of all ages, especially families, to have a lot of things to do for recreation. Connecting recreational opportunities is critical to creating lifestyles, which is an essential factor in deciding whether to live or establish a business in a particular location.

Recreation interests are clearly linked to age. Participation in active recreational activities as well as engaging in new activities is the purview of youth through teens and mid-twenties when participation begins to decrease over time. Teenagers have triple the activities and five times the participation of people over the age of 60. However, the Baby Boomer generation re-defining active healthy lifestyles with increasing both the range of activities as well as in level of participation in a wide range of outdoor recreation pursuits. The following generalizations about outdoor recreation interests can serve as a guide for Juniata and Mifflin Counties in creating recreation opportunities for various age groups<sup>13</sup>:

- 6 to 17: Participation in outdoor recreation dropped by over 16 percent from 2006 – 2008. The decline is stemming perhaps due to recent programs to connect youth and the outdoors. While participation among youth is the highest

of all generations, their decreasing participation may lead to shrinking numbers of outdoor enthusiasts in the future.

- People age 18 to 40 are more engaged in outdoor recreation than they were in 1960.
- Ages 18-24: Running, jogging and trail running; car, backyard and RV camping; road biking, mountain biking, and BMX biking; and hiking
- Over 30 and Under 30: walking, bird watching, cross-country skiing, and horseback riding are more popular among those over 30 than those under 30.
- 25 through 40: Activity continues in these activities but at decreasing levels.
- Ages 40 – 55: Walking, cross country skiing, bicycling, wildlife viewing, visiting nature and cultural centers, canoeing, power boating, RV camping, horseback riding and hunting. Those who engage in activities like hiking and skiing in this age group are likely to continue doing so later as they age.
- Over 55: walking continues to a major interest while there is a substantial drop off in outdoor recreation participation even in wildlife viewing, nature and cultural center participation, and non-local park visitation.
- 60+: Walking, hiking, bird watching, snowmobiling, cross country skiing and fishing.
- Baby Boomers: health and fitness activities including swimming, golf, fishing and canoeing/kayaking. Increasing in popularity is hiking/climbing/rappelling; river rafting; downhill skiing; In-line skating; competitive running and hang gliding/parasailing and parachuting.
- Across the Age Groups: backpacking, mountain biking and trail running are showing double digit increase in

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<sup>13</sup> Jenson, Clayne and Guthrie, Steven. (2006) Outdoor Recreation in America. Champaign, IL: Human Kinetics. Del Webb. 2007. Active Recreation Tops Desires for Baby Boomers, Senior Citizens. <http://seniorjournal.com/NEWS/Features/2007/7-04-13-ActiveRecreation.htm>. Outdoor Foundation. 2009 Outdoor Recreation Participation Report. 2009. Outdoor Foundation: Boulder, CO.

participation, while road running and bicycling are relatively flat.

While information about recreation activity interests by age group is powerful, in and of itself is not enough. To really use recreation as a tool to attract and retain residents and businesses, the outdoor recreation facilities must be developed, maintained, programmed and advertised. This will require harnessing all of the public and private partners with an interest in recreation, tourism, economic development and planning to join forces in implementing this plan.

## Conclusions

### Strengths

**Bountiful Outdoors** - Juniata and Mifflin Counties offer desirable quality of life in part through the scenic beauty, experiences in the great outdoors and a host of community volunteers that have stepped up to create recreation opportunities.

**Civic Involvement** - Recreation in Juniata and Mifflin Counties truly is a civic effort with many interested and committed individual and organizations that have worked towards providing the service that are available.

**Positive Views on Collaboration** - Municipalities and the counties have long recognized the benefit of collaboration. Both Juniata County and Mifflin County have a school district that encompasses all of the jurisdictions within the respective county. Sports teams operate regionally. Mifflin County has a COG (Council of Government). The Mifflin County Playground Association includes 12 municipalities that work together in providing youth recreational services. United Way has harnessed partnerships. This can continue and be expanded through new partnerships such as the PEER Study. The Juniata River Valley Visitors Bureau and Chamber of Commerce and the Mifflin-Juniata Area Agency on Aging are other examples of collaboration.

### Challenges

**Public Health Issues** - Despite the availability of

outdoor recreation resources and several public and quasi-public indoor recreation facilities, the citizenry is experiencing higher than average levels of disease associated with the lack of physical activity including heart disease, diabetes, obesity, cardio-vascular problems, and addictions. Creating organized efforts to motivate people to lead active healthy lifestyles through recreation is essential for individuals, families, society and the economy that is struggling with high health care costs in part due to these same factors.

**Fragmented Services** - Recreation services are fragmented. Organizations that provide recreation activities and events operate fairly independently. However, they do join forces in providing recreation programs, opportunities and events on an ad hoc basis. The United Way and Communities That Care have been instrumental in facilitating collaboration for community recreation purposes. Organizations that offer facilities for recreation opportunities and/or recreation programs include State Game Lands, State Forests, Reeds Gap State Park, the Fish & Boat Commission, some municipalities, Mifflin County School District, the Juniata River Valley Visitors Bureau, Juniata Valley YMCA, the community centers, quasi-public recreation centers, commercial operations, youth sports organizations, Lewistown Hospital and others.

**Traditional Focus** - Most recreation is focused on the outdoors, summer months, youth and sports. Broader recreational opportunities are needed in the arts, culture, fitness, social connections, winter activities and year round opportunities. There is no environmental education program or center in Juniata or Mifflin Counties. However, Shaver's Creek Environmental Center (SCEC), is Penn State's nature center located twelve miles south of the University Park campus in the Stone Valley Recreation Area. SCEC offers environmental education programs and services to the public conveniently located to Juniata and Mifflin Counties. Also convenient to this area is the Greenwood Furnace Environmental Education Center in Greenwood Furnace State Park.

**Financial Challenges in Providing Public Recreational Services** - Juniata and Mifflin Counties operate with very tight budgets and

small staffs. Neither county has recreation staff or funding. The municipalities have limited financial resources and small staffs thus resulting in scarce resources for recreation services.

**Apathy and lack of urgency: A concern** - The public participation process revealed concern in the community about the level of apathy and lack of a sense of urgency to move ahead with recreation and parks.

### Opportunities

**Target Groups** - While recreation is vital for people of all ages, it is particularly important for children and youth. The activities in which adults engage are usually the ones they were exposed to through family and friends before the age of 18. Creating opportunities for adults, especially those ages 25 to 40 will help to attract business and retaining young people in the community. Family-oriented recreation could be increased in the area. Providing ways for families to connect through shared recreational experiences will help to strengthen strong family bonds, the foundation of our society.

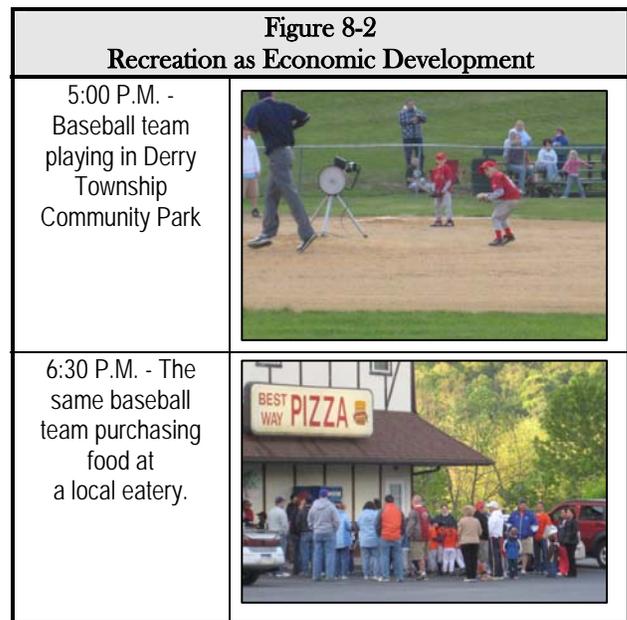
Recreation deters crime and substance abuse. Incarceration of a juvenile offender costs 218 times more than public recreation for one youth over a lifetime. The cost of incarcerating a juvenile offender in Pennsylvania is #362 per day or \$132,130 annually<sup>14</sup>. The average municipal investment in public recreation is about \$7.78 per capita in rural communities in Pennsylvania<sup>15</sup>. Over a 77.9 year life expectancy<sup>16</sup>, the \$7.78 per year investment in recreation equals \$606 in 2009 dollar value, less than one half of one percent of the cost of a year in prison!

<sup>14</sup> Melissa Sickmund, T.J.Sladky and Wei Kang. (2008) "Census of Juveniles in Residential Placement Databook." [http://ojjdp.ncjrs.gov/ojstatbb/cjrp/asp/State\\_Adj.asp](http://ojjdp.ncjrs.gov/ojstatbb/cjrp/asp/State_Adj.asp); American Correctional Association, 2008 Directory: Adult and Juvenile Correctional Departments, Institutions, Agencies, and Probation and Parole Authorities (Alexandria, VA: American Correctional Association, 2008).  
<sup>15</sup> Center for Rural Pennsylvania. 2004 Rural and Urban Municipalities for Parks and Recreation. Center for Rural Pennsylvania: Harrisburg, PA p.1. Note: per capita investment was adjusted to the 2009 dollar value.  
<sup>16</sup> Jiaquan Xu, M.D.; Kenneth D. Kochanek, M.A.; and Betzaida Tejada-Vera, B.S. 2007. Deaths: Preliminary Data for 2007. National Vital Statistics Reports Volume 58(1). Center for Disease Control: Washington, D.C. p.1.

**Increasing School District Involvement in Recreation** - The School Districts have the potential to be more involved in community recreation. Representatives of the districts expressed their desire to have more community outreach.

**Recreation & Tourism: Economic Development** - The recreation issues/opportunities and the tourism issues/opportunities are similar here. What will benefit residents will attract tourists. Recreation is viewed as a cost in Juniata and Mifflin Counties; it is actually an investment that increases property values, attracts business, deters health care costs, prevents juvenile delinquency expenditures, and brings in tourists with their dollars.

Figure 8-2 shows a baseball team playing in Derry Township Community Park at 5:00 P.M. At 6:30 P.M., the same team is buying food at a local restaurant. While one team buying pizza, soda and ice cream might seem like no big deal, consider this event on a larger scale. The economic impact of a youth soccer tournament is \$71 per participant per day. Softball tournaments yield an economic impact of \$129 per participant per day as adjusted to the 2008-dollar value. Therefore a softball tournament over a weekend with 20 teams with 15 players per team would yield \$116,100 in local economic impact<sup>17</sup>.



<sup>17</sup> Crompton, John L. (September 1999) **Parks & Recreation: The Economic Impact of Sports Tournaments and Events.** p. 26.



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Chapter 9

# Planning, Management, and Financing



## Organization and Financing

Open space, greenway, and recreation efforts require a broad spectrum of entities and individuals working together in a proactive way. Since the amount of money needed to conserve open space and provide recreation opportunities would be beyond the capacity of Juniata and Mifflin Counties alone, a mix of public and private funding sources would be needed. This chapter assesses the counties' capacity to operate, manage and finance open space, greenways and rural recreation.

## Organization

In order to harness the resources necessary to provide open space conservation, recreation, greenways and trails, effective organization needs to be in place. Creatively and collaboratively organizing the diverse stakeholders in the bi-county region would help to make the best use of limited resources, tap into a wealth of interested community organizations and uncover new sources of support. Developing public/private partnerships, encouraging volunteers through these arrangements, incorporating volunteers, and establishing stable funding as well as philanthropic organizations will be keys to success in open space, greenways and recreation in Juniata and Mifflin Counties.

*The opportunities for the successful conservation of Juniata and Mifflin Counties' rural character as well as creating vibrant communities through recreation lie in uniting the various constituencies*

## Civic Engagement

Organizational support for initiatives in open space, greenways, and rural recreation in Juniata and Mifflin Counties is dispersed among many different public and private entities. What is remarkable about it all is the level of civic engagement of key stakeholders, individuals and organizations that have stepped up to meet needs that government alone could not provide. Although a frequent refrain among providers is the level of apathy in the area and that the same people are those involved in everything, the fact

is that good things are happening – with potential for more with the right organization!

Parks and recreation in Juniata and Mifflin Counties is largely in response to pressing needs and citizens or organizations finding ways to meet those needs. A few examples of this include youth sports organizations, the summer playground program through United Way, the Indian Valley High School Bicycle program and the Chamber of Commerce's facilitation of special events.



In rural communities, parks and recreation usually falls to community volunteers, faith based organizations, and school districts. This is due to the small municipal populations, limited budgets, sparse staff working restricted hours, and tight county budgets that struggle with state mandates.

## State Outdoor Recreation/Conservation Entities

The Commonwealth of Pennsylvania operates in Juniata and Mifflin Counties through Reeds Gap State Park, the State Forests and the Fish & Boat Commission. The Pennsylvania Game Commission operates extensive areas of gamelands in the region. They operate independently in providing recreation opportunities and conservation consistent with their missions.

## Juniata and Mifflin Counties

This bi-county open space, greenways and rural recreation plan represents a huge accomplishment in regional efforts. The two counties joining forces in a common purpose presents a shining example of maximizing community resources for the public good. Continued joint planning efforts especially in greenways and trails will be productive.

Juniata County has a full time planning director and one part time planner shared with Mifflin County. Juniata County does not provide any parks and recreation facilities or services. There is no parks and recreation board. The Juniata County Conservation District manages the Juniata County Agricultural Land Preservation program.

Mifflin County owns one one-acre park and provides no recreation services. The Mifflin County Planning and Development Department undertakes park, trail, recreation and greenway planning as time and staff permit. The department pursues the creation of parks in the area, promotes and provides support for grants, and works towards tapping opportunities uncovered in the normal course of their planning work. The department offers technical assistance to municipalities in land conservation and land use planning. There is no parks and recreation board. The county did create an advisory committee for this plan. In 2009, Mifflin County secured a Peer Study grant as part of a partnership with the United Way and CTC (Communities That Care) for the purpose of exploring regional recreation. The Mifflin County Conservation District manages the county's Agricultural Land Preservation Program.

### **The Municipalities**

The municipal populations are small; 31 of the 33 jurisdictions have a population under 5,000 including one with only 272. None of these is large enough to have a parks and recreation director even if the budget were available. Lewistown has a part-time recreation coordinator. In the region, 21 of the 33 municipalities have public parks. Park maintenance is the responsibility of the municipal road departments. One jurisdiction, Lewistown Borough, has a parks and recreation board.



None of the municipalities has a parks, recreation, greenway, open space or trail plan. Consequently no mandatory dedication of land ordinances are in place that could help to gain park land and recreation facilities. Derry Township has provisions in its Subdivision and Land Development Ordinance regarding parkland.

Two park and recreation systems serve as regional hubs of recreation: Lewistown Borough and Derry Township. They each offer ballfields, concession stands, playgrounds and Derry Township offers camping while Lewistown offers a swimming pool and community center. They serve a much broader clientele than their own citizens. Citizens from the smaller more rural communities look to these communities for recreation opportunities.

Twelve municipalities and Mifflin County joined forces in undertaking the Peer Study. They are exploring how to provide recreation as a regional partnership. If the study produces a consensus in moving forward in regional recreation, the partnership would be able to pursue grant funding to hire a recreation professional over a four year period. During this period, the professional would work toward establishing a financially stable operation through a variety of public and private funding sources and partners.

### **The School Districts**

There is one school district in each county: the Juniata County School District and the Mifflin County School District. Both school districts rank on the lower end of investment in comparison with the other 463 school districts in the state.

The Juniata County School District has identified the increased use of school facilities by the community in a responsible manner as one of its main goals in the District's Strategic Plan. Working towards this goal will have the dual benefit of increased public use of important school based recreation facilities as well as enhanced community relations through more conscientious use of the facilities during non-school hours by community groups. This should help to create an active and involved citizenry as well as help to generate support for school district initiatives.

The Mifflin County School District participates in community organizations devoted to issues facing Mifflin County such as United Way committees, Communities that Care, and this open space greenway and rural recreation plan by appointing the Assistant Superintendent to serve as their liaison. The District permits facility use to community sports groups and anticipates public use of the new Indian Valley High School currently in construction. The district's physical education program includes a model bicycle component at Indian Valley High School that promotes active healthy lifestyles that will foster a lifelong interest in cycling, activity and health.

Due to funding and tradition, the school districts' role beyond the classroom has been limited in community recreation. With the region's issues in youth obesity and disease, consideration could be given to fostering more community partnerships in recreation. Community school parks have a long history of success in the United States especially in rural communities. Safe Routes to School is another area for potential involvement especially in the planning of new schools or school improvements as a means to establish safer ways for students to get to school by walking or cycling. Sidewalks and safe bicycle routes are needed to do that. The following models of community recreation in school districts have demonstrated successful community relationships and support in these districts because they serve and involve a broad constituency beyond the students in the classroom.

### Models of Community Recreation in Pennsylvania School Districts

**Mechanicsburg Area School District** serves as the major partner in regional recreation along with Mechanicsburg Borough, Upper Allen Township, and Shiremanstown Borough. The District provides the funds to support 75 percent of the Mechanicsburg Area Recreation Commission budget as a way to serve all citizens in the district regardless of whether they have children in the schools or not, for environmental education and to deal with community issues related to the lack of physical activity resulting in disease and shortened life spans.

The **Wilson School District** has a position of Community Recreation Coordinator. The Coordinator

schedules use of school facilities after school hours and plans and directs recreation activities for the community at large.

The **Blue Mountain School District** supports the Blue Mountain Recreation Commission as part of the district's mission and operations. The Commission is a full service recreation operation serving the students and the community at large including adults, households without children in the schools and senior citizens with a year round program using school facilities.

### Partnerships

The Juniata and Mifflin County region has a track record of undertaking partnerships with largely successful results. Some partnerships operate in both Mifflin and Juniata Counties while other partnerships serve the region or include several partners in each of the counties but not both of them. The important point is that partnerships have made great advances in the Juniata and Mifflin County area. The following list presents organizations that are rooted in partnerships as examples of how community based organizations join forces for common goals.

- Mifflin County Council of Governments (COG)
- Mifflin Juniata Area Agency on Aging/Regional Services Corp.
- MJ PATH
- Juniata County School District
- Mifflin County School District
- Mifflin County Playground Association
- Juniata River Valley Visitors Bureau
- Mifflin-Juniata Chamber of Commerce
- Regional Police
- Lewistown Hospital (serves the region)
- Mifflin County Industrial Development
- Team Mifflin County
- Juniata River Trail
- Allegheny Ridge Corporation
- United Way
- Communities that Care
- Playground Association
- Rec Connect
- Community sports organizations
- Juniata County Conservation District
- Mifflin County Conservation District
- Penn State Cooperative Extension Service



### Quasi-Public, Non-Profit and Private Organizations

Since governmental resources are so limited here, a number of organizations and entities launched their own efforts to conserve the cultural heritage of the area, meet community needs, and enhance the quality of life here. These include

- United Way
- Juniata Clean Water Partnership
- Allegheny Ridge Corporation
- Main Line Canal Greenway
- Susquehanna Greenway
- Communities that Care
- Chamber of Commerce
- Juniata River Valley Visitors Bureau
- SEDA-COG
- YMCA
- DeLauter Center
- Lion's Den
- Community Sports Organizations
- Trout Unlimited
- 4-H
- Lumina Center

### Conservancies and Land Trusts

One of the major challenges here in terms of land conservation is the lack of any conservancies or land trusts. While a number of conservancies exist in the area, it is only a tangential relationship without involvement or capacity. The North Central Pennsylvania Conservancy, Linn Conservancy, Nature Conservancy, and the Western Pennsylvania Conservancy all

theoretically could serve the area but their resources and priorities are directed elsewhere. For land conservation to work effectively, a private non-profit partner is essential to advance government efforts.

### Financing

Funding for parks, recreation, open space, greenways and trails is limited in the area.

### The Counties

Neither county has budget funds for parks and recreation or funding for open space conservation. Each county has a farmland preservation program that helps to conserve a limited amount of agricultural lands, which are essential, both to the industry as well as the scenic character of the area. Table 9-1 presents examples of parks and recreation departments in counties with populations with less than 99,999 elsewhere in Pennsylvania. These counties provide the parks and recreation budget from their general fund and seek grants for projects and programs.

### The Municipalities

According to the Center for Rural Pennsylvania's most recent survey on rural recreation adjusted for 2008-dollar value, rural municipalities (townships) spend about \$7.85 per capita on recreation. The urban communities (boroughs) spent an average of \$55.55 per capita.

Most of the jurisdictions in Juniata and Mifflin Counties support recreation through their roads budget since their focus is on park maintenance.

Two municipalities, one borough and one township, stand out in terms of park and recreation systems with both facilities and programs. Derry Township and Lewistown Borough in Mifflin County offer a model of close-to-home recreation.

These municipalities have the largest populations in the area with 7,256 and 8,998 citizens respectively. Juniata County's municipalities have very small populations the largest of which is 3,252 in Fayette. By size of population, none

**Table 9-1**  
**County Parks and Recreation Department in Counties with Population of under 99,999**  
**2002 Pennsylvania Parks & recreation Budget and Salary Survey\***

Department	Sq. Miles	2002 Population	Operating Budget \$	Capital Budget \$	# of Parks	Total Park Acreage	Full-time Staff	Part-time staff	Seasonal Staff	Volunteers
Armstrong County Recreation Belmont Complex	654	79,000	594,010	46,600	2	25	7	5	40	20
Carbon County Parks & Rec. Commission	383	58,802	418,069	0	2	2,800	7	0	26	0
Clarion County Rec. & Parks Dept.	602	41,765	125,862	11,200	1	50	2	5	0	0
Indiana County Park	830	89,605	44,000	60,000	10	2,380	8	6	2	0

\*Most current figures available. 2009 survey is underway. Table will be updated when results are available.

have the capacity to provide public recreation on the scale of community's size of Derry and Lewistown.

Derry Township's budget for parks and recreation in 2009 is \$175,500. That is a per capita investment of \$24.05, about three times the state average for rural townships. A portion of this budget is generated from user fees and charges.

Lewistown Borough's budget for 2009 for recreation and parks is \$452,022 that funds enterprise types of facilities including a swimming pool and the community recreation center. At \$50.23 per capita, this is about \$5 under the state average for boroughs in rural areas. The borough undertakes significant capital improvement projects, especially for the swimming pool, which will have received about a million dollars worth of improvements since 2004. This includes funding from grants from PADNCR and CDBG.

*“Recreation is a very important part of the services that we provide.”*

David Frey,  
Lewistown Borough Manager

### The School Districts

At this time, the school districts have limited budgets for education only. There is no funding of related community programs such as recreation.

## Conclusions

### Strengths

**Civic Involvement** - Civic involvement in recreation is remarkable here. A host of interested and dedicated community organizations and individuals regularly advance creative solutions to community needs for recreation. United Way, the Juniata Valley Chamber of Commerce, Visitors Bureau, the Mifflin County Playground Association, Communities that Care, the Juniata Valley YMCA, community organized sports, the Chamber of Commerce and other are all involved. Influential community members such as a county judge or a teacher who are interested in youth and recreation work towards stimulating recreation programs and projects. The region personifies how important small groups of committed people are in changing the world.

**Peer Study** – 12 partners are participating in and financially supporting the Peer Study, a vitally important project for future recreation service delivery in the region. Mifflin County secured grant funding to pay for most of the project cost. Juniata County can use the findings of this study to move ahead to secure a grant and negotiate partnerships with its own Peer Study benefiting from what works well and what does not in the Mifflin County project.

**County Support for Recreation** – Currently recreation planning comes under the purview of the county planning departments. These departments provide technical assistance, serve as a clearinghouse of information, seek grants, and advance open space, trail, greenway and recreation efforts to the extent that they have staff time available. The commissioners support this type of planning effort.

**Municipal Support** – Municipalities play an important role in public recreation. They provide the close-to-home facilities used by community organizations and individuals for recreation and sports. Volunteer park and recreation boards can help municipal officials to plan, direct, and offer community recreation services through volunteer efforts. However, there are no parks and recreation boards in the municipalities of Juniata County. Only Lewistown Borough in Mifflin County has a recreation board. The municipalities could consider establishing parks and recreation boards. PADCNR provides technical assistance in helping municipalities to establish such boards. The Pennsylvania Recreation and Park Society also offers an annual conference with a citizen's track to assist municipalities with parks and recreation board sessions. Local parks and recreation boards can help to provide the momentum, time and effort needed to advance community recreation, parks, and trails.

### Challenges

**Land Conservancy** - Neither Juniata nor Mifflin County has a land conservancy. This is vital to advance open space conservation. Conservancies can act in an expeditious manner in protecting land, securing easements, negotiating with landowners, conducting fund-raising, providing education and outreach in ways that county government cannot. Many counties that have been successful in open space conservation work with numerous conservancies and land trusts.

**Public Recreation Service Delivery** – Public recreation is usually provided as close to local residents as possible. That means municipal or multi-municipal recreation services. In these small rural communities, municipal service

delivery is primarily provided by volunteer organizations including organizations such as the United Way, Communities That Care, Mifflin County Playground Association, and organized sports. Lewistown Borough has a part time recreation employee. Mifflin Borough, Derry Township, and Lewistown Borough operate public swimming pools which have paid staff. There is no county parks and recreation department in either county that could provide county type of programs usually in the area of environmental education, special events, and major facilities for people to use at their own discretion.

**Staff Time Limitations** - While the existing planners and program managers at the county level are professional with solid expertise and experience, there is a limit to what they can do with the time and money available. The county planning departments, conservation districts, and extension services have sparse staffs. Additional dedicated staff with professional expertise in planning, parks, recreation and conservation is needed. Although Mifflin County owns some public parkland, the county does not have staff for maintenance. With full recognition that financing is austere, undertaking open space conservation, greenways and recreation does require some basic level of support in order to leverage other sources of revenue beyond the tax dollars within Juniata and Mifflin Counties. A stable source of funding to support these efforts would be an investment. Not everything can be accomplished at once. It is best to take small steps that are successful and meaningful to the people of this region. Consideration could be given to county municipal partnerships in funding a county open space program.

**Dispersed services** - Service planning and delivery is fragmented. A host of providers, community organizations, and committed volunteers are in place in Juniata and Mifflin Counties. An organizational framework needs to be created to harness all of these diverse groups with their rich potential to work collectively toward a common vision and goals.

**Limited Awareness about Recreation Opportunities** – The public involvement process

found that many people were unaware of recreation opportunities in the area. Increasing awareness about the recreational resources in Juniata and Mifflin outside the area is important to increase tourism.

**County Funding** - The county budget is tight. About 85 percent of the counties' budgets are directed towards mandated programs. Neither county allocates funding for parks and recreation. Funding for county programs such as farmland preservation are stretched beyond their capacity.

**Municipal Funding** - Municipal parks and recreation budgets are limited or non-existent with a few exceptions such as Lewistown Borough and Derry Township. Municipal representatives reported that they would like to get information about grants and assistance in undertaking the grant application process.

### Opportunities

**Regional Potential** - Since the municipalities are too small to have their own parks, recreation and open space systems, regional multi-municipal partnerships could be the way to insure close-to-home recreation as well as trails and open space conservation affordably and effectively. The current Peer Study could result in a way to manage future recreation service delivery in the region.

**Mandatory Dedication of Parkland Ordinance** - Only one municipality, Derry Township, Mifflin County has a Mandatory Dedication of Parkland Ordinance in place. By not having plans and ordinances in place, the municipalities are losing the potential to obtain parkland at no cost or fees-in-lieu of the dedication of parkland through development. The current state of the economy allows the time for the municipalities to put such ordinances into place. An alternative is for the counties to develop ordinances that the municipalities could use if they adopt this open space, greenways and recreation plan as their own.

**School District Involvement** - Having school districts more involved in community recreation would have a positive effect on the community. Challenges include funding, mission, and consensus on the value of becoming more

involved in serving the broad community.

**Recreation Leadership** - Without recreation staff at the county or municipal levels recreation opportunities are limited. Tapping onto programs and partnerships such as PANA (Pennsylvania Activity and Nutrition Advocates), grant programs, and school district coordination is vitally important.

**Education and Outreach** - Education and outreach about land conservation, open space planning, and recreation would advance open space, greenway and recreation efforts. Dispersing information about the tools, techniques, benefits and strategies for conserving open space and providing recreation to volunteer boards, elected and appointed officials, landowners and community organizations would advance efforts in these areas.

**Making the Case for Open Space, Greenways and Recreation** - While discussions about costs and budgets are compelling and usually the center of focus, information about the benefits of recreation, open space and the rural nature of the area is not generally available to the people who need it most. Data on the economic value of recreation, trails and open space are crucial to building the case for support. Figures that show that an investment in sports fields has a real return, such as the value of a weekend softball tournament in the local economy at over \$116,000, are important to present. The value of outdoor recreation, annual visitation on state lands and so on would help to make the case for recreation and conservation. Public education on open space and recreation as an investment not a cost would help in garnering support for projects and programs.





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Chapter 10

# Plan for Greenways, Open Space and Recreation in Juniata and Mifflin Counties



## The Juniata & Mifflin County Greenways, Open Space and Rural Recreation Plan

The plan is a ten-year strategy to improve the quality of life in our region through parks, recreation, and open space conservation. It is based upon opinions of people who live and work here, research, and trends in Juniata and Mifflin Counties.

The plan is a guide, not a law. It offers a course of action geared towards preserving the tremendous scenic rural character in Juniata and Mifflin Counties as well as for creating recreation opportunities for citizens and visitors. The results of the plan will help to reap the important benefits of a thriving economy, conservation of our scenic rural character, healthy citizens enjoying active lifestyles, and a strong sense of community.

## Guiding Principles, Vision and Mission

### Guiding Principles

Based upon the needs expressed by the public, municipalities, conservationists, recreationists, business owners, and citizens, the following principles will guide the development of Juniata and Mifflin Counties' parks and trails; conservation of open space and greenways; and creation of recreation opportunities. These principles provide the foundation for the vision, mission, goals, recommendations, and implementation of the Greenways, Open Space and Rural Recreation Plan.

The five principles describe what our counties value and include:

1. **Active healthy lifestyles** made possible through plentiful recreation opportunities are vital to the quality of life for future generations and us.
2. Our **rural character** and high quality natural resources are valuable to our citizens and our community as a whole. Agriculture is crucial to our economy and our rural agrarian way of life.

3. Our **economic vitality, community wellness, and livable communities** depend on the health of our natural environment and the integrity of our rural character.
4. **Collaboration, partnerships, and involvement** by the state agencies, regional conservation and recreation entities, community organizations, the private sector, municipalities, and citizens are crucial to the successful implementation of greenway, open space, and recreation initiatives.
5. The **primary role of the Counties** is to serve as the catalyst for open space conservation by harnessing partners in collaborative efforts, providing leadership, encouragement, and professional technical assistance to municipalities, outreach to landowners, and educational support for municipalities and the public. Through these services, Juniata and Mifflin Counties offers a basic level of investment in open space, greenways, and recreation.

### Our Vision for 2019

By 2019, Juniata and Mifflin Counties will have preserved our rural agrarian way of life through the conservation of agricultural lands, forests, streams, and natural resources. Our natural resources and scenic beauty offer plentiful opportunities for exceptional recreational experiences for our citizens as well as support thriving tourism.

Recreation will be a hallmark of the Juniata and Mifflin County area as a well-know tourism destination. Recreation will help our citizens and visitors to engage in active recreational pursuits that contribute to their own health and wellness as well as to the healthy economy in the region.

### County Missions

While the planning departments and commissions of Juniata and Mifflin Counties operate separately, they share a common mission that applies to open space, greenway, and rural recreation planning. The following wording has been tailored to reflect both Counties.

## Plan for Greenways, Open Space and Recreation in Juniata and Mifflin Counties

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### **Mission**

*The mission of Juniata County and Mifflin County with respect to planning is to provide strategic, coordinated and objective guidance and oversight to the growth, planning, and development activities for the County.*

In doing so, it is the goal of the planning departments and commissions is to ensure that each County's future is characterized by a healthy environment, economy, and society achieved through proactive planning, citizen representation, effective communication and the provision of professional services from the Juniata County and Mifflin County Planning Departments. Their purpose is to:

- Provide the orderly growth, development and redevelopment in each County in accordance with the long-term objectives, principles, and standards in the best interest and welfare of its citizens and political subdivisions.
- Coordinate and integrate plans for orderly growth, development, and redevelopment.
- Improve the social and economic climate and well being of each County.
- Encourage appropriate land use and the efficient use of fiscal resources through implementation of the County Comprehensive Plans.
- Encourage the maximum utilization of the existing infrastructure and plan for new infrastructure, including housing.
- Promote the conservation and effective use of energy, land, water, and air as well as the preserve unique historic, cultural, and natural features and resources.
- Promote and assist in achieving improved traffic and transportation flow.
- Collect and distribute relevant County and regional data and information.
- Ensure that citizens and municipal officials are well informed of their responsibilities

regarding effective planning and development in each County.

- Ensure consistency, coordination and communication between and among the County's municipal planning entities
- Encourage the continued support of a fully staffed Planning Department in each County.
- Encourage effective coordination and communication among all County entities, agencies and organizations whose activities either influence or are influenced by the effective planning and development of each County.

### **Plan Goals and Objectives**

The goals are broad general intentions of what Juniata and Mifflin Counties desire to achieve through this plan over the long term. The goals include:

#### **Goals**

**Goal 1:** Preserve the scenic rural character of Juniata and Mifflin Counties through open space conservation.

**Goal 2:** Connect the Counties and the region beyond through a network of greenways and trails.

**Goal 3:** Foster and promote recreation opportunities to advance active healthy lifestyles year round for people who live, work, and visit here.

**Goal 4:** Organize and manage open space conservation, greenways, and rural recreation through partnerships for the greatest public benefit and responsible use of resources.

**Goal 5:** Invest in open space, parks, and recreation to enhance the health, safety and welfare of the citizens and contribute to the economic vitality of Juniata and Mifflin Counties.

#### **Objectives**

The objectives are specific tasks to undertake to help achieve the goal. The following section presents the goals and specifies the objectives for each goal.

**Goal 1: Preserve the rural character of Juniata and Mifflin Counties through open space conservation.**

The rural character of Juniata and Mifflin Counties is central to the quality of life and the local economy of this region. The rural character, abundant open space, and natural resources are valued by residents and the draw for the seasonal visitors that come to the Counties to hunt, fish, and enjoy time outdoors and will be the basis of tourism expansion efforts. The agricultural industry is vital to the way of life here. It attracts newcomers with their sight set on becoming farmers coming from other counties in Pennsylvania where land values have sky-rocketed and pushed farming out. Preserving the resources and rural character of the Counties is paramount to sustaining the quality of life the area offers.

**Objectives**

**1. Preserve large interconnected areas of significant open space.**

a. Improve the understanding and harness the collaborative efforts among the people and organizations that are or could be players in open space conservation in Juniata and Mifflin Counties. This includes government at the state, county, and municipal levels, conservation organizations, farmers, landowners, developers, and businesses.

- Continue to provide technical assistance from the County planning departments, conservation districts, and agricultural preservation programs.
- Develop a formal strategic education and conservation outreach program targeted at municipalities, landowners, and citizens. Apply for a grant for funding for this program and/or work in partnership with a conservation organization for this purpose.
- Work with the Susquehanna Greenway Partnership and Allegheny Ridge Corporation (Main Line Canal Greenway) regarding conservation of lands along the Susquehanna River and Juniata River.

- Develop partnerships with other organizations with a conservation mission. Consider establishing an advisory board of conservation organizations to work in partnership with the Counties on natural resource protection. Seek to parlay the fragmented resources of individual organizations into the greater whole of conservation bi-county wide. Include representatives of Bureau of State Forestry, Game Commission, Fish & Boat Commission, County Conservation Districts, and conservation organizations such as the Audubon Society, Trout Unlimited, National Wild Turkey Federation, and others.
- b. Encourage municipalities to develop and adopt effective zoning and land use regulations that promote natural resource and open space protection. The Counties should provide information about the needs and benefits of municipal regulations and technical assistance and model ordinances for the preparation of ordinances. Recommended ordinance provisions are noted below. These ordinance provisions are simply defined below to express the intent. Each ordinance provision should be fully developed with additional criteria and appropriate exceptions.

- Restrictions relating to permitted uses and coverage requirements for property located on slopes of fifteen percent (15%) or more.
- Restrictions on any alternation, re-grading, clearing of slopes of twenty-five percent (25%) or greater.
- Restrictions relating to areas of high water table that prohibits development of or discharge directly or indirectly toward areas of high water table soils.
- Restrictions prohibiting new or substantially improved structures, filling of low areas, or disposal of solid waste within flood-prone areas.

## Plan for Greenways, Open Space and Recreation in Juniata and Mifflin Counties

- Requiring wetland buffer of a minimum width of thirty-five (35) feet from the wetland boundary. Restriction prohibiting removal of existing natural vegetation, earth moving activities, or development of impervious surfaces within the designated buffer.
- Requiring riparian buffers of a minimum of 100 feet from any stream bank. Restriction prohibiting woodland or land disturbance within the designated buffer. Timber harvesting in accordance with a certified woodland management plan would be an exception to this requirement.
- Restriction to development that prohibits structures to be located or extend above the ridgeline elevations to preserve scenic vistas.

The effectiveness of municipal regulations can not be overstated as a means to conserve sensitive natural areas and the character and landscape of the Counties. A quick estimation of areas that have slopes in excess of 15-percent and the riparian buffer areas of significant streams (100 feet from each bank) was completed for each County. These areas together equate to approximately 57-percent of Mifflin County and approximately 43-percent of Juniata County. This estimation illustrates that by enacting ordinance that protect steep slopes and riparian buffer areas significant percentages of each County would be conserved.

Additionally, the Counties should work with the municipalities to:

- Serve as the local planning agency providing conservation ordinances for municipalities without local codes.
- Encourage municipalities with ordinances to complete a Growing Greener Ordinance Assessment. The assessment should review municipal ordinance and make recommendations regarding modifications that promote

natural resource protection, open space preservation, and promote greenway opportunities.

- Support effective planning and smart growth to steer development away from sensitive natural resources and direct development to designated growth areas as defined by the County Comprehensive Plans.
- c. Reach out to landowners and provide information about land conservation and available resources. Share information about:
- How landowners can pursue conservation of their property and the tax benefit and estate planning options and benefits.
  - The Conservation Reserve Enhancement Program (CREP) that promotes stream protection, wildlife habitat enhancements, erosion control, and other conservation practices.
  - The three cooperative habitat protection programs of the Game Commission promote conservation of wildlife habitat areas.
  - Local and regional land trusts and land conservation organizations and their programs.
- d. Invest in the boroughs and villages of the Counties to retain residents and attract businesses. Vibrant towns and villages will attract and retain residents, thereby reducing sprawl and protecting open space.
- e. Adopt bi-county open space and conservation area priorities. Achieving the recommendations of this plan will require an aggressive and targeted approach to implementation at both the county and local level. To focus implementation efforts, regional priority areas were determined based on criteria including: population projections and growth patterns; locations of existing protected lands, prime agricultural areas, and vulnerable natural resources; and

recreation need and opportunity. The recommended conservation areas are shown on the Targeted Conservation Maps.

<b>Table 10-1 – Juniata and Mifflin Counties Targeted Conservation Areas</b>
<b>Juniata County</b>
Tuscarora Mountain
Black Log and Shade Mountains – Milford Township south of East Licking Creek, east of State Forest Land
Black Log and Shade Mountains – Milford and Fermanagh Township in area of Lewistown Narrows
Slim Valley Ridge – at boundary between Fermanagh and Fayette Townships
Susquehanna River Corridor
Juniata River Corridor
Tuscarora Creek – in central Tuscarora Township
Willow Run – in Lack Township
East Licking Creek – Milford Township
<b>Mifflin County</b>
Blue and Shade Mountains – along southern County boundary at Lewistown Narrows
Jacks Mountain
Stone, Long, Strong, and Thick Mountains
Juniata River Corridor
Lingle Creek – west of Mount Pleasant
Ferguson Valley – toe of Jacks Mtn. in Oliver Township
Toe of Slope in Decatur Township

- f. Encourage the development of regional open space and comprehensive plans to identify more detailed connected land areas that should be conserved along with specific recommendations on how to do that.

**2. Maintain and enhance agriculture in Juniata and Mifflin Counties.**

- a. Juniata and Mifflin Counties should provide outreach and education for municipal official and landowners about the benefits and restrictions of the Agricultural Security Area program and Agricultural Conservation Enhancement program.
- b. The County Planning Departments should provide education to municipal officials on land use planning and its benefits relative to agricultural preservation and sustaining agricultural based businesses and share model zoning ordinance provisions that support agricultural activities.

- c. Determine how to increase staffing of the Conservation Districts and Cooperative Extension office and support for farmers. Support the farmland preservation programs in both Counties. Advocate for additional funding from the Commonwealth for the Agricultural Conservation Easement program with the goal of doubling the acreage preserved from the typical 80-120 acres per County per year to at least 250 acres annually in each County. Work with the County Conservation Districts, the Penn State Cooperative Extension, PASA (Pennsylvania Association for Sustainable Agriculture), state representatives, and others to make the case for additional funding through presentation of research-based information. Define the benefits in financial terms of redirecting funding for conservation easements to rural areas from areas under development pressures. Promote the benefits of preserving large areas of currently productive farmland.
- d. Develop a program to recruit future farmers to the area who may work with existing farmers for the purpose of establishing future generations of farmers. Encourage new and emerging types of niche type of farming such as organics, specialty crops, community-supported agriculture, farm to table programs, and others.
- e. Work with other organizations such as the Conservation Districts to develop a forum for farmers to meet on a regular basis, perhaps once or twice a year, and share ideas and concerns as well as to advocate for agriculture in Juniata and Mifflin Counties. Use an existing organization such as the Farm Bureau to promote and host the forum. Engage the newest generation of farmers that have sought the latest training and have diverse education and broad experience in agriculture. Partner with PASA and others to define and implement a strategy to sustain and invigorate the agricultural industry in the Counties.

**3. Protect important natural resources and features including steep slopes, floodplains, wetlands, wildlife habitat, and ridge tops.**

## Plan for Greenways, Open Space and Recreation in Juniata and Mifflin Counties

- a. Develop and implement an outreach program to foster education about the methods and benefits of conservation in Mifflin and Juniata Counties.
  - The County Planning Departments should provide technical assistance and model ordinances to municipalities to promote sound land use practices and sustainable natural resources. Staffing levels of the Departments should be assessed with consideration of these additional services. Mifflin County is developing a county-wide stormwater ordinance and Juniata County is considering developing an ordinance as well. The JCWP (Juniata Clean Water Partnership) also provides resources such as model ordinances and links to technical and planning documents that are available to municipalities.
  - The Counties should consider partnering with JCWP to join forces on outreach, education, and fostering stewardship for conservation and expand conservation initiatives in the lower Juniata River area. Explore how outreach and education programs could be developed in conjunction with JCWP's grant to undertake educational programs.
  - Consider developing a program that fosters a philosophy that everyone is a land steward in Juniata and Mifflin Counties.
- b. Work with the Conservation Districts, the Game Commission, JCWP, and other agencies and organizations to educate landowners about the importance of conserving Juniata and Mifflin County's natural resources. Share information about conservation strategies that landowners can practice and implement on their lands.
  - Provide information to landowners with a specific target of large landowners such as sportsmen clubs, camps, and farmers to direct them to tools, resources, and organizations that will help them manage their resources in a sustainable manner.
  - The Game Commission has three cooperative habitat protection programs in the two Counties. Promote these important programs which help support conservation.
  - Develop partnerships with other organizations with a conservation mission. Consider establishing an advisory board of conservation organizations to work in partnership with the Counties on natural resource protection. Seek to parlay the fragmented resources of individual organizations into the greater whole of conservation bi-county wide. The board members could include representatives of Bureau of State Forestry, Game Commission, Fish & Boat Commission, County Conservation Districts, and conservation organizations such as the Audubon Society, Trout Unlimited, and others.
  - The County and municipalities should work with the PA Bureau of Forestry to provide information and technical assistance to landowners to encourage conservation and sustainable management of forestlands.
- c. Partner with conservancies and state agencies to seek conservation easements on vulnerable lands for the protection of natural resources. Promote conservation strategies and initiatives that reduce fragmentation of resources, protect vegetative cover of ridgelines and riparian corridors, protect scenic areas, and control invasive species. The JCWP and the Central PA Conservancy are potential partners, along with the Bureau of State Forests, State Game Lands, and the PA Fish and Boat Commission. Refer to Table 10-1 for Targeted Conservation Areas.
- d. Encourage and assist municipalities to implement land use regulations that protect natural resources to include provisions

outlined in Goal 1, objective 1.b. plus the following:

- Municipalities in Mifflin County have floodplain ordinances which limit development and certain development activities in floodplains. Municipalities in Juniata County without floodplain ordinances should develop and adopt ordinances.
  - Woodland management provisions that promote the maintenance, management, and sound sustainable use of forest lands.
  - Stormwater Best Management Practices which promote sustainable approach to stormwater management and erosion control.
  - Conservation subdivision and zoning (Natural Lands Trust's Growing Greener: Conservation by Design). The Mifflin County Subdivision and Land Development Ordinance contains an open space development option provision which encourages land use and development patterns that complement and accentuate the distinctive features of the County's landscapes and natural environment. This ordinance could be referenced as a model for municipal ordinances.
  - Water source and wellhead protection provisions that provide protective buffers around sensitive water resources.
- e. Juniata and Mifflin Counties should encourage municipalities to refer to the County Natural Areas Inventory as part of municipal land use planning and development approval processes.
- f. Juniata and Mifflin Counties should encourage protection and enhancement of riparian buffers along the Juniata River and streams of the Counties.
- Work cooperatively with agencies and municipalities to promote protection of these critical resource areas. Working

together is critical to achieve effective results that span governmental boundaries.

- Reach out to farmers and other landowners to provide information about the importance of riparian buffers and resources available to them to establish riparian buffers of native vegetation on their properties.
- Encourage landowner participation in the Conservation Reserve Enhancement Program (CREP) to protect and restore riparian buffers. The program provides income for landowners who enroll.

#### **4. Protect and preserve the historic, cultural, and scenic resources of the Counties.**

- a. Adopt a cultural landscapes approach to land use planning and regulations in Big Valley to sustain and protect agriculture and promote agi-tourism.
- Mifflin County should invite the municipalities of the Big Valley to a workshop to define the initial opportunities and concerns regarding protection of this cultural landscape and brainstorm strategies to protect the agricultural resources of the area.
  - Seek public input regarding the Big Valley and a landscape approach to protection of the land resources.
  - The County and municipalities should work together to further define a protection strategy and identify implementation actions and responsibilities.
- b. Preserve the five covered bridges of Juniata County through outreach and partnerships with landowners and municipalities, acquisition, partnership and support of the Juniata County Historical Society, and coordination and communications with municipalities, PennDOT, and the State Historic Preservation Office.
- c. The Counties should support the efforts of

the Juniata County Historical Society and the Mifflin County Historical Society.

### What are Historic Landscapes?

Historic landscapes are places that, through their physical characteristics and features, reflect the interaction of human beings with the environment. They may be associated with a historically significant activity, event or person, or otherwise manifest the values or traditions of a culture. Sometimes called cultural landscapes or heritage landscapes, historic landscapes often incorporate both natural resources, such as vegetation, bodies of water and topographical characteristics, and human-made features, such as buildings, monuments and path systems. Ranging in size from a small plot to thousands of acres, historic landscapes may be the setting for an important building or might be significant in their own right.

Source: Doherty, Joanna. (2005) **Terra Firma: Putting Historic Landscape Preservation on Solid Ground**. Boston: Massachusetts Department of Conservation and Recreation. P 3.

- d. Protect scenic resources through ordinance provisions, easements, partnerships, and other measures. Both Counties should work with the municipalities of the Lewistown Narrows to seek designation of the Lewistown Narrows corridor as a Pennsylvania Byway.

## Goal 2: Connect the Counties and the region beyond through a network of greenways and trails.

### Objectives

#### 1. Incorporate greenway, trail, and bikeway planning and development as a primary function of County Planning Departments.

- a. Work with municipalities to promote the Greenway, Trail, and Bikeway System vision, facilitate system development initiatives, and extend the system with local corridors. Municipalities should pursue the following initiatives to promote bicycle and pedestrian friendly communities:

- Mandatory dedication of parkland is discussed in detail in Chapter 5 and municipal mandatory dedication ordinances should include provisions for the dedication of land for trails and/or trail development.
  - Include requirements for sidewalks, crosswalks, and pedestrian linkages to existing sidewalks/trails in new subdivisions and land development projects.
  - Encourage developers to incorporate trails as part of subdivisions and land development plans.
- b. Work with landowners and municipalities to identify and secure access easements for conservation, trails, and fishing access areas. Much of the proposed greenway and trail system will depend on cooperation of private landowners. Conservation easements should be sought for lands along greenways to protect the underlying natural resources. Access easements for trails will be required for the greenways identified in this plan as well as for local links that extend the system to local destinations separated from identified system corridors. Appendix B contains sample documents for Conservation Easements, Trail Easements, and a Fishing Access Agreement developed by the Pennsylvania Land Trust Association. These documents can be downloaded from [http://conserveland.org/model\\_documents](http://conserveland.org/model_documents) for customization and use in conservation and trails initiatives in Mifflin and Juniata Counties.

Pennsylvania's Recreational Use of Land and Water Act ("RULWA") is a law that limits the legal liability of landowners who make their land available to the public for free for recreation. The purpose of the law is to supplement the availability of publicly owned parks and forests by encouraging landowners to allow hikers, fishermen, and other recreational users onto their properties. RULWA creates this incentive by limiting the traditional duty of care that landowners owe to entrants upon their land. As no

entrance or use fee is charged, the Act provides that landowners owe no duty of care to keep their land safe for recreational users and have no duty to warn of dangerous conditions. A fact sheet on RLWA is included in Appendix A.

- c. Coordinate greenway and trail planning with adjacent counties, municipalities, public agencies, the Juniata River Valley Visitors Bureau, and existing organizations such as the Allegheny Ridge Corporation and the Susquehanna Greenway Partnership.
  - d. Encourage the incorporation of conservation provisions into local ordinances to promote preservation of green infrastructure and resource conservation that furthers greenway objectives. Reference Goal 1.
  - e. Create a Bicycle/Pedestrian Advisory Committee to work to develop a County-wide bicycle and pedestrian plan. Undertake the steps discussed in Chapter 6 to enhance bicycle and pedestrian opportunities in the two Counties.
2. **Initiate actions and partner with other organizations and agencies to develop a comprehensive network of greenways, trails, and bikeways for Juniata and Mifflin Counties.**

- a. Coordinated greenway and trail planning and development initiatives with State, county, and local governments; public agencies such as DCNR, PA Game Commission, PennDOT, Fish & Boat Commission, and others; businesses; the Juniata River Valley Chamber of Commerce and Visitor's Bureau; school districts; the Allegheny Ridge Corporation, the Juniata Clean Water Partnership, regional conservancies, and landowners.
- b. Promote the benefits of greenways and trails through a public education and outreach program. Involve community organizations and public agencies. Tie the benefits of greenways and trails to key issues in the community such as children's health and

obesity, economic development and jobs, and resource-based recreation.

- c. Work with the Juniata River Valley Chamber of Commerce and Visitor's Bureau to promote the area as a destination for biking, hiking, and paddling.
- d. Promote the acquisition of land and access easements for additional river and stream access opportunities for boating and fishing through partnerships with the PA Fish and Boat Commission, municipalities, the JCWP, and other entities. Consider areas that are convenient for fisherman and small craft put-in and locations with room to accommodate vehicle parking.
- e. Juniata and Mifflin Counties should initiate and undertake actions to develop the comprehensive system of greenways, trails and bikeways identified in this plan. Table 10-2 on the following page lists the regional greenway segments in prioritized order. Actions should include:
  - Central Spine - Team with DCNR, the Allegheny Ridge Corporation, and JCWP to prioritize the planning, preservation, and development of the Main Line Canal Greenway and the Kishacoquillas Creek Greenway – Lewistown to Reedsville segment.
  - Prioritize trail development that extends from the two county seats of Mifflintown and Lewistown along the corridor. In the Lewistown area, build upon the success and planning of the Lewistown RiverWalk to extend the existing trail along the river and Kishacoquillas Creek. In Juniata County tie trail development to the PennDOT bridge replacement between Mifflin and Mifflintown and extend a trail north and south along the river, connecting to Central Juniata Park, Mifflin Park, and Mountain View Elementary School.

## Plan for Greenways, Open Space and Recreation in Juniata and Mifflin Counties

- Work with the Allegheny Ridge Corporation and JCWP to develop interpretative signs in public locations along the corridor to promote awareness of the unique history of the corridor and expand awareness of the greenway and trail initiatives.
- Designate access points along the Juniata River that are convenient for fisherman and small craft put-in. Consider locations with room to accommodate vehicle parking. Space access points to accommodate a variety of trip duration. Where possible, locate access points where convenient access to on-road bicycle routes or bike trails are planned so that round trip routes can be planned with paddling one direction and bicycling back to the point of origin.
- Target the Upper Section of the Juniata River Water Trail which extends 22 miles between public access points. Seek funding, secure, and developing three additional access points, spaced approximately five-miles apart to provide convenient access in this section. Suggested locations for additional access include: near the village of Longfellow, near McVeytown/Mittawana, and near the village of Ryde.
- Natural Greenways – Work with the Bureau of State Forest and Game Commission to protect and conserve the natural greenways identified in this plan.
  - Evaluate the land ownership status of the natural greenway corridors and develop a strategy for conservation that reduces fragmentation, expands protection, and links protected parcels.
  - Acquire conservation easements on mountain and ridgeline lands to protect their natural resources and

scenic qualities and along riparian corridors to protect their ecological functions.

- Where acquisition and/or easements are not feasible or realistic, work with the landowners to provide information on natural resource management.

<b>Table 10-2 - Juniata and Mifflin Counties Prioritized Greenways</b>
▪ Main Line Canal Greenway – Juniata County
▪ Main Line Canal Greenway – Mifflin County – Juniata County to Lewistown
▪ Main Line Canal Greenway – Mifflin County – Lewistown to Huntingdon County
▪ Kishacoquillas Creek Greenway – Lewistown to Reedsville
▪ Black Log Mountain/Shade Mountain Greenway – west of Juniata River
▪ Kishacoquillas Creek Greenway – Reedsville to Belleville
▪ Susquehanna Greenway
▪ Tuscarora Creek Greenway
▪ Black Log Mountain/Shade Mountain Greenway – East of Juniata River
▪ Stone Mountain Greenway
▪ Mid-State Trail Greenway
▪ Tuscarora Mountain Greenway
▪ Jacks Mountain Greenway – west of Juniata River
▪ Jacks Mountain Greenway – east of Juniata River

- Active Greenways – Work with State agencies, landowners, and municipalities to extend greenways with trails along identified corridors. Table 10-3 identifies greenways that are recommended to include trails.
  - Develop trails, bike routes, and river paddle segments that interconnect local destinations and have recreational, historical, and scenic qualities that can be promoted as tourism attractions. As the greenway, trail, and bikeway system is developed, identify loop excursions of various durations: an afternoon, a day, a weekend. The excursions could include a single mode of transportation such as

paddling the Main Line Canal from Lewistown to Mifflintown or incorporate a variety of modes such as paddling for one leg of the journey and returning via bikes or hiking. Work with local users to identify trailheads to facilitate a variety of excursions.

- Seek funding for feasibility studies and the development of high priority trails identified in this plan.

<b>Table 10-3 - Juniata and Mifflin Counties Recommended Greenways with Trails</b>
▪ Main Line Canal Greenway – Juniata County
▪ Main Line Canal Greenway – Mifflin County – Juniata County to Lewistown
▪ Main Line Canal Greenway – Mifflin County – Lewistown to Huntingdon County
▪ Kishacoquillas Creek Greenway – Lewistown to Reedsville
▪ Kishacoquillas Creek Greenway – Reedsville to Belleville
▪ Tuscarora Creek Greenway
▪ Black Log Mountain/Shade Mountain Greenway – west of Juniata River
▪ Kishacoquillas Creek Greenway – Reedsville to Belleville

**3. Team with the Juniata River Valley Chamber of Commerce and Visitor’s Bureau and advocates for children’s health and fitness and the environment, and both school districts to develop promotional information about bike routes and trails in the Counties.**

- a. Define trail, bike route, and river paddle segments that interconnect and have recreation, historical, and scenic qualities. Promote as tourism attractions.
- b. Replicate the Indian Valley High School bike club in other schools throughout the Counties.

**4. Undertake pilot trail projects to illustrate the benefits of trails and create momentum for pursuing the greenway and trail vision.**

- a. The former 12 mile KV Railroad corridor, north of Yeagertown to Reedsville and to Bellville has been suggested as a recreation trail. There are multiple land owners along

the reverted corridor. Each of the three steps below is eligible for funding from PA DCNR and grants should be sought to offset costs.

- As the first step, determine the feasibility of developing a trail along the corridor from legal, physical, management and operations, and financing perspectives.
- If the study results in a positive finding of feasibility, secure easements or acquire lands along the trail corridor.
- Develop a trail master plan that identifies specific improvements, associated costs, and strategic implementation plan.

- b. The 1.25-mile Lehman Covered Bridge Park Trail in Port Royal Borough and Milford Township, Juniata County holds potential as a pilot trail project in Juniata County. The steps outlined above should be undertaken to evaluate and pursue development of this trail.

**5. Work with PennDOT and municipalities to expand opportunities for safe convenient pedestrian and bicycle travel throughout the Counties.**

- a. Work with PennDOT and school districts to promote safe routes to schools and coordinate funding for route enhancements. Prioritize the Electric Avenue Re-Stripping/Indian Valley High School and Green Avenue Extension/Lewistown Middle School projects.
- b. Work with local municipalities to extend the Electric Avenue and Green Avenue pedestrian and bicycle trail initiatives.
  - Extend the re-stripping of Electric Avenue north to Logan Boulevard in Derry Township and Burnham Borough and Main Street in Yeagertown Borough.

## Plan for Greenways, Open Space and Recreation in Juniata and Mifflin Counties

- Complete roadway improvement to Ort Valley Road to connect to Electric Avenue.
  - Explore opportunities with Derry Township to extend the Green Avenue trail to the east.
- c. Work with municipalities to improve the shoulders of local roads, provide sidewalks and crosswalks, and incorporate other improvements to facilitate safe pedestrian and bicycle use. Reference the Greenways, Trails, and Bicycle Routes maps to prioritize identified potential on-road bicycle routes.
- d. Contact PennDOT to formally request in writing permission for bicycle travel on Route 322 in the area of Seven Mountains due to the unavailability of a reasonable alternate routes.
- e. Task the Bicycle/Pedestrian Advisory Committee with building upon the bicycle routes identified and mapped in this plan to expand the system and field test and develop detailed enhancement plans for designated routes.

### **Goal 3: Foster and promote recreation opportunities to advance active healthy lifestyles year round for people who live, work, and visit here.**

Having plenty of things to do year round make a community an enjoyable place in which to live, work, and visit. Recreation opportunities include parks, recreation facilities, programs, services, and events.

#### **Parks and Recreation Facilities**

Juniata and Mifflin Counties have bountiful outdoor recreation opportunities. Nearly 100,000 acres of conservation and parklands offer opportunities for hunting, fishing, boating, camping, picnicking, nature study, wildlife observation, hiking, cycling, winter sports, geo-caching, photography, relaxation, serenity, and a host of other restorative and fun pursuits.

Even with the extensive acreage of parkland, local recreation opportunities fall short of the acreage needed to meet accepted standards. The approximately 420 acres of local parkland is far less than the nearly 700 acres currently need based on the Counties populations. As the counties grow, the need for more local parks will continue to grow. Parks and recreation opportunities are essential elements of a high quality of life and there are 11 municipalities without a park and others with aging facilities and limited recreation opportunity.

#### **Objectives**

##### **1. Provide parks and recreation facilities to meet the needs of County residents.**

- a. The Counties should promote the concept of regional parks to address, in part, the need for additional parkland and recreation facilities. The Counties should convene and facilitate a discussion between municipalities to explore regional park partnerships. If the regional park concept is embraced by the Counties and municipalities a Peer to Peer grant could be sought from DCNR to explore the concept further and develop an action plan for municipal cooperation which initially would include parkland funding, acquisition, and development.
- Three regional parks are recommended for each County and general locations are identified in Chapter 5 and mapped on the Conservation Recommendations maps. Feasibility studies should be completed for site selection.
  - Two of the proposed regional parks are existing recreation sites; Reeds Gap State Park and Kistler Borough Farm. These parks offer the opportunity to develop regional parks through partnerships with State Parks and Kistler Borough respectively. Exploration of these two regional park opportunities should be prioritized.
  - As part of the planning process for regional parks explore the need and

opportunities for special use and non-traditional recreational facilities.

b. The Counties should encourage municipalities to work in partnership with school districts to establish school/community parks where possible to provide recreation opportunities in a shared manner. The schools are already community destinations and if contiguous acreage can be acquired by either or both entities, facilities can be developed to serve the entire community and provide a focused location for recreation facilities.

- In Juniata County possible school sites to consider school/community parks include Susquehanna Township, Lack-Tuscarora, Monroe Township Elementary Schools; East Juniata High School; and Juniata High School/Tuscarora Junior High School.
- In Mifflin County possible school/community park sites include Armagh, Brown, East Derry, Strodes Mill, and Mount Union - Kistler Elementary Schools and Indian Valley and Strodes Mill Middle Schools.

c. The Counties should consider working together, along with the host municipality, to promote recreation opportunities on a regional basis to serve residents. Table 5-14 in Chapter 5 illustrates a typical park classification system that should be considered for a bi-county system.

- Opportunities for cooperation include Canal Park along Route 322. Ownership of the park site is to be transferred from PennDOT to the two Counties in the future.
- The Counties should explore the need for environmental education resources in Juniata and Mifflin Counties. Convene a meeting with the two school districts serving the majority of the area to discuss how the PA Department of Education academic standards are being met and if existing parks enhancements

or new facilities such as a nature center are important to meet the education standards. The County Conservation Districts are potential partners if a nature center is pursued.

- Another area of potential partnership between the Counties is on historic and cultural themed parks. Mifflin County has Stone Arch Bridge Historic Site, the five covered bridges in Juniata County, and the stone canal house and canal remnants in Canal Park are all important from a historic and cultural perspective. Working together and aligning these efforts with the Juniata River Chamber of Commerce and Visitor's Bureau could further the promotion of the Counties as tourism destinations.

d. The Counties should support the municipalities in their efforts to address the municipal parkland deficit.

- Act as a facilitator to harness parkland opportunities between municipalities, State agencies, conservation organization such as the Allegheny Ridge Corporation, and the school districts.
- Provide support and technical expertise to further funding applications for acquisition and development.
- Prioritize coordination and support efforts with the municipalities that do not have municipal parks.
- Work with the municipalities and their partners to undertake park development pilot projects identified in this plan.
- Renovate East End Playground and West End Playground in Juniata Terrace Borough to provide facilities that meet safety guidelines and accessibility requirements while enhancing the convenience of using the facility and broadening the user base for the parks. Improvements suggested for these parks were described in detail in Chapter 5 to

address the Consumer Product Safety Commission guidelines for playground safety and Americans with Disabilities Act accessibility requirements. Similar

improvements should be completed to all public parks throughout both Counties. Consider promoting the improvements to these two parks as demonstration projects.

- Develop Fort Granville Heritage Park in Granville Township, Mifflin County as described in 2.c.
- Explore the opportunity of developing Lehman Covered Bridge Park in Port Royal Borough and Milford Township, Juniata County. Complete a feasibility study to explore if a trail and passive park can be developed to connect Moyer Park in the Borough and Lions Club Park in the Township and provide additional recreation opportunities.
- Explore the feasibility of developing a public park in Beale Township, Juniata County at the Academia Pomeroy Covered Bridge.

**2. Promote county and municipal parks and recreation facilities through the following initiatives.**

- a. Provide technical assistance to municipalities on grant applications, funding opportunities, model ordinance language, and information/ updates regarding accessibility and safety standards.
- b. Provide technical assistance and model language to municipalities for the development and adoption of mandatory dedication ordinances as an amendment to their subdivision and land development ordinances. Mifflin County should likewise adopt mandatory dedication ordinances as amendments to its subdivision and land development ordinances to address the needs of constitute municipalities using the County ordinances. Juniata County should

include mandatory dedication provisions as they develop a subdivision and land development ordinance. Once mandatory dedication ordinances are adopted, municipalities should review them annually to determine if their fee-in-lieu requirement aligns with the fair market value of land. The Counties should encourage municipalities to adopt this plan to meet the recreation plan requirements of the mandatory dedication provisions.

- c. Advocate for parks and trails as part of an economic development strategy for the Counties that includes new or redeveloped parks and trails and brownfields remediation for parks. Coordinate with housing and redevelopment agencies and initiatives.
  - Pursue the development of the Granville Fort Heritage Park working in partnership with Granville Township. Seek funding for the remediation of the on-site soils as identified in the Phase II Environmental Assessment for the site. Follow the remediation with a public master planning process to design the park and define an implementation strategy for the parks development. Funding for the master plan could be sought from PA DCNR. The park has economic stimulus potential, would create a river access point, and remediate a derelict parcel. Additionally, the project could include a pedestrian bridge connection to the Juniata RiverWalk, expanding safe convenient access to the park site from both shores.

**Programs and Services**

Encourage the planning, provision, and promotion of recreational opportunities and services as part of multi-municipal recreation efforts, partnerships with community organizations, and in collaboration with private non-profit and commercial recreation providers. Juniata and Mifflin Counties have a number of issues that can be addressed through recreation including: childhood and adult obesity with its associated diseases; increasing tourism; and attracting businesses to the area. Providing both

scheduled, organized programs/events and self-directed opportunities would enable residents to engage in active healthy lifestyles, help to attract and retain residents ages 18 to 45, and make the region a desirable location for business.

### Objectives

#### 1. Continue the Peer Study through completion in 2010 to develop a regional partnership for recreation services in Mifflin County.

- a. Determine how the County, the municipalities and the school district can continue to work together in a more formalized manner to provide community recreation services.
- b. Evaluate the potential for an intergovernmental agreement for a regional recreation partnership.
- c. Assess the potential to hire a Recreation Director to plan, implement and evaluate regional recreation services.
- d. Determine roles and responsibilities based upon the outcome of the Peer Study with respect to having paid staff or continuing as a volunteer collaboration. Assess the role of the Mifflin County Playground Association in the future with consideration of its transformation into a regional recreation organization. Include the roles and responsibilities of private sector partners.
- e. Establish a three-year plan of action for the regional recreation partnership with the first year of the plan fleshed out.
- f. If the finding of the Peer Study finds support for a recreation director, apply for a Circuit Rider grant from PA DCNR. This is a four-year grant to subsidize a professional recreation director's salary over four years matched by the regional recreation partners.

#### 2. Use the experience and findings of the Peer Study to undertake a similar study of Juniata County.

- a. Evaluate the Mifflin County Peer Study and establish goals and desired actions for a similar study in Juniata County.

- b. Decide upon an approach for Juniata County and solicit municipal representatives to engage in the process.
- c. Apply for a grant for the Peer Study from PA DCNR.

#### 3. Phase in increasing recreation programs to a broad range of age groups and interests.

The expansion of community recreation programs depends upon the hiring of a director. Until a dedicated paid professional is in place, recreational programs will be at the urge of whoever wants to undertake recreational services. The following recommendations could be phased in as staff becomes available:

- a. Increase both programs and awareness of outdoor recreation opportunities for people ages 18 to 45. Use recreation opportunities as a way of retaining and attracting this age group to Juniata and Mifflin Counties.
- b. Direct recreation services and planning toward recreation opportunities that create active healthy life styles and family connections. Move forward with broadening opportunities beyond sports and summer into year round opportunities in music, the arts, and social activity.
  - Coordinate recreation programming efforts in creating programs to engage citizens in active healthy lifestyles with MJ PATH.
  - Join forces with PANA (Pennsylvania Advocates for Nutrition and Activity). Involve both school districts. Explore how to work with PANA including having the schools sign up to participate in PANA's school based program, nrgBalance Zone. The conduit for linking to PANA could be the MJ PATH program.
- c. Recognize that recreation opportunities also include the self-directed activities. These include activities that people who live or visit here can do at their own discretion such as fishing, hunting, boating, cycling, hiking, wildlife watching, camping, cross country skiing, and other outdoor recreational

pursuits. Promoting these activities and where to pursue them would be an important public service.

**4. Strive to increase involvement of the Juniata County and Mifflin County School Districts as community recreation partners.**

- a. Encourage the school districts to become partners in regional recreation organizations such as the one under study in the Mifflin County Peer Study. Use examples of other regional recreation systems in which the school districts are partners and provide financial and facility support.
- b. Continue to support and expand programs incorporating life-time active recreation pursuits into the physical education curricula such as bicycling as part of the physical education program and the after-school clubs for cycling and walking at Indian Valley High School.
- c. Establish the school campuses as “community schools” to be recognized and used as recreation hubs. Strive to increase the public recreational use of school district facilities.

**5. Create an environmental education system for the region.** Work with the state agencies such as Greenwood Furnace State Park, Shavers Creek, the school districts, and environmental organizations to provide this in the bi-county area. Explore innovative approaches that may be program and expertise based rather than a traditional approach of building a dedicated nature facility.

**6. Promote and advertise recreation opportunities.** Create awareness about self-directed opportunities in the parks that people can use at their own discretion as well and organized scheduled programs and events. The lack of awareness is one of the major blocks to participation in recreation. Use municipal newsletters as well as WEB sites and vehicles available through partnering organizations.

**Tourism**

Tourism is vital to the economy of Juniata and

Mifflin Counties. The scenic beauty and outdoor recreational resources could help to position this region as a tourism destination rather than as a “pass through” community as the logo “Discover Our Good Nature” advocates.

**Objectives**

- 1. Juniata and Mifflin Counties should continue to have a close alliance with the Juniata River Valley Chamber of Commerce and Visitor’s Bureau.** If the counties decide to establish a an Open Space, Greenways and Recreation Board, then consider creating a position on the Board for the Tourism Director.
- 2. Support the *Juniata River Valley Regional Tourism Plan*.** Incorporate the parks and outdoor recreation opportunities as part of the tourism program. Develop brochures on outdoor recreation destinations for racks in visitor locations such as rest stops, hotels, and restaurants.
- 3. Use local recreation opportunities as tourism draws.** Focus on the activities that appeal to both residents and tourists such as bicycling, hiking, enjoying nature, and special events. Coordinate efforts with the Juniata River Valley Chamber of Commerce and Visitor’s Bureau.
- 4. Undertake projects in recreation and heritage resources that will advance tourism in the area.** This includes the development and promotion of cycling, nature based recreation, and cultural heritage tourism.
- 5. Consider the development of an agri-tourism program where it is appropriate.** Work with willing partners who support the idea. Select a pilot project to explore the potential for agri-tourism.

**Goal 4: Organize and manage open space conservation, greenways, and rural recreation through partnerships for the greatest public benefit and responsible use of resources.**

Partnerships have strong roots in Juniata and Mifflin

Counties. Juniata and Mifflin Counties have been fortunate in having people and organizations step up to undertake projects for the public good. Building upon this tradition will be a key to the implementation of this plan. The strategic management of partnerships is essential in order to address all elements of the plan.

### Objectives

1. **Adopt the role of facilitator by the Counties in the respective planning departments to coordinate *major* initiatives in parks and recreation.** Do not establish county parks and recreation departments. Neither Juniata County nor Mifflin County should own parks nor directly provide recreation programs as county functions. The Counties should participate in partnership with other organizations to accomplish parks and recreation goals. The roles of the Counties with respect to parks of countywide significance could be to plan them, seek development funds and negotiate with a municipality or community organization for the long-term operation and maintenance of the site.

- a. Continue to coordinate planning efforts to advance the Regional Tourism Plan with the Juniata Valley Chamber of Commerce and Visitors Bureau.
- b. Continue to participate as a partner in regional recreation efforts.

2. **Implement the organizational recommendations of the Mifflin County Peer Study regarding recreation.** Consider the following:

- a. Carry out the actions regarding a circuit rider.
- b. Prioritize establishment of a recreation director position in Mifflin County.
- c. Organize the advisory board for the intergovernmental agreement. Although intergovernmental agreements are governed by law in Pennsylvania, consider ad hoc members important to recreation here such as the United Way, CTC, and the Juniata Valley Visitors Bureau.

- d. Continue to use the current volunteer partnerships in providing community recreational services such as the summer playground program until a recreation director is hired.

3. **Undertake a Peer Study in Juniata County and carry out the recommendations of that study.**

- a. In the meantime, recreation programming would continue to fall under the auspices of community volunteer organizations.
- b. A recreation/school partnership could be considered in each school district as a way to house and partially support a recreation director in each county. These partnerships need to be defined and cultivated.

4. **Establish the Juniata Mifflin Open Space Board.** The purpose of the board would be to help implement the Juniata/Mifflin County Open Space, Greenway and Rural Recreation Plan in the areas of open space conservation, parks, greenways, and trails.

- a. Include representation from conservation, land preservation, and recreation on this committee. Ensure that equitable countywide representation is in place.
- b. Establish a bi-county outreach program to the state agencies that own land in each County. Hold regular meetings with the state agencies as a group to advance common goals and implementation of this plan. Consider appointing representatives of the state park, forests, and game lands on the Open Space Board. Use the state's Conservation Landscapes Initiatives program as a model.
- c. Consider the establishment of sub-committees based upon capacity and level of support of potential members to fulfill the mission and purpose of the respective committee. Committees could include: bicycling, open space funding program, promotion and advertising, and so on. Committees could have County oversight where needed and may be able to operate independently while coordinating with

## Plan for Greenways, Open Space and Recreation in Juniata and Mifflin Counties

County planning staff. Care must be taken to respect the time available with the small County staffs.

- d. Long term, if a County secures capital funding for an open space program, consider hiring staff to manage the program. The cost of staff could be included in the funding source such as a bond program. The Open Space Board and staff would establish the guidelines for participation in the open space program.

### 5. **Strive to create a Juniata Mifflin Conservancy.**

One of the most important needs of Juniata and Mifflin Counties is a land conservancy. Open space conservation is very difficult without the assistance of a conservancy (ies). A conservancy works with landowners who wish to sell or donate their exceptional land for conservation by finding a public agency or conservation buyer to own and manage the land permanently. Funding for acquisition can come from state or federal appropriations, private foundations, or individuals. A conservancy can administer conservation easements, a legal agreement between a landowner and a land trust that permanently limits uses of the land to protect its conservation values. It allows the landowner to continue to own and use the land and sell it or pass it on to heirs subject to the restrictions of the easement. A conservancy has broad expertise in legal, real estate, and fundraising capabilities. Since no conservancies serve this area, forming a conservancy should be a priority. An existing organization such as the Pennsylvania Land Trust Association, the Western Pennsylvania Conservancy, or the Central Pennsylvania Conservancy could potentially facilitate the formation of a conservancy here. In the meantime, encourage the Juniata Clean Water Partnership to serve in a temporary role of a conservancy or land trust should an important land conservation opportunity arise.

- a. Seek a partner would serve as a champion in forming a conservancy. Conservancies are usually formed by an interested conservationist and have also been started under the auspices of a park agency.

### 6. **Establish roles for the various entities regarding the implementation of this plan.**

- a. Bi-County Role: Juniata and Mifflin Counties would continue to collaborate on the implementation of this plan regarding open space conservation and planning.
  - The Juniata Mifflin Open Space Board would serve in an advisory capacity to implement this plan.
- b. Juniata County and Mifflin County: Each County will have the primary responsibility for implementing the Greenway, Open Space and Rural Recreation Plan in its own county. County Commissioners will set policy regarding the plan implementation. The Juniata County Planning Department and the Mifflin County Planning and Development Department will be the lead agencies in each County to carry out policy and implement the plan. They will assist municipalities in their own open space, greenway and recreation planning initiatives and provide information on funding opportunities. They will try to advance multi-municipal planning with respect to open space, greenway, trail and park planning, and recreation.
- c. Municipal Role: For municipalities desiring to participate in the Greenway, Open Space and Rural Recreation Plan, their actions would be voluntary. To advance the open space plan, the role of municipalities is essential. Their role could include participating in multi-municipal planning in open space, greenways and rural recreation; undertaking a conservation by design audit and creating, adopting or revising their local zoning ordinances accordingly; and commit to a short, medium, and long range plan to provide parks and recreation opportunities close-to-home.
- d. Private Sector: The private sector could work with Juniata and Mifflin Counties in developing an approach to land management in which they would be land stewards, adopt conservation-oriented policies, and help to implement the plan through advocacy,

donations, easements, facility development, and provision of services.

- e. **Non-Profit Organizations:** Non-profit organizations are vital in the implementation of this plan. They can provide outreach, action steps, education, and assist in specific land preservation and recreation efforts.

**Existing and Potential Partners in Open Space**

Juniata County Planning Department, Mifflin County Planning and Development Department, United Way, Communities that Care, Mifflin County School District, Juniata County School District, Juniata Valley Visitors Bureau, Juniata Mifflin Chamber of Commerce, Juniata Valley YMCA, DeLauter Center, Lion's Den, the Senior Citizens Centers, Lewistown Main Street, Industrial Development Corporation, Faith based intuitions, Audubon Society, Ducks Unlimited, Trout Unlimited. Mifflin County Conservation District, Juniata County Conservation District, Agricultural Land Preservation Programs in each county, PSU Cooperative Extension Service, Lewistown Hospital, Juniata Clean Water Partnership, PANA, Farm Bureau, Pennsylvania Game Commission, Reeds Gap State Park, Pennsylvania Fish & Boat Commission, Pennsylvania Game Commission, Main Line Canal Greenway, Southern Alleghenies Development Corp., PTA's, Boy Scouts, Girl Scouts, Commercial recreation operators such as campgrounds and canoe rentals.

**Goal 5: Invest in open space, parks and recreation to enhance the health, safety, and welfare of the citizens and contribute to the economic vitality of Juniata and Mifflin Counties.**

Funding is a major challenge in both Counties. The present economic climate in the United States compounds the problem. County coffers are limited due to mandates for operations. The small rural municipalities have commensurate budgets. Except for the United Way, the Counties are also not in the realm of any philanthropic organization or foundation due to location and other factors. Nevertheless, it is important to establish open space conservation, greenways, and recreation as a tool to help solve problems in Juniata and Mifflin Counties including economic development, retaining young people, tourism stimulation, health and wellness,

**Value of Partnerships & Organization**

**Fundraising**

With organization, funds from various sources including government programs, private donations, foundation grants, and other sources can be raised for operations or capital improvements.

**Organizing Volunteers**

A well-organized volunteer program will prove to be of great benefit to any partnership, developing community stewardship and increasing public involvement.

**Design, Planning & Construction of Capital Improvements**

Partners become involved in capital planning and design processes to help develop alternative concepts and methodologies that address the needs and desires of the citizens.

**Programming**

Partners create programs to serve citizens and tourists and directly coordinate and implement special events that attract the public to the region.

**Advocacy**

Partners are highly informed and well equipped to advocate on behalf specific issues. With their knowledge, they can provide information for decision-making and help identify opportunities for increased public benefit. As representatives of the community, partners can present a strong and unified public image, allowing them to effectively advocate for projects, programs and support.

**Maintenance**

Long-term maintenance is the most expensive part of parks. Partners can help with planning, program development, and ongoing communication. They can organize volunteer events like "clean up" days,

**Outreach and Education**

Partners can support the above activities with a program of marketing and public outreach, staff. Park partners can build momentum through Internet sites, newsletters, flyers, and postings. By also spending time in the community, at events like PTA and civic organization meetings, partners can develop a public outreach program that raises awareness and recruits new supporters. One of their biggest benefits is that they can engage the public in the development of specific projects or programs.

attracting business, and protection of the scenic rural character. Investment in open space, parks and recreation needs to be integrated into public and

private planning efforts. Some level of investment is needed – not everything can be done at once. By undertaking strategic funding and seeking a mix of public and private resources over time, the Counties can move ahead in achieving this goal.

### Objectives

1. **Promote land use planning and zoning to achieve open space conservation.** Funding is needed to advance educational and outreach efforts to increase the capacity and expertise at the municipal level. Seek to secure grant funds for an education and outreach program.
  - a. Use planning strategies such as Conservation By Design, transfer of development rights, and official maps to preserve land.
  - b. Assist municipalities in developing and adopting mandatory dedication of parkland and trail ordinances. These ordinances will help to secure a large portion of the 508 acres of parkland required by the potential 7,600 additional residents by 2020 as well as land for trails. Obtaining the parkland should be the top priority with the fees-in-lieu-of dedication a distant second priority.
2. **Provide information to municipalities in need of information about potential tax measures to preserve open space.** These include:
  - Realty Transfer Tax
  - Portion of the Earned Income Tax
  - Funds from the property tax either apportioned or dedicated.
  - Provide information to municipalities on case studies and examples of how to acquire land with public access or preserve land for conservation.
  - Appoint a person in County government to pursue state and federal grants.
3. **Establish a conservancy for Juniata and Mifflin Counties.** A conservancy can help to raise funds for open space conservation.
4. **Use a portion of the hotel tax for projects**

**related to open space, greenways, and recreation that would help to stimulate tourism such as trails and special events.**

#### Hotel Tax: Examples and Benefits

- Half of Bucks County’s hotel tax goes to open space conservation, a prime factor underlying tourism.
- Montour County has a grant program to fund park, trail, and conservation projects through the hotel tax.
- The York County Visitors Bureau created a ten-year agreement to support the York County Rail Trail Authority with \$50,000 annually out of the hotel tax for a full time professional who does fund-raising, secures grants for land acquisition; trail planning, construction and maintenance; negotiates agreements for maintenance; and provides technical assistance to municipalities on trails. *The York Heritage Rail Trail generates over \$10 million annually in economic benefits through direct spending of trail users in York County.*

5. **Direct the potential Regional Recreation Director to use a mix of public and private funds to generate revenue to help offset the cost of recreation.** Programs can generate substantial funds through fees and charges. Grants, gifts, donations, and sponsorships further help to generate alternative funds.
6. **Provide information to municipalities regarding municipal investment in parks and recreation so that they can make informed decisions about their own funding levels.** Encourage regional and multi-municipal support to make the most of every dollar. Over the lifetime of a park, about 75 percent of its cost is in operation and maintenance. Effective land conservation is not just about getting the land; it is also about “what you do with what you have.” For facilities and destinations to be tourism destinations, they must be maintained in a premiere condition in terms of appearance and safety. Some benchmarks for dedicated investment in parks and recreation include:
  - The national average municipal investment for operations of parks and recreation is \$65 per capita.

- Pennsylvania’s average municipal investment is about \$38.69 per capita.
- Rural municipalities (townships) spend about \$7.85 per capita on recreation. The rural boroughs spent an average of \$55.55 per capita.
- The multi-municipal park and recreation organizations have a wide range of per capita investment from about a dollar to about \$17 dollars; most range from \$6 to \$8 per capita. The lower per capita investment from regional cooperation produces economy that a single municipality cannot offer on its own. Sources of the per capita funding include the municipal general fund and/or a dedicated tax for parks and recreation. Per capita municipal investment in Juniata and Mifflin Counties ranges from none to \$50.23.

7. **Consider getting the school districts to participate as partners in each County potential regional recreation system.** School districts that participate in such partnerships report getting major community support from their investment which benefits all residents including those without children in the school system. In regional recreation consortiums elsewhere in Pennsylvania such as Mechanicsburg and Manheim fund the director’s salary and the director provides community recreation services through a “community school”.

8. **Long term, strive to obtain bond issue or other source of capital funds in each County to provide funds for open space conservation.**

- a. Establish a finance committee to determine the amount appropriate in each County.
- b. Use the funds to leverage additional grants and investment by other organizations. County bond funds for open space elsewhere have generated significant additional investment and grants.

**What a County Founded Open Space Program Could Do**

- Conserve land through the purchase of conservation easements that would enable large landowners to afford to preserve their land and avoid cashing out to developers.
- Acquire land for public parks and trails.
- Protect the rural agrarian way of life here. Increase the number of farms preserved through the Agricultural Conservation Easement program thereby insuring the viability of agriculture as an industry.
- Insure that the foundation for tourism is protected and flourishes. Visitors come here for the open space, recreation, history, and scenery.
- Reduce future traffic impacts by deterring development in rural areas.
- Avoiding expensive long-term requirements of additional public services required by new development.
- Plan for and foster smart growth that supports the local economy as well as the rural character of the area.





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Chapter 11

# Implementation Strategy



## Implementation Strategy

Present circumstances in Juniata and Mifflin Counties make this the ideal time to take action in greenways, open space, and rural recreation. Development pressures are on hold, land values are trending downward, and people are looking for recreation opportunities close to home. Many of the recommendations in this plan can be achieved through planning and partnerships. Throughout the process, those involved expressed concern about how to go about carrying out the plan. This chapter presents the implementation strategy to guide County actions. The implementation strategy summarizes immediate, short, medium, and long-term recommendations along with designated partners and potential funding sources. Not everything can be achieved at once. Achieving small successes in a steady manner is more important than undertaking too many action items at once.

### Leadership First

Juniata and Mifflin Counties need to provide the fundamental leadership in putting this plan to work. Implementation will need to occur in stages. Focus first on cost effective actions that can be achieved in the near term. As initial milestones are reached, and the capacity of the planning and management entities of Juniata and Mifflin Counties grows in concert with their partners, more ambitious efforts may follow.

While County leadership is crucial, the Counties cannot implement this plan on their own. Partnerships and investment by other key stakeholders are required. Effective on-going partnerships rooted in strong productive collaboration are the linchpin of this plan. Juniata and Mifflin Counties have a good record of community organizations and volunteers that support a host of civic initiatives. The most important thing that the Counties will need over the next ten years is staff expertise in planning, outreach, and conservation to advance the plans goals. Now the planning staffs of the Counties are operating at full capacity with maximum staff possible given the County budgets. This plan can help to highlight the most important actions to be

undertaken over time so that County planners can set priorities for their time and budget to leverage their expertise to expand partnerships and local planning capacity.

### The Strategy

The **Greenways, Open Space and Rural Recreation Plan** balances the needs and interests of many diverse stakeholders. Grounded in the broad public input received during the planning process, the Plan provides a framework for people of different perspectives to work productively together around common interests.

The strategy offers a carefully devised plan of action to achieve the goals and undertake the objectives. The following strategy is organized within two time frames: the immediate and short term (2010 through 2012) and the medium to long term (2013 – 2019 and beyond). Adopting a three-year time frame for the most important and achievable actions makes the most sense given the staffing and funding levels of Juniata and Mifflin Counties. A major concern of the key stakeholders was determining who would undertake identified objectives and what is the order the recommendations should be pursued. The intent of the following strategy is to offer guidance in these areas that could actually serve as a work plan starting in 2010.

#### Immediate and Short Term (2010 – 2012)

1. Juniata and Mifflin Counties would adopt the policy that they will be facilitators in providing parks and recreation opportunities but they would not own or maintain conservation areas, parks, or recreation facilities or directly provide recreation services. Facilitate means that the Counties will continue to work in collaboration with the municipalities and other community organization in identifying needs, seizing opportunities to expand recreation and parks, monitor potential funding sources, and make the information available to other key stakeholders.
2. Continue the same organizational structure in each County with the lead responsibility for planning and facilitating open space, greenways and recreation vested in the respective planning

departments. Within the staff time and resources available, the County planning departments would create an annual work program to advance the implementation of this plan. This would include:

- Continue outreach and coordination with the major related community organizations.
  - Support municipalities in planning for open space conservation, parks, and recreation.
  - Encourage multi-municipal planning and undertaking action steps.
  - Identify opportunities for projects and programs that would benefit the Counties and put people, organizations, and actions together to move forward on the projects. Examples of how the Counties are doing this include this plan and the Peer Study.
3. Establish recreation as a priority and tool in addressing issues in Juniata and Mifflin Counties. These issues include wellness, tourism, and economic development.
- Complete the Mifflin County Peer Study with the goal of achieving consensus to establish a coalition of the County, municipalities, the school district, and community organizations. Negotiate an intergovernmental agreement with the entities that are willing to participate. Try to transition the Mifflin County Playground Association into a regional recreation coalition.
  - Hire a Regional Recreation Director. This is the only new position recommended in the immediate to short term. If the Peer Study outcome is to pursue a Circuit Rider grant to support this position, then move ahead with the application. The grant would provide about \$100,000 over four years to be matched by the partners. If ten partners were involved, that would mean a partner contribution of \$10,000 over four years or an average of \$2,500 per year per partner. In return the partners would get the services of a recreation professional that could help them to pursue grants, provide and expand programs, raise funds through non-tax dollars, work with partners, help solve problems, and provide technical and planning assistance. The partners would set the roles, responsibilities, and expectations from this position to ensure the benefits of collaboration while retaining authority for their land, facilities, and other specified interests. Over the course of four years, the director would strive to create stable funding from public and private sources to continue once the Circuit Rider grant ends. Another consideration is to encourage the school district to provide major backing for regional recreation to realize the benefits from increased community support as other school districts involved in regional recreation have experienced. A regional recreation advisory board including representatives of the partners would be formed.
  - Undertake a similar Peer Study with grant funding in Juniata County. Move ahead with the recommendations of the study in a similar fashion as described above for Mifflin County.
  - Undertake projects that would boost tourism. Use outdoor recreation for tourism. Set trails planning and development as a high priority for tourism.
4. Harness the various entities involved in open space conservation to work towards the common vision and goals set forth in this plan. Establish the Juniata Mifflin Open Space Board. Include representatives of both Counties; conservation organizations; farmers; the state gamelands, parks and forests; tourism; municipalities; campgrounds, sports clubs, and outdoor recreation rental businesses; and private

landowners. The role of the board as an advisory body would be to:

- Provide a forum for coordination and information sharing among key stakeholders in open space and land conservation. The forum will enable a regular high quality discussion that will be networked among the stakeholders. This will facilitate real change and advancement in open space, conservation and preservation of the scenic rural character so vital to this region.
  - Work with the County Agricultural Land Preservation Boards to promote conservation of farmland.
  - Identify projects and programs that would advance the recommendations of this plan.
  - Explore the potential for County funding for an Open Space Program.
  - Assist in education and outreach.
5. Organize a Juniata Mifflin Land Conservancy. This is essential for open space conservation. Other than the few parcels protected by the Central Pennsylvania Conservancy in Juniata County and the single property conserved by the Nature Conservancy in Mifflin County, this bi-county area is not served by an active conservancy. Existing conservancies are addressing areas in which development is more pressing and threatened by the loss of open space and natural resources.
- Seek a champion(s) who would be interested in leading the effort to start a conservancy.
  - Consult with PALTA (Pennsylvania Land Trust Association) for guidance in starting a conservancy or land trust.
  - Contact the Western Pennsylvania Conservancy to determine if their goal of expanding their service area might
- involve service to Juniata and Mifflin Counties.
- Continue discussions with the Juniata Clean Water Partnership to advance the dialogue begun as part of the planning process for this plan regarding the potential for the Partnership to assist in land conservation efforts in ways other than outright ownership.
6. Increase public awareness and understanding about open space, greenways and recreation. Strive to make land stewardship “everybody’s business”.
- Seek a partnership and grant funding to plan and undertake a public education program targeted at elected and appointed officials serving on boards and commissions; landowners; and the public. Planning staff is too limited to undertake an education and outreach program on their own. Nevertheless, increasing understanding about open space conservation and ways to accomplish it is a crucial aspect of the strategy. As an example, the Juniata Clean Water Partnership obtained a grant for education. Juniata and Mifflin Counties could advocate to be considered as part of such a program or seek to get a similar program started on their own. Other county planning departments have secured grant funding to retain conservancies or contractors in conducting the outreach program. Some have used their own residents who are also experts in an educational topic to do the educational sessions as volunteers.
  - Coordination with the municipalities in education about conservation planning is critical as most impact in land conservation happens at the local level. Choose three to five municipalities in each county as pilot projects to advance open space, greenway, and recreation planning. Seek grant funding for a planning project in each County that

would use this County plan as a foundation. Strive to carry the pilot projects through from planning, through land conservation, park planning and development, trail planning and development, and operation.

7. Strive to establish funding for open space, greenways and trails. Without funding, efforts are limited to what can be done with existing County staff and the generosity and interest of partners and volunteers.
  - Work with the municipalities to establish Mandatory Dedication of Parkland and Trails Ordinances. Ensure that the provision for fees-in-lieu of the dedication of parkland is at market value.
  - Use planning and land use regulations as a way to offset the lack of funds. Most of the gains in open space conservation can be achieved through sound planning and municipal land use ordinances.
  - Consider a County or bi-county open space program as discussed in the potential role of an Open Space Board.
  - Provide information to municipalities on the benchmark data about municipal operating funds contained in this plan. This information may help them to make informed decisions about the appropriation of financial resources.
  - Charge the potential Recreation Director with the task of generating non-tax funds to support recreation programs and services, in part.
  - Should a regional recreation coalition be established, charge the group with monitoring and documenting the benefits of working together. This information can be used to promote additional regional collaboration in other aspects of open space, greenways and recreation in both Counties.
8. Promote open space conservation to protect the natural resources, agricultural lands, and open space lands of Juniata and Mifflin Counties.
  - Encourage municipalities to develop and adopt effective zoning and land use regulations as a means of conserving sensitive natural areas and the character and landscape of the Counties.
  - Provide technical assistance and model ordinances to the municipalities to promote conservation objectives.
  - Share the Targeted Conservation Areas with municipalities to guide their planning efforts.
  - Work with agricultural partners to advocate for additional funding from the Commonwealth for the Agricultural Conservation Easement program with the goal of doubling the acreage preserved annually in each County.
9. Work with the municipalities to provide additional parkland to meet the needs of County residents. Target adding or making available a minimum of an additional 50 acres of parkland per year in each County.
  - Encourage the municipalities to work in partnership with the school districts to provide school/community parks with facilities to meet recreation needs.
  - Encourage municipalities to work together to provide regional parks to serve the recreation needs of multiple municipalities. Facilitate regional discussions between municipalities to explore regional cooperation. Apply to DCNR for site selection feasibility study funding.
  - The Counties should provide support and technical expertise to assist municipalities develop funding applications for acquisition and development of parks.
  - Assist the municipalities and their

partners to undertake the four park development pilot projects identified in this plan. In the short term for planning and development project funding from DCNR as appropriate. Assist the municipalities with applications for matching funds that may be appropriate such as Community Development Block Grants funds.

10. Promote the development of greenways, trails, and bikeways throughout the two Counties.

- The Counties should act as the coordinator working with municipalities, landowners, government entities, Allegheny Ridge Corporation, the Juniata Clean Water Partnership, and others to promote the planning and development of greenways, trails, and safe bicycle routes throughout the Counties.
- Assist the municipalities and their partners to undertake the two pilot trail projects identified in this plan. Apply for feasibility study project funding from DCNR. Target completion of the associated feasibility studies within the immediate to short term time frame.
- Work with municipalities, PennDOT, and school districts to promote safe pedestrian and bicycle connections to schools. Prioritize the Electric Avenue and Green Avenue initiatives identified in this plan and apply for Safe Routes to Schools funding.

**Medium to Long Term – 2013 – 2019**

1. Continue to focus County planning time on leveraging help from other public and private organizations to advance the goals of this plan. Continue to undertake a few projects with a high likelihood of success rather than many projects that would not receive adequate attention. Assess County planning staff levels and resources to determine if additional staff is needed and possible for implementation of the Open Space, Greenways and Rural Recreation

Plan. Proceed with recommendations based upon the analysis.

2. Move efforts with the Land Conservancy forward to ensure its success as a partner in land conservation in Juniata and Mifflin Counties.
3. Evaluate the Open Space Board to determine progress and future directions. Consider potential sub-committees such as trails, open space program, outreach, and education or others that would emerge in the short-term accomplishments.
4. Review the recreation service delivery and opportunities. Consider expansion based upon progress, revenue generation, partnership, and staff capacity. Consider environmental education as a mid-term strategy if funding and staffing or partnership resources are available.
5. Continue to facilitate and support local and multi-municipal planning for open space conservation. Advance the adoption of ordinances for this purpose.
6. Thoroughly evaluate the program and revenue progress of potential circuit rider/recreation directors. Take steps to increase the stabilization of funding for recreation to ensure the long-term viability of the recreation director position.
7. Continue the education and outreach program as part of a partnership program and hopefully with grant funding to hire outside contractors.
8. Consider undertaking a public opinion survey to ascertain if the implementation of the plan is creating more awareness and support for open space, greenways, and recreation.
9. Continue to support conservation of natural resource lands, agricultural lands, open space, and greenways through outreach, education, coordination, and assistance to municipalities and their partners and landowners.
10. Target the development of three additional public access points along the Upper Section of the Juniata River Water Trail. Facilitate discussions with the municipalities of each proposed location, the PA Fish and Boat

Commission, and the Allegheny Ridge Corporation.

11. Continue to act as a facilitator of park and recreation initiatives and support the municipalities in their efforts to expand parks and recreation facilities to citizens.
12. Continue to work with municipalities, conservation organizations, government agencies, and landowners to connect the Counties and region with greenways and trails. Focus on momentum building projects that illustrate the benefits and opportunities associated with greenways, trails, and safe bicycle routes.

### **Action Plans**

The major implementation tasks of the Juniata/Mifflin County Greenway, Open Space and Rural Recreation Plan are listed in the following action plans that correspond to the Plan's five goals.

<b>Goal 1:</b> Preserve the scenic rural character of Juniata and Mifflin Counties through open space conservation.			
Project Key √ Start Project ⇒ Continue Implementation	Cost/Source	2010-2012	2013-2019
County Planning Departments, Conservation Districts, and the Agricultural Preservation Program should continue to provide technical assistance to landowners.	Staff time	⇒	⇒
Develop a strategic education and outreach program for municipalities, landowners, and citizens working in partnership with conservation organizations.	Staff time	√	⇒
▪ Apply for grant funding for this program	Staff time	⇒	⇒
Develop and adopt conservation ordinance that protect sensitive natural resources. Provide model ordinance language to municipalities.	Staff time	√	
Work with municipalities with existing ordinances to complete Growing Greener Ordinance Assessments.	Staff time	√	
County Planning Departments should serve as local planning agencies to provide conservation ordinances to municipalities without local codes.	Staff time	⇒	⇒
Invest in boroughs and villages to retain residents and attract businesses. Direct growth towards defined growth areas.	Staff time, DCNR, DCED	⇒	⇒
Encourage municipalities to join together to develop regional open space and comprehensive plans.	Staff time	⇒	⇒
Develop a strategic approach to achieving the conservation priorities for the areas shown on the Targeted Conservation Maps.	Staff time with assistance from state agencies and conservation organizations		√
Advocate for additional Commonwealth funding for the Farmland Preservation Program.	Staff time, Conservation Districts	√	⇒
Develop a program to recruit farmers to the area.	Staff time, Conservation Districts		√
Create a farmers forum for discussion and advocacy of common issues.	Staff time, Conservation Districts		√
Partner with conservancies and state agencies to seek conservation easements.	Staff time with assistance from state agencies and conservation organizations	⇒	⇒
Adopt the concept of cultural heritage landscape for the Big Valley and tie planning efforts to protecting this landscape.	Staff time		√

<b>Goal 2:</b> Connect the Counties and the region beyond through a network of greenways and trails.			
Project Key √ Start Project    ⇒ Continue Implementation	Cost/Source	2010-2012	2013-2019
Promote greenways and trails through ordinance provisions, the land development process, and public education and outreach.	Staff time	⇒	⇒
Design a public outreach and education program for landowners about greenway and trail issues.	Staff time, conservation organizations		√
Coordinate greenway and trail planning with adjacent counties, municipalities, public agencies, and organizations.	Staff time	⇒	⇒
Create a bicycle advisory board to develop a county-wide bicycle and pedestrian plan for each County.	Staff time, volunteers		√
Team with the Juniata River Valley Visitor Bureau, advocates for children’s health and fitness and the environment, and Indian Valley High School to develop promotional information about bike routes and trails.	Staff time		√
Define trail, bike route, and paddle segments that interconnect.	Staff time		√
Seek funding for trail feasibility studies and development for the two pilot trail projects.	DCNR grant/Staff time		√
Work with JCWP to develop interpretative signs along the Main Line Canal Greenway	Staff time	√	
Define parcels and seek funding to acquire additional public river access.	Staff time, PA F&BC		√
Evaluate land ownership status of natural greenways and develop conservation strategies. Share natural resource management information with landowners.	Staff time, conservation organizations, state agencies	√	
Acquire conservation easements to protect natural greenways.	Staff time, conservation organizations	⇒	⇒
Seek funding and undertake a feasibility study for a pilot trail project.	DCNR grant/Staff time	√	
Work with PennDOT, municipalities and public agencies to promote safe convenient pedestrian and bicycle travel.	Staff time, municipalities, PennDOT, public agencies	√	⇒
Seek funding for safe routes to schools	PennDOT funding, DCNR, staff time	√	

<b>Goal 3:</b> Foster and promote recreation opportunities to advance active healthy lifestyles year round for people who live, work, and visit here.			
Project Key √ Start Project ⇒ Continue Implementation	Cost/Source	2010-2012	2013-2019
County Planning Departments should be clearinghouse for park and recreation information.	Staff time	⇒	⇒
County Planning Departments should provide mandatory dedication model language to municipalities and adopt County mandatory dedication ordinances.	Staff time, municipalities	√	
Explore opportunities for revitalization and redevelopment of deteriorated sites through parks and advocate for parks as economic development.	Staff time, DCNR, DCED	⇒	⇒
Explore recreation opportunities on a bi-county basis.	Staff time, DCNR		√
Meet with municipalities to discuss partnering on parkland to fund, acquire, develop, and operate regional parks. Seek funding for regional parks and recreation facilities.	Staff time, municipalities, DCNR	√	⇒
Adopt the position through this plan that the counties will not directly provide recreation programs but will work to support recreation programming efforts providers by other organizations.	Staff time and policy foundation.	⇒	⇒
Focus on three areas to support recreation programs and services: active lifestyles, environmental opportunities to get people outside, and tourism.	Staff time	⇒	⇒
<ul style="list-style-type: none"> <li>• Work with United Way and the future recreation organization that may emerge from the Peer Study that is underway to facilitate active healthy lifestyle programs and services.</li> </ul>	Staff time, volunteers, community org. PANA potential funding. Potential support Lewistown Hospital. School Districts' support for youth services.	√	
<ul style="list-style-type: none"> <li>• Facilitate the establishment of an environmental education program in Juniata and Mifflin Counties</li> </ul>	Staff time. Partnerships with state lands' managers. Coordinate with School Districts. Potential support from PSU.		√
<ul style="list-style-type: none"> <li>• Expand or establish tourism destinations and attractions based on outdoor recreation, cultural heritage features, and agri-tourism.</li> </ul>	Coordinate with state lands organizations. Explore agri-tourism with the Agricultural Pres. Program. Partner with Tourism Bureau.		√
Work with municipalities, the Juniata River Valley Visitors Bureau, Lewistown Main Street, the Chamber of Commerce, Lewistown Hospital, and others to facilitate and encourage the promotion of recreation opportunities, the benefits of participation, and locations.	Staff time for coordination	√	⇒

<b>Goal 4:</b>			
Organize and manage open space conservation, greenways, and rural recreation through partnerships for the greatest public benefit and responsible use of resources.			
Project Key √ Start Project ⇒ Continue Implementation	Cost/Source	2010-2012	2013-2019
Continue to provide professional planning assistance to municipalities regarding community planning, open space, greenways, trails and recreation.	Staff time.	⇒	⇒
Serve as a clearinghouse of information from municipalities, landowners, developers, and community organizations about greenways, open space and recreation.	Staff time. Strive to use the WEB as a mechanism over time.	√	⇒
Develop and implement an outreach and education program for municipalities, landowners, community organizations and the general citizenry about open space conservation and ways to preserve open space.	Staff time. Work with partner organization on this such as the Juniata Clean Water Partnership. Secure grant from PADCNr to undertake the educational program.		√
Create a Juniata Mifflin Conservancy.	Staff time. Assistance from an existing conservancy or land trust such as the Central Pennsylvania Conservancy. Strive to get a community champion to take this on.		√
Undertake the Mifflin County Peer Study to explore regional recreation opportunities.	\$10,000 grant from PADCNr. \$200 from each participating municipality	√	
Determine Viability of Mifflin County Circuit Rider who would serve as a regional parks and recreation director over four years.	\$100,000 PADCNr grant over four years. \$60,000 over four years split by participating municipalities.	√	⇒
Undertake the Juniata County Peer Study to explore regional recreation opportunities.	\$100,000 grant from PADCNr. \$1,000 match split among \$ participating municipalities	√	
Determine viability of Juniata County Circuit Rider who would serve as a regional parks and recreation director over four years.	\$100,000 PADCNr grant over four years. \$60,000 over four years split by participating municipalities.		√

<b>Goal 4: continued</b>			
Organize and manage open space conservation, greenways, and rural recreation through partnerships for the greatest public benefit and responsible use of resources.			
Project Key √ Start Project ⇒ Continue Implementation	Cost/Source	2010-2012	2013-2019
Form the Open Space Board and carry it forward.	Staff time.	√	⇒
Hire an Open Space Coordinator	TBD		√
Consider retaining seasonal, short term or outside assistance for special projects in planning, outreach, education and so on that would be of a specific short term duration.	Variable. Advantage is that independent contractors do not require benefits and payroll taxes.		
Form the Juniata Mifflin Trails Advisory Board	Staff time to set up and coordinate with. Use a trail champion(s) to manage the committee and coordinate with the counties.	√	⇒
Work in partnership with community organizations to encourage recreation throughout the counties. This includes United Way, Communities That Care, PANA and others.	Staff time	⇒	⇒
Work with state and regional organizations to position Juniata and Mifflin Counties as part of initiatives, projects, programs and destinations. SEDA COG, Susquehanna Greenway Partnership, Juniata Clean Water Partnership, Main Line Canal Greenway.	Staff time.	⇒	⇒
Coordinate county and tourism planning with the Juniata River Valley Visitors Bureau.		⇒	⇒

<p><b>Goal 5:</b> Invest in open space, parks, and recreation to enhance the health, safety, and welfare of the citizens and contribute to the economic vitality of Juniata and Mifflin Counties.</p>			
<p>Project Key √ Start Project ⇒ Continue Implementation</p>	<p>Cost/Source</p>	<p>2010-2012</p>	<p>2013-2019</p>
<p>Invest in increasing staff for planning.</p>	<p>County funds. TBD. Investment will result in return through land preservation, grants, and programs.</p>	<p>√</p>	<p>⇒</p>
<p>Consider county open space program for open space conservation, increased funding for farmland preservation, parks, greenways and trails.</p>	<p>Start with an initial investment of \$2-4 million focused on high visibility with likelihood of success and public support.</p>		<p>√</p>
<p>Provide information to municipalities on potential resources they could tap to support open space such as dedicated tax millage, Earned Income Tax increment. Also provide information on the benefits of investing in open space.</p>	<p>Staff time.</p>	<p>⇒</p>	<p>⇒</p>
<p>Provide planning assistance to municipalities on land use planning as the chief method of open space conservation.</p>	<p>Without funds for acquisitions and conservation easements, local land use planning is crucial.</p>	<p>√</p>	<p>⇒</p>

## Potential Partners of Juniata and Mifflin Counties

### Conservation Partners

- Municipalities
- Conservation Districts
- Agricultural Preservation Program
- Pennsylvania Bureau of Forestry
- Pennsylvania Game Commission
- Pennsylvania Department of Agriculture
- Pennsylvania Department of Conservation and Natural Resources
- Juniata Clean Water Partnership
- Allegheny Ridge Corporation
- Future Farmers of America
- Private Landowners
- Mifflin County Industrial Development Corporations
- Main Street and Elm Street Program Managers
- Mifflin and Juniata County Farm Bureaus

### New Partner Needed

A conservancy dedicated to Juniata and Mifflin Counties needs to be established. In the interim, partnering with the Juniata Clean Water Partnership could serve to advance land conservation and educational outreach efforts.

### Greenway Partners

- Municipalities
- Juniata County Conservation District
- Mifflin County Conservation District
- Allegheny Ridge Corporation
- Susquehanna Greenway Partnership
- PennDOT
- Bicycle clubs and businesses
- Hiking clubs
- Communities that Care
- PANA
- Lewistown Hospital
- Juniata River Valley Visitors Bureau
- Juniata Mifflin Chamber of Commerce
- Mifflin County School District
- Juniata County School District

- High School Physical Education Staff
- High School Clubs
- Juniata Clean Water Partnership
- 4-H
- Juniata Valley YMCA
- Trout Unlimited
- Reeds Gap State Park
- PA Fish and Boat Commission
- PADCNR
- State Forest Districts
- Fayette Area Lion's Den

### Recreation Partners

- Municipalities
- United Way
- MJ PATH
- Communities that Care
- Mifflin County Playground Association
- PANA
- Lewistown Hospital
- Juniata River Valley Chamber of Commerce and Visitors Bureau
- Mifflin County School District
- Juniata County School District
- High School Physical Education Staff
- High School Clubs
- Main Line Canal Greenway
- Juniata Clean Water Partnership
- Future Farmers of America
- 4-H
- Juniata Valley YMCA
- DeLauter Center
- Lumina Center
- Fayette Area Lion's Den
- Community Sports Organizations
- Campgrounds
- Trout Unlimited
- Nature centers in the region
- Reeds Gap State Park
- Environmental Education Center of Penn State University

### Management and Financing Partners

- Municipalities
- Mifflin County COG
- SEDA COG

- Juniata County School District
- Mifflin County School District
- United Way
- Communities That Care
- Juniata Clean Water Partnership
- Main Line Canal Greenway
- Allegheny Ridge Corporation
- Susquehanna Greenway
- Lewistown Main Street Program
- Juniata River Valley Tourism Bureau
- PANA
- Bureau of State Parks
- Bureau of State Forestry
- Pennsylvania Fish & Boat Commission
- Pennsylvania Game Commission
- Area cyclists
- Juniata Valley YMCA
- Community center staff
- Proposed Conservancy
- Community organizations and sports groups
- Regional sportsmen's groups
- Campgrounds
- Penn State University
- Fayette Area Lion's Den

### How Can We Begin Implementation?

While it might appear that the job is complete because the plan is written, the work has only begun. Implementing the Juniata/Mifflin Counties Greenway, Open Space and Rural Recreation Plan in actuality is not one step, but more of an ongoing process of planning, doing, assessing effectiveness, and beginning the process anew over the next ten years to bring the counties ever closer to reaching its parks and recreation goals. For implementation, an operational plan is needed. The operational plan will describe the specific actions that will be taken to accomplish each objective identified in **Greenway, Open Space and Rural Recreation Plan**. The operational plan will identify timelines, responsible parties, resource allocations and sources, and an evaluation plan that will identify specific outcomes to be achieved. It is usually developed as an annual work program. The **Greenway, Open Space and Rural Recreation Plan** focuses on the *what*. The

operational plan focuses on the *how*. The operational plan should include the following:

- **Action Items** – Identify the specific tasks that should be done to achieve the identified objective.
- **Responsible Parties** – Designate the staff members, committees, partners or others who will be accountable for accomplishing each task.
- **Schedule** – Create the exact dates in months and years for accomplishment of the task. Set milestones for important accomplishments by specific date.
- **Resource Requirements and Sources** – List all of the funds, materials, equipment, facilities and so on required to accomplish the task. Provide the source of these resources including the Counties, partners, sponsors, fees and charges, or others.
- **Outcomes** – Specify the anticipated results to be achieved by the specified timeline.
- **Evaluation Measure** – Establish indicators to show if the effort has been successful.

### Ensuring Success for the Operational Plan

Each County should prepare its own operational plan which should include coordination between the two Counties. Generally, the lead staff professional of each County such as the planning director, prepares the bulk of the operational plan that is used for an annual work program in consultation with the County Commissioners. The Juniata Mifflin Open Space Board, if established, could provide input and review of the operational plans and recommend them to the Board of Commissioners.

To get started, consider having a “retreat” of key staff, key stakeholders, and potentially Open Space Board members to identify how to kick-start this plan. Include a liaison from the County Board of Commissioners. Plan this ahead thoroughly to get the maximum benefit. Consider applying for a PADCNr RecTAP grant of \$1,500 with no match required to hire an outside facilitator. The retreat

could be by single County or a combined retreat of both Counties allowing individual time within the retreat for each county.

Based on the outcomes of the retreat, the lead County staff professional would create the operational plan for the next fiscal year. It should address all of the functional areas of greenways, open space, and recreation including programs, management, parks, recreation facilities, education and outreach, and financing. The operational plan links the work of the County departments such as the planning departments and the proposed Open Space Board to the recommendations of **the Greenway, Open Space and Rural Recreation Plan.**

Establish scheduled review meetings to keep implementation and use of the plan front and center. Hold these quarterly or schedule them strategically. Keep this plan before key stakeholders. The plan should be out and used regularly. All outcomes should refer to plan implementation. It is easy to get distracted in routine activities but the plan needs to be in use in all County, regional and township planning and decision-making boards. The Commissioners, Planning, Environmental Advisory Committees, municipal planning boards and parks and recreation boards, and other related boards and commissions all need to have the plan and refer to it repeatedly so that there is an on-going link to this plan.

The plan serves as a guide; it is not carved in stone. It is intended to seize opportunities and meet emerging needs as circumstances warrant. The *process* of implementing the plan is ongoing and continuous, not a one time event, as set forth in the operational plan.

Juniata County and Mifflin County should move ahead with the plan as adopted, but be prepared to let go and switch strategies as necessary. Flexibility, patience, and adaptability will be essential in creating a greenway, open space, and recreation system that suits the scenic rural character and the prized quality of life of the area. The development and execution of a plan such as this helps to achieve successes along the way that build momentum and public support. Success breeds success. While initially daunting, those involved with plan

implementation gain significantly from the experience and find new ways and strategies to generate future achievements. This experience helps to strengthen strategies and capacity every year. With a tangible plan and a sound implementation process in place Juniata and Mifflin Counties are likely to conserve open space, provide community connections, and a host of recreation opportunities that will be a community treasure, a source of economic vitality, and a reason to live, work, and play here.





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Appendix A

# PA Recreational Use of Land and Water Act



# Pennsylvania's Recreational Use of Land and Water Act



## INTRODUCTION

Pennsylvania has a law that limits the legal liability of landowners who make their land available to the public for free recreation. The purpose of the law is to supplement the availability of publicly owned parks and forests by encouraging landowners to allow hikers, fishermen and other recreational users onto their properties. The Recreational Use of Land and Water Act (“RULWA”), found in Purdon’s Pennsylvania Statutes, title 68, sections 477-1 et seq., creates that incentive by limiting the traditional duty of care that landowners owe to entrants upon their land. **So long as no entrance or use fee is charged, the Act provides that landowners owe no duty of care to keep their land safe for recreational users and have no duty to warn of dangerous conditions.** Excepted out of this liability limitation are instances where landowners willfully or maliciously fail to guard or warn of dangerous conditions. That is, the law immunizes landowners only from claims of negligence. Every other state in the nation has similar legislation.

## PEOPLE COVERED BY THE ACT

The “owners” of land protected by the Act include public and private fee title holders as well as lessees (hunt clubs, e.g.) and other persons or organizations “in control of the premises.” Holders of conservation easements and trail easements are protected under RULWA if they exercise sufficient control over the land to be subject to liability as a “possessor.” (See *Stanton v. Lackawanna Energy Ltd.* (Pa. Supreme Ct. 2005)(RULWA immunizes power company from negligence claim where bike rider collided with gate that company had erected within the 70-foot wide easement over mostly undeveloped land it held for power transmission)).

## LAND COVERED BY THE ACT

Although on its face RULWA applies to all recreational “land”—improved and unimproved, large and small, rural and urban — in the last 15 years or so, Pennsylvania courts have tended to read the Act narrowly, claiming that the legislature intended it to apply only to large land holdings for outdoor recreational use.

Courts weigh several factors to decide whether the land where the injury occurred has been so altered from its natural state that it is no longer “land” within the meaning of the Act. In order of importance:

(1) Extent of Improvements – The more developed the property the less likely it is to receive protection under RULWA, because

recreational users may more reasonably expect it to be adequately monitored and maintained;

(2) Size of the Land – Larger properties are harder to maintain and so are more likely to receive recreational immunity;

(3) Location of the Land – The more rural the property the more likely it will receive protection under the Act, because it is more difficult and expensive for the owner to monitor and maintain;

(4) Openness – Open property is more likely to receive protection than enclosed property; and

(5) Use of the Land – Property is more likely to receive protection if the owner uses it exclusively for recreational, rather than business, purposes.

## SITE IMPROVEMENTS

The following cases focus on the nature and extent of site improvements that might negate RULWA immunity:

- The state Supreme Court ruled that the Act was not intended to apply to swimming pools, whether indoor (*Rivera v. Philadelphia Theological Seminary* (Pa. Supreme Ct. 1986)) or outdoor (*City of Philadelphia v. Duda* (Pa. Supreme Ct. 1991)).

- RULWA immunity does not cover injuries sustained on basketball courts, which are “completely improved” recreational facilities (*Walsh v. City of Philadelphia* (Pa. Supreme Ct. 1991)).

- Playgrounds are too “developed” to qualify for immunity (*DiMino v. Borough of Pottstown* (Pa. Commonwealth Ct. 1991)).

- Playing fields generally are held not to be “land” within the protection of the Act (*Brown v. Tunkhannock Twp.* (Pa. Commonwealth Ct. 1995) (baseball field); *Seifert v. Downingtown Area School District* (Pa. Commonwealth Ct. 1992)(lacrosse field); *Lewis v. Drexel University* (Pa. Superior Ct. 2001, unreported)(football field); but see *Wilkinson v. Conoy Twp.* (Pa. Commonwealth Ct. 1996)(softball field is “land” under RULWA)).

- An unimproved grassy area at Penns Landing in Philadelphia was deemed outside the Act's scope, given that the site as a whole was highly developed (*Mills v. Commonwealth* (Pa. Supreme Ct. 1993); compare *Lory v. City of Philadelphia* (Pa. Supreme Ct. 1996) (swimming hole in "remote" wooded area of Philadelphia is covered by RULWA)).

RULWA immunity has been found in several cases where people were injured at outdoor sites containing limited improvements:

- An earthen hiking trail in a state park is not an improvement vitiating the Act's immunity (*Pomeren v. Commonwealth* (Pa. Commonwealth Ct. 1988)).

- The owner of property containing a footpath created by continuous usage, which led down to the Swatara Creek, has no duty to erect a warning sign or fence between his property and the adjacent municipal park (*Rightnour v. Borough of Middletown* (Lancaster Cty. Ct. of Common Pleas 2001)).

- A landscaped park containing a picnic shelter is still "unimproved" land for RULWA purposes (*Brezinski v. County of Allegheny* (Pa. Commonwealth Ct. 1996)).

- An artificial lake is just as subject to RULWA protection as a natural lake, although the dam structure itself is not covered (*Stone v. York Haven Power Co.* (Pa. Supreme Ct. 2000)).

- An abandoned rail line in a wooded area is covered by RULWA, even where the plaintiff fell from a braced railroad trestle (*Yanno v. Consolidated Rail Corp.* (Pa. Superior Ct. 1999))(but may no longer be good law after *Stone*)).

Uncertainty about what constitutes an improvement under the Act reportedly has had a dampening effect on efforts to improve public access to outdoor recreation sites. Public and private landowners are concerned that installation of fishing piers, boat docks, parking facilities, or paths and ramps for wheelchair use will strip much-needed RULWA immunity from otherwise protected land. A bill introduced in the state Senate in the late 1990s attempted to clarify that public access improvements would not affect immunity under the Act, but the legislation was not successful.

### ***FAILURE TO WARN***

As noted above, although negligence liability is negated by the Act, a landowner remains liable to recreational users for "willful or malicious failure to guard or warn" against a dangerous condition. To determine whether an owner's behavior was willful, courts will look at two things: whether the owner had actual knowledge of the threat (e.g., was there a prior accident in that same spot); and whether the danger would be obvious to an entrant upon the land. If the threat is obvious, recreational users are considered to be put on notice, which precludes liability on the part of the landowner. In a recent drowning case, for example, landowner Pennsylvania Power & Light Company

claimed immunity under RULWA. The judge, however, sent to the jury the question of whether PP&L was willful in not posting warning signs. A previous tubing accident had occurred in the same location, and there was testimony that the dangerous rapid where the drowning occurred was not visible to people tubing upstream (*Rivera v. Pennsylvania Power & Light Co.* (Pa. Superior Ct. 2003)).

### ***GOVERNMENTAL IMMUNITY***

Interestingly, Pennsylvania's governmental immunity statutes, the Tort Claims and Sovereign Immunity Acts, shield municipalities and Commonwealth agencies from claims of willful misconduct. Liability only may be imposed upon these entities for their negligent acts. But, as noted above, where an injury occurs on "land" within the meaning of RULWA, the law shields landowners from negligence suits. In essence, public agencies are granted complete immunity for many recreational injuries. (See *Lory v. City of Philadelphia* (Pa. Supreme Ct. 1996)(city immune for both its negligent maintenance of recreational lands and its willful failure to guard or warn of hazards on that property)).

### ***RECREATIONAL PURPOSE; PUBLIC ACCESS***

Though not all recreational land is covered by the Act, the law's definition of "recreational purpose" is broad enough to include almost any reason for entering onto undeveloped land, from hiking to water sports to motorbiking. (See *Commonwealth of Pa. v. Auresto* (Pa. Supreme Ct. 1986)(RULWA covers snowmobile injury)). This is true even if the landowner has not expressly invited or permitted the public to enter the property. However, where the land is open only to selected people rather than to the public in general, this will weigh against RULWA immunity. (See *Burke v. Brace* (Monroe Cty. Ct. of Common Pleas 2000)(lake located in a subdivision and open only to homeowner association members and guests is not covered by RULWA)).

### ***NO USER FEE***

Finally, charging recreational users a fee (which is different than accepting payment for an easement) takes the property out from under the Act's protection.

Copies of this fact sheet may be obtained from:

PA Department of Conservation and Natural Resources  
Bureau of Recreation and Conservation  
Rachel Carson State Office Building  
P.O. Box 8475  
Harrisburg, PA 17105-8475  
Telephone: (717) 787-7672  
Fax: (717) 772-4363  
[www.dcnr.state.pa.us](http://www.dcnr.state.pa.us)





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Appendix B

# Sample Easements



Prepared by:  
Name:  
Address:  
Telephone:

Return to:  
Name:  
Address:

Tax Parcel(s):

## TRAIL EASEMENT AGREEMENT

THIS TRAIL EASEMENT AGREEMENT ("this Agreement") dated as of \_\_\_\_\_ (the "Agreement Date") is by and between \_\_\_\_\_ ("the undersigned Owner or Owners") and \_\_\_\_\_ (the "Holder").

### Article I. Background

#### 1.01 Property

The undersigned Owner or Owners are the sole owners in fee simple of the property identified below and more fully described in Exhibit "A" (the "Property").

Street Address:

Municipality:

Parcel Identifier:

County:

State: Pennsylvania

#### 1.02 Easement Area

The portion of the Property that is subject to this Agreement (the "Easement Area") is shown on the plan attached as Exhibit "B" (the "Easement Plan").

#### 1.03 Purposes

The purposes of this Agreement are to set forth the terms under which the Trail Facilities described in Article II can be established and maintained for activities and uses by the general public described in Article III.

#### 1.04 Consideration

The undersigned Owner or Owners acknowledge receipt of the sum of \$1.00 in consideration of the grant of easement to Holder under this Agreement.

### Article II. Grant of Easement for Trail Facilities

#### 2.01 Grant

The undersigned Owner or Owners, intending to be legally bound, grant and convey to Holder the perpetual right to create the Trail identified below; to enter the Easement Area at any time to construct, install, maintain and repair any one or more of the items (collectively, with the Trail, the "Trail Facilities") described in paragraph (a) of this section; and, subject to the prior written consent of Owners, those described in paragraph (b) of this section.

##### (a) Trail Facilities

- (i) A trail not to exceed approximately \_\_\_ feet in width together with steps, railings, and other surface structures which, as to wet areas, may include bridges and culverts (collectively, the "Trail").
- (ii) Signs to mark the Trail, to provide information related to the Trail and for interpretive purposes.
- (iii) Fencing, gates, and barriers to control access.

**(b) Trail Facilities Requiring Prior Written Consent of Owners**

Benches, picnic tables, wastebaskets, and bicycle racks.

**2.02 Exercise of Rights**

Creation of the Trail and other construction, installation, maintenance and repair of the Trail Facilities may include installation of signage; mowing, cutting or removal of soil, rock or vegetation; application of gravel, crushed stone, wood chips or paving; or other means of creating the Trail surface (if any) and/or identifying the Trail's path. These activities may include vehicular use.

**Article III. Grant of Easement for Public Access**

**3.01 Grant of Easement**

The undersigned Owner or Owners, intending to be legally bound, grant to Holder the right to make available to the public a perpetual easement and right-of-way over the Trail and the right to use Trail Facilities for the purposes ("Permitted Trail Uses") described in paragraph (a) and, subject to the prior written consent of Owners, those described in paragraph (b) of this section:

**(a) Permitted Trail Uses**

Use of the Trail as a right-of-way for (i) walking, hiking, jogging, bicycling, horseback riding, bird watching, nature study; (ii) wheelchair use by persons who need to use wheelchairs; and (iii) emergency vehicles in the case of emergency within the Easement Area.

**(b) Uses Requiring Prior Written Consent of Owners**

Recreational vehicular use such as snowmobiling; events such as "runs" or competitive races; programmatic use by schools, clubs or other groups; or any use of Trail for purposes other than as a right-of-way for passage over the Property such as picnicking or other stationary activities.

**3.02 No Charge for Access**

No Person is permitted to charge a fee for access to the Trail or use of the Trail Facilities.

**Article IV. Rights of Owners**

**4.01 Owner Improvements**

Owners must not construct, install or maintain any facility or improvement within the Easement Area except the following (collectively, "Owner Improvements"): (i) items existing within the Easement Area as of the Easement Date and listed in the schedule (if any) attached to this document entitled "Existing Owner Improvements"; (ii) items listed in the schedule (if any) attached to this document entitled "Permitted Owner Improvements"; (iii) fencing along the boundary of the Easement Area not impeding access to the Easement Area for the purposes described in Articles II and III; and (iv) items to which Holder, without any obligation to do so, gives its consent in writing.

**4.02 Owner Uses and Activities**

Owners have the rights accorded to the general public to use the Trail Facilities as well to exercise any one or more of the following rights with such notice to Holder as is reasonable under the circumstances:

**(a) Mitigating Risk**

Cut trees or otherwise disturb resources to the extent reasonably prudent to remove or mitigate against an unreasonable risk of harm to Persons on or about the Easement Area.

**(b) Hunting; Forestry**

Close access to the Easement Area for public safety reasons (i) from the Monday after Thanksgiving through the month of December so as to accommodate hunting by or under control of Owners; and (ii) for up to seven (7) days per every two (2) calendar year(s) to accommodate forestry activities.

**(c) Resource Management**

Mow, cut or remove vegetation, or plant vegetation, within the Easement Area but only in accordance with guidelines set forth in the schedule (if any) attached to this document entitled "Permitted Resource Management" and any additions to or modifications of that schedule requested by Owners and approved by Holder in writing, or in the absence of a schedule, in accordance with guidelines approved by Holder in writing.

**(d) Grants to Others**

Grant leases, licenses, easements and rights-of-way affecting the Easement Area to Persons other than Holder but only for (i) permitted Owner Improvements; (ii) activities and uses that Owners are permitted to engage in under this Agreement; or (iii) other items that Holder, without any obligation to do so, approves after review.

**(e) Enforcement Rights**

Remove or exclude from the Property any Persons who are (i) in locations other than the Trail or other Trail Facilities or (ii) not engaged in Permitted Trail Uses.

## **Article V. Enforcement; Liability Issues**

### **5.01 Enforcement**

Holder may, in addition to other remedies available at law or in equity, compel Owners to make the Easement Area available for the purposes set forth in Article II and Article III by exercising any one or more of the following remedies:

**(a) Injunctive Relief**

Seek injunctive relief to specifically enforce the terms of this Agreement; to restrain present or future violations of this Agreement; and/or to compel restoration of Trail Facilities or other resources destroyed or altered as a result of the violation.

**(b) Self Help**

Enter the Property to remove any barrier to the access provided under this Agreement and do such other things as are reasonably necessary to protect and preserve the rights of Holder under this Agreement.

### **5.02 Warranty**

The undersigned Owner or Owners warrant to Holder that:

**(a) Liens and Subordination**

The Easement Area is, as of the Agreement Date, free and clear of all Liens or, if it is not, that Owners have obtained and attached to this Agreement as an exhibit the legally binding subordination of any mortgage, lien, or other encumbrance affecting the Easement Area as of the Agreement Date.

**(b) Existing Agreements**

No one has the legally enforceable right (for example, under a lease, easement or right-of-way agreement in existence as of the Agreement Date) to prevent the installation of Trail Facilities or the use of Trail Facilities for Permitted Trail Uses.

**(c) Hazardous Materials**

To the best of Owner's knowledge, the Easement Area is not contaminated with materials identified as hazardous or toxic under applicable law (collectively, "Hazardous Materials") and no Hazardous Materials have been stored or generated within the Easement Area.

### **5.03 Immunity under Applicable Law**

Nothing in this Agreement limits the ability of Owners and Holder to avail themselves of the protections offered by any applicable law affording immunity to Owners and Holder including, to the extent applicable, the Recreational Use of Land and Water Act, Act of February 2, 1966, P.L. (1965) 1860, No. 586, as amended, 68 P.S. §477-1 *et seq.* (as may be amended from time to time).

### **5.04 Public Enters at Own Risk**

Use of any portion of the Easement Area by members of the general public is at their own risk. Neither Holder nor Owners by entering into this Agreement assume any duty to or for the benefit of the general public for defects in the location, design, installation, maintenance or repair of the Trail Facilities; for any unsafe conditions within the Easement Area; or for the failure to inspect for or warn against possibly unsafe conditions; or to close the Trail Facilities to public access when unsafe conditions may be present. Holder will endeavor to repair damaged Trail Facilities but has no duty to do so unless and until Holder receives actual notice given in accordance with Article VI of this Agreement of the need to repair an unreasonably dangerous condition.

### **5.05 Costs and Expenses**

All costs and expenses associated with Trail Facilities are to be borne by Holder except for items included in Owner Responsibility Claims (defined below in this Article).

### **5.06 Responsibility for Losses and Litigation Expenses**

#### **(a) Public Access Claims; Owner Responsibility Claims**

If a claim for any Loss for personal injury or property damage occurring within the Easement Area after the Agreement Date (a "Public Access Claim") is asserted against either Owners or Holder, or both, it is anticipated that they will assert such defenses (including immunity under the Recreational Use of Land and Water Act) as are available to them under applicable law. The phrase "Public Access Claim" excludes all claims (collectively, "Owner Responsibility Claims") for Losses and Litigation Expenses arising from, relating to or associated with (i) personal injury or property damage occurring prior to the Agreement Date; (ii) activities or uses engaged in by Owners, their family members, contractors, agents, employees, tenants and invitees or anyone else entering the Property by, through or under the express or implied invitation of any of the foregoing; or (iii) structures, facilities and improvements within the Easement Area (other than improvements installed by Holder).

#### **(b) Indemnity**

If immunity from any Public Access Claim is for any reason unavailable to Owners, Holder agrees to indemnify, defend and hold Owners harmless from any Loss or Litigation Expense if and to the extent arising from a Public Access Claim. Owners agree to indemnify, defend and hold the Holder harmless from any Loss or Litigation Expense if and to the extent arising from an Owner Responsibility Claim.

#### **(c) Loss; Litigation Expense**

- (i) The term "Loss" means any liability, loss, claim, settlement payment, cost and expense, interest, award, judgment, damages (including punitive damages), diminution in value, fines, fees and penalties or other charge other than a Litigation Expense.
- (ii) The term "Litigation Expense" means any court filing fee, court cost, arbitration fee or cost, witness fee and each other fee and cost of investigating and defending or asserting any claim of violation or for indemnification under this Agreement including in each case, attorneys' fees, other professionals' fees and disbursements.

## **Article VI. Miscellaneous**

### **6.01 Beneficiaries and Agents**

The rights of Holder under this Agreement may be exercised by Holder, any Person identified by Holder as a beneficiary of this Agreement and who accepts this designation by recordation in the Public Records of a joinder to this Agreement (a "Beneficiary"), or any of the contractors, agents, and employees of Holder or Beneficiary.

### **6.02 Binding Agreement**

This Agreement is a servitude running with the land binding upon the undersigned Owner or Owners and, upon recordation in the Public Records, all subsequent Owners of the Easement Area or any portion of the Easement Area are bound by its terms whether or not the Owners had actual notice of this Agreement and whether or not the deed of transfer specifically referred to the transfer being under and subject to this Agreement. Subject to such limitations (if any) on Holder's right to assign as may be set forth in this Agreement, this Agreement binds and benefits Owners and Holder and their respective personal representatives, successors and assigns.

### **6.03 Governing Law**

The laws of the Commonwealth of Pennsylvania govern this Agreement.

### **6.04 Definition and Interpretation of Capitalized and Other Terms**

The following terms, whenever used in this Agreement, are to be interpreted as follows:

- (i) "Owners" means the undersigned Owner or Owners and all Persons after them who hold any interest in the Easement Area.
- (ii) "Person" means an individual, organization, trust, or other entity.

- (iii) "Public Records" means the public records of the office for the recording of deeds in and for the county in which the Easement Area is located.
- (iv) "Including" means "including, without limitation".
- (v) "May" is permissive and implies no obligation; "must" is obligatory.

**6.05 Incorporation by Reference**

Each exhibit or schedule referred to in this Agreement is incorporated into this Agreement by this reference.

**6.06 Amendments; Waivers**

No amendment or waiver of any provision of this Agreement or consent to any departure by Owners from the terms of this Agreement is effective unless the amendment, waiver or consent is in writing and signed by an authorized signatory for Holder. A waiver or consent is effective only in the specific instance and for the specific purpose given. An amendment must be recorded in the Public Records.

**6.07 Severability**

If any provision of this Agreement is determined to be invalid, illegal or unenforceable, the remaining provisions of this Agreement remain valid, binding, and enforceable. To the extent permitted by applicable law, the parties waive any provision of applicable law that renders any provision of this Agreement invalid, illegal, or unenforceable in any respect.

**6.08 Counterparts**

This Agreement may be signed in multiple counterparts, each of which constitutes an original, and all of which, collectively, constitute only one agreement.

**6.09 Entire Agreement**

This is the entire agreement of Owners, Holder and any Beneficiary pertaining to the subject matter of this Agreement. The terms of this Agreement supersede in full all statements and writings between Owners, Holder, and others pertaining to the transaction set forth in this Agreement.

**6.10 Notices**

Notice to Holder under this Agreement must be in writing and given by one of the following methods: (i) personal delivery; (ii) certified mail, return receipt requested and postage prepaid; or (iii) nationally recognized overnight courier, with all fees prepaid. In an emergency, notice may be given by phone (\_\_\_\_) or electronic communication (\_\_\_\_) followed by one of the methods in the preceding sentence.

INTENDING TO BE LEGALLY BOUND, the undersigned Owner or Owners and Holder, by their respective duly authorized representatives, have signed and delivered this Agreement as of the Agreement Date.

Witness/Attest:

\_\_\_\_\_

Owner's Name: \_\_\_\_\_

\_\_\_\_\_

Owner's Name: \_\_\_\_\_

[NAME OF HOLDER]

\_\_\_\_\_

By: \_\_\_\_\_  
 Name of signatory:  
 Title of signatory:

*This document is based on the model Trail Easement Agreement (9/11/2008 edition) provided by the Pennsylvania Land Trust Association.*

*The model on which this document is based should not be construed or relied upon as legal advice or legal opinion on any specific facts or circumstances. It should be revised to reflect specific circumstances under the guidance of legal counsel.*

COMMONWEALTH OF PENNSYLVANIA:

COUNTY OF \_\_\_\_\_ :

ON THIS DAY \_\_\_\_\_, before me, the undersigned officer, personally appeared \_\_\_\_\_, known to me (or satisfactorily proven) to be the person(s) whose name(s) is/are subscribed to the within instrument, and acknowledged that he/she/they executed the same for the purposes therein contained.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

\_\_\_\_\_, Notary Public

Print Name:

COMMONWEALTH OF PENNSYLVANIA :

SS

COUNTY OF \_\_\_\_\_ :

ON THIS DAY \_\_\_\_\_ before me, the undersigned officer, personally appeared \_\_\_\_\_, who acknowledged him/herself to be the \_\_\_\_\_ of \_\_\_\_\_, a Pennsylvania non-profit corporation, and that he/she as such officer, being authorized to do so, executed the foregoing instrument for the purposes therein contained by signing the name of the corporation by her/himself as such officer.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

\_\_\_\_\_, Notary Public

Print Name:

**Prepared by:**

Name:

Address:

Telephone:

**Return to:**

Name:

Address:

**Tax Parcel(s):**

## **CONSERVATION EASEMENT**

THIS CONSERVATION EASEMENT dated as of \_\_\_\_\_ (the "Easement Date") is by and between  
\_\_\_\_\_ ("the undersigned Owner or Owners") and \_\_\_\_\_ (the "Holder").

### **Article I. Background**

**1.01 Property**

The undersigned Owner or Owners are the sole owners in fee simple of the Property described in Exhibit "A" (the "Property"). The Property is also described as:

Street Address:

Municipality:

County:

State: Pennsylvania

Parcel Identifier:

Acreage:

**1.02 Conservation Plan**

Attached as Exhibit "B" is a survey or other graphic depiction of the Property (the "Conservation Plan") showing, among other details, the location of one or more of the following areas – the Highest Protection Area, the Standard Protection Area and the Minimal Protection Area.

**1.03 Conservation Objectives**

This Conservation Easement provides different levels of protection for the areas shown on the Conservation Plan so as to achieve the goals and resource protection objectives (collectively, the "Conservation Objectives") for the Property set forth below:

**(a) Resource Protection Objectives**

- (i) **Water Resources.** This Conservation Easement seeks to protect the quality of water resources within or in the vicinity of the Property by implementing measures that help protect water resources from sediment and non-point pollution and promote the infiltration, detention and natural filtration of storm water. Protecting water resources also helps preserve habitat for Native Species dependent on water resources.
- (ii) **Forest and Woodland Resources.** This Conservation Easement seeks to promote biological diversity and to perpetuate and foster the growth of a healthy and unfragmented forest or woodland. Features to be protected include Native Species; continuous canopy with multi-tiered understory of trees, shrubs, wildflowers and grasses; natural habitat, breeding sites and corridors for the migration of birds and wildlife. Species other than Native Species often negatively affect the survival of Native Species and disrupt the functioning of ecosystems. Trees store carbon, offsetting the harmful by-products of burning fossil fuels and trap air pollution particulates, cleaning air.
- (iii) **Wildlife Resources.** This Conservation Easement seeks to protect large intact areas of wildlife habitat and connect patches of wildlife habitat. Large habitat patches typically support greater biodiversity and can maintain more ecosystem processes than small patches. Large intact habitats

allow larger, healthier populations of a species to persist; thus, increasing the chance of survival over time. Fragmentation of large habitats often decreases the connectivity of systems, negatively affecting the movement of species necessary for fulfilling nutritional or reproductive requirements.

- (iv) **Scenic Resources.** This Conservation Easement seeks to preserve the relationship of scenic resources within the Property to natural and scenic resources in its surrounds and to protect scenic vistas visible from public rights-of-way and other public access points in the vicinity of the Property.
- (v) **Sustainable Land Uses.** This Conservation Easement seeks to ensure that Agriculture, Forestry, and other uses, to the extent that they are permitted, are conducted in a manner that will neither diminish the biological integrity of the Property nor deplete natural resources over time nor lead to an irreversible disruption of ecosystems and associated processes. Agricultural and Forestry activities are regulated so as to protect soils of high productivity; to ensure future availability for Sustainable uses; and to minimize adverse effects of Agricultural and Forestry uses on water resources described in the Conservation Objectives.
- (vi) **Compatible Land Use and Development.** Certain areas have been sited within the Property to accommodate existing and future development taking into account the entirety of the natural potential of the Property as well as its scenic resources.

**(b) Goals**

- (i) **Highest Protection Area.** This Conservation Easement seeks to protect natural resources within the Highest Protection Area so as to keep them in an undisturbed state except as required to promote and maintain a diverse community of predominantly Native Species.
- (ii) **Standard Protection Area.** This Conservation Easement seeks to promote good stewardship of the Standard Protection Area so that its soil and other natural resources will always be able to support Sustainable Agriculture or Sustainable Forestry.
- (iii) **Minimal Protection Area.** This Conservation Easement seeks to promote compatible land use and development within the Minimal Protection Area so that it will be available for a wide variety of activities, uses and Additional Improvements subject to the minimal constraints necessary to achieve Conservation Objectives outside the Minimal Protection Area.

**1.04 Baseline Documentation**

As of the Easement Date, the undersigned Owner or Owners and Holder have signed for identification purposes the report (the “Baseline Documentation”), to be kept on file at the principal office of Holder, that contains an original, full-size version of the Conservation Plan and other information sufficient to identify on the ground the protection areas identified in this Article; that describes Existing Improvements; that identifies the conservation resources of the Property described in the Conservation Objectives; and that includes, among other information, photographs depicting existing conditions of the Property as of the Easement Date.

**1.05 Structure of Conservation Easement**

This Conservation Easement is divided into eight Articles. Articles II, III and IV contain the restrictive covenants imposed by the undersigned Owner or Owners on the Property. In Article V the undersigned Owner or Owners grant to Holder and Beneficiaries (if any) certain rights to enforce the restrictive covenants in perpetuity against all Owners of the Property (“Enforcement Rights”). Article V also contains the procedure for Review applicable to those items permitted subject to Review under Articles II, III and IV. Article VI details the procedures for exercise of Enforcement Rights. Article VII contains provisions generally applicable to both Owners and Holder. The last Article entitled “Glossary” contains definitions of capitalized terms used in this Conservation Easement and not defined in this Article I.

**1.06 Federal Tax Items**

**(a) Qualified Conservation Contribution**

The rights granted to Holder under this Conservation Easement have been donated in whole or in part by the undersigned Owner or Owners. This Conservation Easement is intended to qualify as a charitable donation of a partial interest in real estate (as defined under §170(f)(3)(B)(iii) of the Code) to a qualified organization (a “Qualified Organization”) as defined in §1.170(A-14)(c)(1) of the Regulations.

**(b) Public Benefit**

The undersigned Owner or Owners have entered into this Conservation Easement to provide a significant public benefit (as defined in §1.170A-14(d)(2)(i) of the Regulations). In addition to the public benefits

described in the Conservation Objectives, the Baseline Documentation identifies public policy statements and other factual information supporting the significant public benefit of this Conservation Easement.

**(c) Mineral Interests**

No Person has retained a qualified mineral interest in the Property of a nature that would disqualify the Conservation Easement for purposes of §1.170A-14(g)(4) of the Regulations. From and after the Easement Date, the grant of any such interest is prohibited and Holder has the right to prohibit the exercise of any such right or interest if granted in violation of this provision.

**(d) Notice Required under Regulations**

To the extent required for compliance with §1.170A-14(g)(5)(ii) of the Regulations, and only to the extent such activity is not otherwise subject to Review under this Conservation Easement, Owners agree to notify Holder before exercising any reserved right that may have an adverse impact on the conservation interests associated with the Property.

**(e) Property Right**

In accordance with §1.170A-14(g)(6) of the Regulations, the undersigned Owner or Owners agree that the grant of this Conservation Easement gives rise to a property right, immediately vested in the Holder, that entitles the Holder to compensation upon extinguishment of the easement. The fair market value of the property right is to be determined in accordance with the Regulations; i.e., it is at least equal to the proportionate value that this Conservation Easement as of the Easement Date bears to the value of the Property as a whole as of the Easement Date (the "Proportionate Value"). If the Proportionate Value exceeds the compensation otherwise payable to Holder under Article VI, Holder is entitled to payment of the Proportionate Value. Holder must use any funds received on account of the Proportionate Value for conservation purposes (as that phrase is defined in the Regulations).

**(f) Qualification under §2031(c) of the Code**

To the extent required to qualify for exemption from federal estate tax under §2031(c) of the Code, and only to the extent such activity is not otherwise prohibited or limited under this Conservation Easement, Owners agree that commercial recreational uses are not permitted within the Property.

**(g) Acknowledgment of Donation**

Except for such monetary consideration (if any) as is set forth in this Article, Holder acknowledges that no goods or services were received in consideration of the grant of this Conservation Easement.

**(h) No Representation of Tax Benefits**

The undersigned Owner or Owners represent, warrant and covenant to Holder that:

- (i) The undersigned Owner or Owners have not relied upon any information or analyses furnished by Holder with respect to either the availability, amount or effect of any deduction, credit or other benefit to Owners under the Code, the Regulations or other Applicable Law; or the value of this Conservation Easement or the Property.
- (ii) The undersigned Owner or Owners have relied solely upon their own judgment and/or professional advice furnished by the appraiser and legal, financial and accounting professionals engaged by the undersigned Owner or Owners. If any Person providing services in connection with this Conservation Easement or the Property was recommended by Holder, the undersigned Owner or Owners acknowledge that Holder is not responsible in any way for the performance of services by these Persons.
- (iii) The donation of this Conservation Easement is not conditioned upon the availability or amount of any deduction, credit or other benefit under the Code, Regulations or other Applicable Law.

**1.07 Beneficiaries**

As of the Easement Date, no Beneficiaries of this Conservation Easement have been identified by the undersigned Owner or Owners and Holder.

**1.08 Consideration**

The undersigned Owner or Owners acknowledge receipt of the sum of \$1.00 in consideration of the grant of this Conservation Easement to Holder. The consideration has been paid in full to the undersigned Owner or Owners as of the Easement Date.

## **Article II. Subdivision**

### **2.01 Prohibition**

No Subdivision of the Property is permitted except as set forth below.

### **2.02 Permitted Subdivision**

The following Subdivisions are permitted:

#### **(a) Lot Line Change**

Subdivision to merge two Existing Lots into one or to adjust a boundary line between two Existing Lots within the Property and, subject to Review, an adjustment of the boundary line between an Existing Lot and another Lot outside the Property if, as a result of the adjustment, there is no material decrease in the acreage of the Property.

#### **(b) Transfer to Qualified Organization**

Subdivision to permit the transfer of a portion of the Property to a Qualified Organization for use by the Qualified Organization for park, nature preserve, public trail or other conservation purposes consistent with and in furtherance of Conservation Objectives.

#### **(c) Lease**

Subject to Review, transfer of possession (but not ownership) of one or more portions of the Property by lease for purposes permitted under, and subject to compliance with, the terms of this Conservation Easement.

### **2.03 Subdivision Requirements**

#### **(a) Establishment of Lots; Allocations.**

Prior to transfer of a Lot following a Subdivision, Owners must (i) furnish Holder with the plan of Subdivision approved under Applicable Law and legal description of the each Lot created or reconfigured by the Subdivision; (ii) mark the boundaries of each Lot with permanent markers; and (iii) allocate in the deed of transfer of a Lot created by the Subdivision those limitations applicable to more than one Lot under this Conservation Easement. This information will become part of the Baseline Documentation incorporated into this Conservation Easement.

#### **(b) Amendment**

Holder may require Owners to execute an Amendment of this Conservation Easement to reflect any change to the description of the Property set forth in Exhibit "A" or any other changes and allocations resulting from Subdivision that are not established to the reasonable satisfaction of Holder by recordation in the Public Records of the plan of Subdivision approved under Applicable Law.

## **Article III. Improvements**

### **3.01 Prohibition**

Improvements within the Property are prohibited except as permitted below in this Article.

### **3.02 Permitted Within Highest Protection Area**

The following Improvements are permitted within the Highest Protection Area:

#### **(a) Existing Improvements**

Any Existing Improvement may be maintained, repaired and replaced in its existing location. Existing Improvements may be expanded or relocated if the expanded or relocated Improvement complies with requirements applicable to Additional Improvements of the same type.

#### **(b) Existing Agreements**

Improvements that Owners are required to allow under Existing Agreements are permitted.

#### **(c) Additional Improvements**

The following Additional Improvements are permitted:

- (i) Fences, walls and gates, not to exceed four (4) feet in Height or such greater Height as is approved by Holder after Review.
- (ii) Regulatory Signs.

- (iii) Habitat enhancement devices such as birdhouses and bat houses.
- (iv) Trails covered (if at all) by wood chips, gravel, or other highly porous surface.
- (v) Subject to Review, footbridges, stream crossing structures and stream access structures.
- (vi) Subject to Review, Access Drives and Utility Improvements to service Improvements within the Property but only if there is no other reasonably feasible means to provide access and utility services to the Property.
- (vii) Subject to Review, Extraction Improvements and Improvements for Renewable Energy but only if located wholly beneath the surface at a depth at which there can be no impairment of water or other resources described in the Conservation Objectives. No Access Drives to service any such Improvements are permitted.

### **3.03 Permitted Within Standard Protection Area**

The following Improvements are permitted within the Standard Protection Area:

#### **(a) Permitted under Preceding Sections**

Any Improvement permitted under a preceding section of this Article is permitted.

#### **(b) Additional Improvements**

The following Additional Improvements are permitted:

- (i) Agricultural Improvements.
- (ii) Utility Improvements and Site Improvements reasonably required for activities and uses permitted within the Standard Protection Area.
- (iii) Subject to Review, Utility Improvements and Site Improvements servicing other areas of the Property, if not reasonably feasible to install entirely within Minimal Protection Area.
- (iv) Subject to Review, Improvements for generating and transmitting Renewable Energy that Holder, without any obligation to do so, determines are consistent with maintenance or attainment of Conservation Objectives.

#### **(c) Limitations on Additional Improvements**

Additional Improvements permitted within the Standard Protection Area are further limited as follows:

- (i) The Height of Improvements must not exceed thirty-five (35) feet except for Improvements for generating Renewable Energy approved by the Holder after Review.
- (ii) Fences remain limited as in the Highest Protection Area.
- (iii) Impervious Coverage must not exceed a limit of 500 square feet per roofed Improvement. Impervious Coverage must not exceed a limit of 1500 square feet in the aggregate for all Improvements within the Standard Protection Area. The limitation on aggregate Impervious Coverage excludes Impervious Coverage associated with ponds and Access Drives.
- (iv) Access Drives and farm lanes are limited to a driving surface not to exceed fourteen (14) feet in width and are further limited, in the aggregate, to 500 feet in length.
- (v) Ponds are limited, in the aggregate, to 1500 square feet of Impervious Coverage.
- (vi) In addition to Regulatory Signs, signs are limited to a maximum of eight (8) square feet per sign and twenty-four (24) square feet in the aggregate for all signs within the Property.
- (vii) Utility Improvements must be underground or, subject to Review, may be aboveground where not reasonably feasible to be installed underground.
- (viii) The following Improvements are not permitted unless Holder, without any obligation to do so, approves after Review: (A) exterior storage tanks for petroleum or other hazardous or toxic substances (other than reasonable amounts of fuel for activities and uses within the Property permitted under this Conservation Easement); and (B) Utility Improvements servicing Improvements not within the Property.
- (ix) Improvements in connection with recreational and open-space activities and uses are limited to Site Improvements not exceeding nine (9) feet in Height and 500 square feet of Impervious Coverage in the aggregate.

### **3.04 Permitted Within Minimal Protection Area**

The following Improvements are permitted within Minimal Protection Area:

**(a) Permitted under Preceding Sections**

Any Improvement permitted under a preceding section of this Article is permitted.

**(b) Additional Improvements**

The following Additional Improvements are permitted:

- (i) Residential Improvements.
- (ii) Utility Improvements and Site Improvements servicing activities, uses or Improvements permitted within the Property. Signs, fences, storage tanks and Utility Improvements remain limited as set forth for the Standard Protection Area.

**(c) Limitations**

Additional Improvements permitted within the Minimal Protection Area are further limited as follows:

- (i) Not more than one (1) Improvement (whether an Existing Improvement or Additional Improvement) may contain Dwelling Units (if any) permitted under Article IV.
- (ii) Additional Improvements are subject to a Height limitation of thirty-five (35) feet. Subject to Review, Improvements for generating Renewable Energy may exceed this Height limitation.

## **Article IV. Activities; Uses; Disturbance of Resources**

### **4.01 Prohibition**

Activities and uses are limited to those permitted below in this Article and provided in any case that the intensity or frequency of the activity or use does not materially and adversely affect maintenance or attainment of Conservation Objectives.

### **4.02 Density Issues under Applicable Law**

**(a) Promoting Development outside the Property**

Neither the Property nor the grant of this Conservation Easement may be used under Applicable Law to increase density or intensity of use or otherwise promote the development of other lands outside the Property.

**(b) Transferable Development Rights**

Owners may not transfer for use outside the Property (whether or not for compensation) any development rights allocated to the Property under Applicable Law.

### **4.03 Permitted Within Highest Protection Area**

The following activities and uses are permitted within the Highest Protection Area:

**(a) Existing Agreements**

Activities, uses and Construction that Owners are required to allow under Existing Agreements.

**(b) Disturbance of Resources**

- (i) Cutting trees, Construction or other disturbance of resources, including removal of Invasive Species, to the extent reasonably prudent to remove, mitigate or warn against an unreasonable risk of harm to Persons, property or health of Native Species on or about the Property. Owners must take such steps as are reasonable under the circumstances to consult with Holder prior to taking actions that, but for this provision, would not be permitted or would be permitted only after Review.
- (ii) Planting a diversity of Native Species of trees, shrubs and herbaceous plant materials in accordance with Best Management Practices.
- (iii) Removal and disturbance of soil, rock and vegetative resources to the extent reasonably necessary to accommodate Construction of Improvements within the Highest Protection Area with restoration as soon as reasonably feasible by replanting with a diversity of Native Species of trees, shrubs and herbaceous plant materials in accordance with Best Management Practices.
- (iv) Vehicular use in the case of emergency and, subject to applicable limitations (if any), in connection with activities or uses permitted within the Highest Protection Area.
- (v) Except within Wet Areas, cutting trees for use on the Property not to exceed two (2) cords per year.
- (vi) Subject to Review, removal of vegetation to accommodate replanting with a diversity of Native Species of trees, shrubs and herbaceous plant materials.

- (vii) Subject to Review, extraction of natural gas or oil, and injection or release of water and other substances to facilitate such extraction, but only at subterranean levels at a depth at which there can be no impairment of water or other resources described in the Conservation Objectives. No surface activities or uses, including Construction activities, incident to such extraction are permitted.
- (viii) Generation of Renewable Energy and transmission of such energy if and to the extent Improvements for that purpose are permitted under Article III.
- (ix) Other resource management activities that Holder, without any obligation to do so, determines are consistent with maintenance or attainment of Conservation Objectives and are conducted in accordance with the Resource Management Plan approved for that activity after Review.

**(c) Release and Disposal**

- (i) Application of substances (other than manure) to promote health and growth of vegetation in accordance with manufacturer's recommendations and Applicable Law. Within Wet Areas only substances approved for aquatic use are permitted.
- (ii) Piling of brush and other vegetation to the extent reasonably necessary to accommodate activities or uses permitted within the Highest Protection Area.

**(d) Other Activities**

Activities that do not require Improvements other than trails and do not materially and adversely affect maintenance or attainment of Conservation Objectives such as the following: (i) walking, horseback riding on trails, cross-country skiing, bird watching, nature study, fishing and hunting; and (ii) educational or scientific activities consistent with and in furtherance of the Conservation Objectives. Vehicular use is not permitted in connection with the activities permitted under this subsection, unless Holder, without any obligation to do so, approves the use after Review.

**4.04 Permitted Within Standard Protection Area**

The following activities and uses are permitted within the Standard Protection Area so long as no Invasive Species are introduced:

**(a) Permitted under Preceding Sections**

Activities and uses permitted under preceding sections of this Article are permitted within the Standard Protection Area.

**(b) Agricultural Uses**

Sustainable Agricultural uses and activities that maintain continuous vegetative cover and, if conducted in accordance with a Soil Conservation Plan furnished to Holder, Sustainable Agricultural uses that do not maintain continuous vegetative cover. In either case, the limitations set forth below apply:

- (i) Within Wet Areas, grazing is permitted only if Holder approves after Review.
- (ii) Within Steep Slope Areas, the Soil Conservation Plan is subject to Review by Holder to determine that measures have been included to minimize adverse effects on natural resources such as a conservation tillage system, contour farming or cross slope farming.
- (iii) Agricultural uses that involve removal of soil from the Property (such as sod farming and ball-and-burlap nursery uses) are permitted only if conducted in accordance with a Resource Management Plan approved by Holder after Review that provides for, among other features, a soil replenishment program that will qualify the activity as a Sustainable Agricultural use.
- (iv) Woodland Areas may not be used for or converted to Agricultural uses unless Holder, without any obligation to do so, approves after Review.

**(c) Forestry Uses**

Sustainable Forestry in accordance with a Resource Management Plan approved after Review.

**(d) Other Disturbance of Resources**

- (i) Subject to Review, removal or impoundment of water for activities and uses permitted within the Property but not for sale or transfer outside the Property.
- (ii) Removal of vegetation and other Construction activities reasonably required to accommodate Improvements permitted within the Standard Protection Area.
- (iii) Mowing, planting and maintenance of lawn, garden and landscaped areas.

**(e) Release and Disposal**

- (i) Piling and composting of biodegradable materials originating from the Property in furtherance of Agricultural Uses within the Property permitted under this Article. Manure piles must be located so as not to create run-off into Wet Areas.
- (ii) Subject to Review, disposal of sanitary sewage effluent from Improvements permitted within the Property if not reasonably feasible to confine such disposal to Minimal Protection Area.

**(f) Other Activities**

Recreational and open-space activities and uses that (i) do not require Improvements other than those permitted within the Standard Protection Area; (ii) do not materially and adversely affect scenic views and other values described in the Conservation Objectives; and (iii) do not require motorized vehicular use other than for resource management purposes.

**4.05 Permitted Within Minimal Protection Area**

The following activities and uses are permitted within the Minimal Protection Area:

**(a) Permitted under Preceding Sections**

Activities and uses permitted under preceding sections of this Article are permitted within the Minimal Protection Area.

**(b) Disturbance of Resources**

Disturbance of resources within the Minimal Protection Area is permitted for purposes reasonably related to activities or uses permitted within the Minimal Protection Area. Introduction of Invasive Species remains prohibited.

**(c) Release and Disposal**

- (i) Disposal of sanitary sewage effluent from Improvements permitted within the Property.
- (ii) Other piling of materials and non-containerized disposal of substances and materials but only if such disposal is permitted under Applicable Law; does not directly or indirectly create run-off or leaching outside the Minimal Protection Area; and does not adversely affect Conservation Objectives applicable to the Minimal Protection Area including those pertaining to scenic views.

**(d) Residential and Other Uses**

- (i) Residential use is permitted but limited to not more than one (1) Dwelling Unit.
- (ii) Any occupation, activity or use is permitted if wholly contained within an enclosed Residential or Agricultural Improvement. The phrase “wholly contained” means that neither the primary activity or use or any accessory uses such as parking or signage, are visible or discernable outside the Improvement; however, subject to Review, exterior vehicular parking and signage accessory to such uses may be permitted by Holder.

## **Article V. Rights and Duties of Holder and Beneficiaries**

### **5.01 Grant to Holder**

**(a) Grant in Perpetuity**

By signing this Conservation Easement and unconditionally delivering it to Holder, the undersigned Owner or Owners, intending to be legally bound, grant and convey to Holder a conservation servitude over the Property in perpetuity for the purpose of administering and enforcing the restrictions and limitations set forth in Articles II, III, and IV in furtherance of the Conservation Objectives.

**(b) Superior to all Liens**

The undersigned Owner or Owners warrant to Holder that the Property is, as of the Easement Date, free and clear of all Liens or, if it is not, that Owners have obtained and attached to this Conservation Easement as an Exhibit the legally binding subordination of any Liens affecting the Property as of the Easement Date.

### **5.02 Rights and Duties of Holder**

The grant to Holder under the preceding section gives Holder the right and duty to perform the following tasks:

**(a) Enforcement**

To enforce the terms of this Conservation Easement in accordance with the provisions of Article VI including, in addition to other remedies, the right to enter the Property to investigate a suspected, alleged or threatened violation.

**(b) Inspection**

To enter and inspect the Property for compliance with the requirements of this Conservation Easement upon reasonable notice, in a reasonable manner and at reasonable times.

**(c) Review**

To exercise rights of Review in accordance with the requirements of this Article as and when required under applicable provisions of this Conservation Easement.

**(d) Interpretation**

To interpret the terms of this Conservation Easement, apply the terms of this Conservation Easement to factual conditions on or about the Property, respond to requests for information from Persons having an interest in this Conservation Easement or the Property (such as requests for a certification of compliance), and apply the terms of this Conservation Easement to changes occurring or proposed within the Property.

**5.03 Other Rights of Holder**

The grant to Holder under this Article also permits Holder, without any obligation to do so, to exercise the following rights:

**(a) Amendment**

To enter into an Amendment with Owners if Holder determines that the Amendment is consistent with and in furtherance of the Conservation Objectives; will not result in any private benefit prohibited under the Code; and otherwise conforms to Holder's policy with respect to Amendments.

**(b) Signs**

To install one or more signs within the Property identifying the interest of Holder or one or more Beneficiaries in this Conservation Easement. Any signs installed by Holder do not reduce the number or size of signs permitted to Owners under Article III. Signs are to be of the customary size installed by Holder or Beneficiary, as the case may be, and must be installed in locations readable from the public right-of-way and otherwise reasonably acceptable to Owners.

**5.04 Review**

The following provisions are incorporated into any provision of this Conservation Easement that is subject to Review:

**(a) Notice to Holder**

At least thirty (30) days before Owners begin or allow any Construction, activity or use that is subject to Review, Owners must notify Holder of the change including with the notice such information as is reasonably sufficient to comply with Review Requirements and otherwise describe the change and its potential impact on natural resources within the Property.

**(b) Notice to Owners**

Within thirty (30) days after receipt of Owners' notice, Holder must notify Owners of Holder's determination to (i) accept Owners' proposal in whole or in part; (ii) reject Owners' proposal in whole or in part; (iii) accept Owners' proposal conditioned upon compliance with conditions imposed by Holder; or (iv) reject Owners' notice for insufficiency of information on which to base a determination. If Holder gives conditional acceptance under clause (iii), commencement of the proposed Improvement, activity, use or Construction constitutes acceptance by Owners of all conditions set forth in Holder's notice.

**(c) Failure to Notify**

If Holder fails to notify Owners as required in the preceding subsection, the proposal set forth in Owners' notice is deemed approved.

**(d) Standard of Review**

(i) The phrase "unless Holder, without any obligation to do so," in relation to an approval or determination by Holder, means that, in that particular case, Holder's approval is wholly discretionary and may be given or withheld for any reason or no reason.

- (ii) In all other cases, Holder's approval is not to be unreasonably withheld. It is not unreasonable for Holder to disapprove a proposal that may adversely affect natural resources described in the Conservation Objectives or that is otherwise inconsistent with maintenance or attainment of Conservation Objectives.

#### **5.05 Reimbursement**

Owners must reimburse Holder for the costs and expenses of Holder reasonably incurred in the course of performing its duties with respect to this Conservation Easement other than monitoring in the ordinary course. These costs and expenses include the allocated costs of employees of Holder.

## **Article VI. Violation; Remedies**

### **6.01 Breach of Duty**

#### **(a) Failure to Enforce**

If Holder fails to enforce this Conservation Easement, or ceases to qualify as a Qualified Organization, then the rights and duties of Holder under this Conservation Easement may be (i) exercised by a Beneficiary or a Qualified Organization designated by a Beneficiary; and/or (ii) transferred to another Qualified Organization by a court of competent jurisdiction.

#### **(b) Transferee**

The transferee must be a Qualified Organization and must commit to hold this Conservation Easement exclusively for conservation purposes as defined in the Code.

### **6.02 Violation of Conservation Easement**

If Holder determines that this Conservation Easement is being or has been violated or that a violation is threatened or imminent then the provisions of this Section will apply:

#### **(a) Notice**

Holder must notify Owners of the violation. Holder's notice may include its recommendations of measures to be taken by Owners to cure the violation and restore features of the Property damaged or altered as a result of the violation.

#### **(b) Opportunity to Cure**

Owners' cure period expires thirty (30) days after the date of Holder's notice to Owners subject to extension for the time reasonably necessary to cure but only if all of the following conditions are satisfied:

- (i) Owners cease the activity constituting the violation promptly upon receipt of Holder's notice;
- (ii) Owners and Holder agree, within the initial thirty (30) day period, upon the measures Owners will take to cure the violation;
- (iii) Owners commence to cure within the initial thirty (30) day period; and
- (iv) Owners continue thereafter to use best efforts and due diligence to complete the agreed upon cure.

#### **(c) Imminent Harm**

No notice or cure period is required if circumstances require prompt action to prevent or mitigate irreparable harm or alteration to any natural resource or other feature of the Property described in the Conservation Objectives.

### **6.03 Remedies**

Upon expiration of the cure period (if any) described in the preceding Section, Holder may do any one or more of the following:

#### **(a) Injunctive Relief**

Seek injunctive relief to specifically enforce the terms of this Conservation Easement; to restrain present or future violations of this Conservation Easement; and/or to compel restoration of resources destroyed or altered as a result of the violation.

**(b) Civil Action**

Recover from Owners or other Persons responsible for the violation all sums owing to Holder under applicable provisions of this Conservation Easement together with interest thereon from the date due at the Default Rate. These monetary obligations include, among others, Losses and Litigation Expenses.

**(c) Self-Help**

Enter the Property to prevent or mitigate further damage to or alteration of natural resources of the Property identified in the Conservation Objectives.

**6.04 Modification or Termination**

If this Conservation Easement is or is about to be modified or terminated by exercise of the power of eminent domain (condemnation) or adjudication of a court of competent jurisdiction sought by a Person other than Holder the following provisions apply:

**(a) Compensatory Damages**

Holder is entitled to collect from the Person seeking the modification or termination, compensatory damages in an amount equal to the increase in Market Value of the Property resulting from the modification or termination plus reimbursement of Litigation Expenses as if a violation had occurred.

**(b) Restitution**

Holder or any Beneficiary is entitled to recover from the Person seeking the modification or termination, (i) restitution of amounts paid for this Conservation Easement (if any) and any other sums invested in the Property for the benefit of the public as a result of rights granted under this Conservation Easement plus (ii) reimbursement of Litigation Expenses as if a violation had occurred.

**6.05 Remedies Cumulative**

The description of Holder's remedies in this Article does not preclude Holder from exercising any other right or remedy that may at any time be available to Holder under this Article or Applicable Law. If Holder chooses to exercise one remedy, Holder may nevertheless choose to exercise any one or more of the other rights or remedies available to Holder at the same time or at any other time.

**6.06 No Waiver**

If Holder does not exercise any or all of its Enforcement Rights upon the occurrence of an event constituting a violation of this Conservation Easement, that is not to be interpreted as an agreement to postpone or, absent a Waiver, to forebear the exercise its Enforcement Rights with respect to that occurrence or a future occurrence..

**6.07 No Fault of Owners**

Holder will waive its right to reimbursement under this Article as to Owners (but not other Persons who may be responsible for the violation) if Holder is reasonably satisfied that the violation was not the fault of Owners and could not have been anticipated or prevented by Owners by reasonable means.

**6.08 Multiple Owners; Multiple Lots**

If different Owners own Lots within the Property, only the Owners of the Lot in violation will be held responsible for the violation.

**6.09 Multiple Owners; Single Lot**

If more than one Owner owns the Lot in violation of this Conservation Easement, the Owners of the Lot in violation are jointly and severally liable for the violation regardless of the form of ownership.

**6.10 Continuing Liability**

If a Lot subject to this Conservation Easement is transferred while a violation remains uncured, the Owners who transferred the Lot remain liable for the violation jointly and severally with the Owners to whom the Lot was transferred. This provision does not apply if Holder has issued a certificate of compliance evidencing no violations within thirty (30) days prior to the transfer. It is the responsibility of the Owners owning the Lot prior to the transfer to request a certificate of compliance to verify whether violations exist as of the date of transfer.

## **Article VII. Miscellaneous**

### **7.01 Notices**

#### **(a) Requirements**

Each Person giving any notice pursuant to this Conservation Easement must give the notice in writing and must use one of the following methods of delivery: (i) personal delivery; (ii) certified mail, return receipt requested and postage prepaid; or (iii) nationally recognized overnight courier, with all fees prepaid.

#### **(b) Address for Notices**

Each Person giving a notice must address the notice to the appropriate Person at the receiving party at the address listed below or to another address designated by that Person by notice to the other Person:

If to Owners:

If to Holder:

### **7.02 Governing Law**

The laws of the Commonwealth of Pennsylvania govern this Conservation Easement.

### **7.03 Assignment and Transfer**

Neither Owners nor Holder may assign or otherwise transfer any of their respective rights or duties under this Conservation Easement voluntarily or involuntarily, whether by merger, consolidation, dissolution, operation of law or any other manner except as permitted below. Any purported assignment or transfer in violation of this Section is void.

#### **(a) By Holder**

Holder may assign its rights and duties under this Conservation Easement, either in whole or in part, but only to a Qualified Organization that executes and records in the Public Records a written agreement assuming the obligations of Holder under this Conservation Easement. The assigning Holder must deliver the Baseline Documentation to the assignee Holder as of the date of the assignment. Holder must assign its rights and duties under this Conservation Easement to another Qualified Organization if Holder becomes the Owner of the Property.

#### **(b) By Owners**

This Conservation Easement is a servitude running with the land binding upon the undersigned Owners and, upon recordation in the Public Records, all subsequent Owners of the Property or any portion of the Property are bound by its terms whether or not the Owners had actual notice of this Conservation Easement and whether or not the deed of transfer specifically referred to the transfer being under and subject to this Conservation Easement.

### **7.04 Binding Agreement**

Subject to the restrictions on assignment and transfer set forth in the preceding Section, this Conservation Easement binds and benefits Owners and Holder and their respective personal representatives, successors and assigns.

### **7.05 No Other Beneficiaries**

This Conservation Easement does not confer any Enforcement Rights or other remedies upon any Person other than Owners, Holder and the Beneficiaries (if any) specifically named in this Conservation Easement. Owners of Lots within or adjoining the Property are not beneficiaries of this Conservation Easement and, accordingly, have no right of approval or joinder in any Amendment other than an Amendment applicable to the Lot owned by such Owners. This provision does not preclude Owners or other Persons having an interest in this Conservation Easement from petitioning a court of competent jurisdiction to exercise remedies available under this Conservation Easement for breach of duty by Holder.

### **7.06 Amendments; Waivers**

No change in any term or provision of this Conservation Easement and no consent to any departure by Owners from strict compliance with this Conservation Easement is effective unless the Amendment or

Waiver, as the case may be, is in writing and signed by an authorized signatory for Holder. The grant of an Amendment or Waiver in any instance does not imply that an Amendment or Waiver will be granted in any other instance.

#### **7.07 Severability**

If any provision of this Conservation Easement is determined to be invalid, illegal or unenforceable, the remaining provisions of this Conservation Easement remain valid, binding and enforceable. To the extent permitted by Applicable Law, the parties waive any provision of Applicable Law that renders any provision of this Conservation Easement invalid, illegal or unenforceable in any respect.

#### **7.08 Counterparts**

This Conservation Easement may be signed in multiple counterparts, each of which constitutes an original, and all of which, collectively, constitute only one agreement.

#### **7.09 Indemnity**

Owners must indemnify and defend the Indemnified Parties against all Losses and Litigation Expenses arising out of or relating to (a) any breach or violation of this Conservation Easement or Applicable Law; and (b) damage to property or personal injury (including death) occurring on or about the Property if and to the extent not caused by the negligent or wrongful acts or omissions of an Indemnified Party.

#### **7.10 Guides to Interpretation**

##### **(a) Captions**

Except for the identification of defined terms in the Glossary, the descriptive headings of the articles, sections and subsections of this Conservation Easement are for convenience only and do not constitute a part of this Conservation Easement.

##### **(b) Glossary**

If any term defined in the Glossary is not used in this Conservation Easement, the defined term is to be disregarded as surplus material.

##### **(c) Other Terms**

(i) The word “including” means “including but not limited to”.

(ii) The word “must” is obligatory; the word “may” is permissive and does not imply any obligation.

##### **(d) Conservation and Preservation Easements Act**

This Conservation Easement is intended to be interpreted so as to convey to Holder all of the rights and privileges of a holder of a conservation easement under the Conservation Easements Act.

##### **(e) Restatement of Servitudes**

This Conservation Easement is intended to be interpreted so as to convey to Holder all of the rights and privileges of a holder of a conservation servitude under the Restatement (Third) of Servitudes.

#### **7.11 Entire Agreement**

This is the entire agreement of Owners, Holder and Beneficiaries (if any) pertaining to the subject matter of this Conservation Easement. The terms of this Conservation Easement supersede in full all statements and writings between Owners, Holder and others pertaining to the transaction set forth in this Conservation Easement.

#### **7.12 Incorporation by Reference**

Each Exhibit attached to this Conservation Easement is incorporated into this Conservation Easement by this reference. The Baseline Documentation (whether or not attached to this Conservation Easement) is incorporated into this Conservation Easement by this reference.

#### **7.13 Coal Rights Notice**

The following notice is given to Owners solely for the purpose of compliance with the requirements of the Conservation Easements Act:

**NOTICE:** This Conservation Easement may impair the development of coal interests including workable coal seams or coal interests which have been severed from the Property.

## **Article VIII. Glossary**

### **8.01 Access Drive(s)**

Roads or drives providing access to and from Improvements or Minimal Protection Areas and public rights-of-way.

### **8.02 Additional Improvements**

All buildings, structures, facilities and other improvements within the Property other than Existing Improvements.

### **8.03 Agricultural Improvements**

Improvements used or usable in furtherance of Agricultural uses such as barn, stable, silo, spring house, green house, hoop house, riding arena (whether indoor or outdoor), horse walker, manure storage pit, storage buildings, feeding and irrigation facilities.

### **8.04 Agricultural or Agriculture**

Any one or more of the following and the leasing of land for any of these purposes:

#### **(a) Farming**

- (i) Production of vegetables, fruits, seeds, mushrooms, nuts and nursery crops (including trees) for sale.
- (ii) Production of poultry, livestock and their products for sale.
- (iii) Production of field crops, hay or pasture.
- (iv) Production of sod to be removed and planted elsewhere.

#### **(b) Equestrian**

Boarding, stabling, raising, feeding, grazing, exercising, riding and training horses and instructing riders.

### **8.05 Amendment**

An amendment, modification or supplement to this Conservation Easement signed by Owners and Holder and recorded in the Public Records.

### **8.06 Applicable Law**

Any federal, state or local laws, statutes, codes, ordinances, standards and regulations applicable to the Property or this Conservation Easement as amended through the applicable date of reference.

### **8.07 Beneficiary**

Any governmental entity or Qualified Organization that is specifically named as a Beneficiary of this Conservation Easement under Article I.

### **8.08 Best Management Practices**

A series of guidelines or minimum standards (sometimes referred to as BMP's) recommended by federal, state and/or county resource management agencies for proper application of farming and forestry operations, non-point pollution of water resources and other disturbances of soil, water and vegetative resources and to protect wildlife habitats. Examples of resource management agencies issuing pertinent BMP's as of the Easement Date are: the Natural Resource Conservation Service of the United States Department of Agriculture (with respect to soil resources); the Pennsylvania Department of Environmental Protection (with respect to soil erosion, sedimentation and water resources) and the following sources of BMP's with respect to forest and woodland management: the Forest Stewardship Council principles and criteria, Sustainable Forestry Initiative standards, Forest Stewardship Plan requirements, American Tree Farm standards and Best Management Practices for Pennsylvania Forests.

### **8.09 Code**

The Internal Revenue Code of 1986, as amended through the applicable date of reference.

### **8.10 Conservation Easements Act**

The Pennsylvania Conservation and Preservation Easements Act, the act of June 22, 2001 (P.L. 390, No. 29) (32 P.S. §§5051-5059) as amended through the applicable date of reference.

**8.11 Construction**

Any demolition, construction, reconstruction, expansion, exterior alteration, installation or erection of temporary or permanent Improvements; and, whether or not in connection with any of the foregoing, any excavation, dredging, mining, filling or removal of gravel, soil, rock, sand, coal, petroleum or other minerals.

**8.12 Default Rate**

An annual rate of interest equal at all times to two percent (2%) above the "prime rate" announced from time to time in *The Wall Street Journal*.

**8.13 Dwelling Unit**

Use or intended use of an Improvement or portion of an Improvement for human habitation by one or more Persons (whether or not related). Existence of a separate kitchen accompanied by sleeping quarters is considered to constitute a separate Dwelling Unit.

**8.14 Existing Agreements**

Easements and other servitudes affecting the Property prior to the Easement Date and running to the benefit of utility service providers and other Persons that constitute legally binding servitudes prior in right to this Conservation Easement.

**8.15 Existing Improvements**

Improvements located on, above or under the Property as of the Easement Date as identified in the Baseline Documentation.

**8.16 Existing Lots**

Lots existing under Applicable Law as of the Easement Date.

**8.17 Extraction Improvements**

Wells, casements, impoundments and other Improvements for the exploration, extraction, collection, containment, transport and removal (but not processing or refining) of oil or natural gas from substrata beneath the surface of the Property. The term "Extraction Improvements" includes any Access Drive required for the Construction or operation of Extraction Improvements or the removal of oil or natural gas from the Property. Extraction Improvements (whether or not providing sources of power for the Property) are not included in the defined term "Utility Improvements".

**8.18 Forestry**

Planting, growing, nurturing, managing and harvesting trees whether for timber and other useful products or for water quality, wildlife habitat and other Conservation Objectives.

**8.19 Height**

The vertical elevation of an Improvement measured from the average exterior ground elevation of the Improvement to a point, if the Improvement is roofed, midway between the highest and lowest points of the roof excluding chimneys, cupolas, ventilation shafts, weathervanes and similar protrusions or, if the Improvement is unroofed, the top of the Improvement.

**8.20 Impervious Coverage**

The aggregate area of all surfaces that are not capable of supporting vegetation within the applicable area of reference. Included in Impervious Coverage are the footprints (including roofs, decks, stairs and other extensions) of Improvements; paved or artificially covered surfaces such as crushed stone, gravel, concrete and asphalt; impounded water (such as a man-made pond); and compacted earth (such as an unpaved roadbed). Excluded from Impervious Coverage are running or non-impounded standing water (such as a naturally occurring lake); bedrock and naturally occurring stone and gravel; and earth (whether covered with vegetation or not) so long as it has not been compacted by non-naturally occurring forces.

**8.21 Improvement**

Any Existing Improvement or Additional Improvement.

**8.22 Indemnified Parties**

Holder, each Beneficiary (if any) and their respective members, directors, officers, employees and agents and the heirs, personal representatives, successors and assigns of each of them.

**8.23 Invasive Species**

A plant species that is (a) non-native (or alien) to the ecosystem under consideration; and (b) whose introduction causes or is likely to cause economic or environmental harm or harm to human health. In cases of uncertainty, publications such as “Plant Invaders of the Mid-Atlantic Natural Areas”, by the National Park Service National Capital Region, Center for Urban Ecology and the U.S. Fish and Wildlife Service, Chesapeake Bay Field Office are to be used to identify Invasive Species.

**8.24 Lien**

Any mortgage, lien or other encumbrance securing the payment of money.

**8.25 Litigation Expense**

Any court filing fee, court cost, arbitration fee or cost, witness fee and each other fee and cost of investigating and defending or asserting any claim of violation or for indemnification under this Conservation Easement including in each case, attorneys’ fees, other professionals’ fees and disbursements.

**8.26 Losses**

Any liability, loss, claim, settlement payment, cost and expense, interest, award, judgment, damages (including punitive damages), diminution in value, fines, fees and penalties or other charge other than a Litigation Expense.

**8.27 Lot**

A unit, lot or parcel of real property separated or transferable for separate ownership or lease under Applicable Law.

**8.28 Market Value**

The fair value that a willing buyer, under no compulsion to buy, would pay to a willing seller, under no compulsion to sell as established by appraisal in accordance with the then-current edition of Uniform Standards of Professional Appraisal Practice issued by the Appraisal Foundation or, if applicable, a qualified appraisal in conformity with §1.170A-13 of the Regulations.

**8.29 Native Species**

A plant or animal indigenous to the locality under consideration. In cases of uncertainty, published atlases, particularly *The Vascular Flora of Pennsylvania: Annotated Checklist and Atlas* by Rhoads and Klein and *Atlas of United States Trees, vols. 1 & 4* by Little are to be used to establish whether or not a species is native.

**8.30 Owners**

The undersigned Owner or Owners and all Persons after them who hold an interest in the Property.

**8.31 Person**

An individual, organization, trust or other entity.

**8.32 Public Records**

The public records of the office for the recording of deeds in and for the county in which the Property is located.

**8.33 Qualified Organization**

A governmental or non-profit entity that (a) has a perpetual existence; (b) is established as a public charity for the purpose of preserving and conserving natural resources, natural habitats, environmentally sensitive areas and other charitable, scientific and educational purposes; (c) meets the criteria of a Qualified Organization under the Regulations; and (d) is duly authorized to acquire and hold conservation easements under Applicable Law.

**8.34 Regulations**

The provisions of C.F.R. §1.170A-14 as amended through the applicable date of reference.

**8.35 Regulatory Signs**

Signs (not exceeding one square foot each) to control access to the Property or for informational, directional or interpretive purposes.

**8.36 Renewable Energy**

Energy that can be used without depleting its source such as solar, wind, geothermal and movement of water (hydroelectric and tidal).

**8.37 Residential Improvements**

Dwellings and Improvements accessory to residential uses such as garage, swimming pool, pool house, tennis court and children’s play facilities.

**8.38 Resource Management Plan**

A record of the decisions and intentions of Owners prepared by a qualified resource management professional for the purpose of protecting natural resources described in the Conservation Objectives during certain operations potentially affecting natural resources protected under this Conservation Easement. The Resource Management Plan (sometimes referred to as the “RMP”) includes a resource assessment, identifies appropriate performance standards (based upon Best Management Practices where available and appropriate) and projects a multi-year description of planned activities for identified operations to be conducted in accordance with the plan.

**8.39 Review**

Review and approval of Holder under the procedure described in Article V.

**8.40 Review Requirements**

Collectively, any plans, specifications or information required for approval of the Subdivision, activity, use or Construction under Applicable Law (if any) plus (a) the information required under the Review Requirements incorporated into this Conservation Easement either as an Exhibit or as part of the Baseline Documentation or (b) if the information described in clause (a) is inapplicable, unavailable or insufficient under the circumstances, the guidelines for Review of submissions established by Holder as of the applicable date of reference.

**8.41 Site Improvements**

Unenclosed Improvements such as driveways, walkways, boardwalks, storm water management facilities, bridges, parking areas and other pavements, lighting fixtures, signs, fences, walls, gates, man-made ponds, berms and landscaping treatments.

**8.42 Soil Conservation Plan**

A plan for soil conservation and/or sedimentation and erosion control that meets the requirements of Applicable Law.

**8.43 Steep Slope Areas**

Areas greater than one acre having a slope greater than 15%.

**8.44 Subdivision**

Any transfer of an Existing Lot into separate ownership; any change in the boundary of the Property or any Lot within the Property; and any creation of a unit, lot or parcel of real property for separate use or ownership by any means including by lease or by implementing the condominium form of ownership.

**8.45 Sustainable**

Land management practices that provide goods and services from an ecosystem without degradation of biodiversity and resource values at the site and without a decline in the yield of goods and services over time.

**8.46 Utility Improvements**

Improvements for the reception, storage or transmission of water, sewage, electricity, gas and telecommunications or other sources of power.

**8.47 Waiver**

A written commitment by which Holder, without any obligation to do so, agrees to refrain from exercising Enforcement Rights for a specific period of time with respect to a specific set of circumstances if Holder is satisfied that the accommodation will have no material effect on Conservation Objectives.

**8.48 Wet Areas**

Watercourses, springs, wetlands and non-impounded standing water and areas within 100-feet of their edge.

**8.49 Woodland Areas**

Area(s) within the Property described as “wooded” or “forested” in the Baseline Documentation or identified as such on the Conservation Plan, or if not wooded or forested as of the Easement Date, are designated as successional woodland areas on the Conservation Plan.

INTENDING TO BE LEGALLY BOUND, the undersigned Owner or Owners and Holder, by their respective duly authorized representatives, have signed and delivered this Conservation Easement as of the Easement Date.

Witness/Attest:

\_\_\_\_\_

Owner's Name: \_\_\_\_\_

\_\_\_\_\_

Owner's Name: \_\_\_\_\_

[NAME OF HOLDER]

\_\_\_\_\_

By: \_\_\_\_\_

Name:

Title:

*This document is based on the model Pennsylvania Conservation Easement (9/11/2008 edition) provided by the Pennsylvania Land Trust Association.*

*The model on which this document is based should not be construed or relied upon as legal advice or legal opinion on any specific facts or circumstances. It should be revised to reflect specific circumstances under the guidance of legal counsel.*

COMMONWEALTH OF PENNSYLVANIA:

COUNTY OF \_\_\_\_\_ :

ON THIS DAY \_\_\_\_\_, before me, the undersigned officer, personally appeared \_\_\_\_\_, known to me (or satisfactorily proven) to be the person(s) whose name(s) is/are subscribed to the within instrument, and acknowledged that he/she/they executed the same for the purposes therein contained.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

\_\_\_\_\_, Notary Public

Print Name:

COMMONWEALTH OF PENNSYLVANIA :

SS

COUNTY OF \_\_\_\_\_ :

ON THIS DAY \_\_\_\_\_ before me, the undersigned officer, personally appeared \_\_\_\_\_, who acknowledged him/herself to be the \_\_\_\_\_ of \_\_\_\_\_, a Pennsylvania non-profit corporation, and that he/she as such officer, being authorized to do so, executed the foregoing instrument for the purposes therein contained by signing the name of the corporation by her/himself as such officer.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

\_\_\_\_\_, Notary Public

Print Name:

# FISHING ACCESS AGREEMENT

THIS FISHING ACCESS AGREEMENT (this "Agreement") dated as of \_\_\_\_\_ (the "Agreement Date") is by and between \_\_\_\_\_ (the "undersigned Owner or Owners") and \_\_\_\_\_ (the "Holder").

## Article I. Background

### 1.01 Property

The undersigned Owner or Owners are the sole owners in fee simple of the Property described in Exhibit "A" (the "Property"). The Property is also described as:

Street Address:

Municipality:

Parcel Identifier:

County:

State: Pennsylvania

### 1.02 Easement Objectives

The purpose of this Agreement is to establish an Easement Area (defined below) within the Property for the purposes set forth below (collectively, the "Easement Objectives"):

- To provide public access to \_\_\_\_\_ (with all of its branches, the "Waterway") and its banks for recreational fishing and boating.
- To preserve vegetative cover in a riparian buffer so as to protect water quality and riparian habitat.
- To provide sites for fishery and habitat management, research and educational programs.

### 1.03 Easement Area; Easement Plan

The portions of the Property that are the subject of this Agreement (collectively, the "Easement Area") consist of the following areas shown on the plan attached as Exhibit "B" (the "Easement Plan"):

#### (a) Riparian Corridor

The bed and banks of the Waterway and areas within thirty-five feet of the top of the banks of the Waterway (collectively, the "Riparian Corridor"). If a width greater or lesser than this is set forth on the Easement Plan for all or any portion of the Riparian Corridor, the greater or lesser width will apply for that portion. If the location or shape of the Waterway changes, the Riparian Corridor will likewise change location or shape in accordance with the description set forth above. In any event, the Riparian Corridor is limited to the Property.

#### (b) Outside Riparian Corridor

Sites for construction, installation and use of Accessory Facilities outside the Riparian Corridor in the locations (if any) shown on the Easement Plan.

### 1.04 Consideration

The undersigned Owner or Owners acknowledge receipt of the sum of \$1.00 in consideration of the grant of easement to Holder under this Agreement.

## **Article II. Grant of Easement**

### **2.01 Rights of Holder**

By signing this Agreement and unconditionally delivering it to Holder, the undersigned Owner or Owners, intending to be legally bound, grant and convey to Holder a perpetual easement and right-of-way over the Easement Area for the purposes described in the Easement Objectives. The easement granted to Holder includes the rights described below in this Section.

**(a) Public Access**

Subject to Access Restrictions, public use of the Riparian Corridor for recreational fishing and boating together with use in connection with these activities of any Accessory Facilities (defined below in this Section) identified for public use by the Holder. The term "Access Restrictions" means the rules, regulations and/or limitations established by Holder to regulate fishing and boating activities.

**(b) Management Activities**

Use of the Easement Area by or under the auspices of the Holder for stocking fish, improving stream habitat, stabilizing stream banks and other educational, scientific and resource management activities in furtherance of Easement Objectives.

**(c) Accessory Facilities**

Installation, construction, maintenance, repair and replacement of Accessory Facilities either within the Riparian Corridor or, if outside the Riparian Corridor, in the locations identified on the Easement Plan or such other locations as are mutually agreeable to Owners and Holder. The phrase "Accessory Facilities" means temporary or permanent structures and improvements used or usable in connection with Easement Objectives; for example, a driveway, trail, footpath, boardwalk or other access way connecting the Riparian Corridor with the public right-of-way; parking area; dock, boat launch, structures that enhance fishing opportunities or fish habitat, and signage to mark the Easement Area and provide information regarding applicable time, place and manner restrictions.

**(d) Access**

Reasonable means of access (both vehicular and pedestrian) to and from the public right-of-way for the purposes described in (b) and (c) above. As to the public use described in (a) above, access to the Riparian Corridor is via the Waterway unless and to the extent (i) the Riparian Corridor is accessible directly from the public right-of-way; or (ii) an area has been identified by Holder on the Easement Plan as a means of access for public use purposes.

### **2.02 Rights of Owners**

**(a) Consistent with Easement Objectives**

The easement granted to Holder in this Article is non-exclusive. Owners are permitted to continue to use the Easement Area so long as Owners' use is and remains consistent with Easement Objectives, does not prevent or impair access to the Riparian Corridor or use of Accessory Facilities and otherwise does not violate any specific limitation set forth in this Agreement. Owners may request from Holder clarification of activities and uses that conform to the standard set forth in this Section. Any such clarifications of conforming activities or uses that, prior to the Agreement Date, have been agreed upon by the undersigned Owner or Owners and Holder are listed in an Exhibit entitled "Permitted Uses" attached to this Agreement.

**(b) Not Consistent with Easement Objectives**

Owners' reserved rights to use the Easement Area are subject to the following limitations unless specifically listed as a "Permitted Use" or Holder (without any obligation to do so) notifies Owners of its approval:

- (i) No removal, impoundment or diversion of water from the Waterway or other change of natural flow of the Waterway is permitted.
- (ii) No change in topography or removal or disturbance of soil, rock or vegetative resources that, individually or in the aggregate, results in the impairment of Easement Objectives is permitted within the Riparian Corridor; however, Owners may cut trees or otherwise disturb resources to the extent reasonably prudent to remove or mitigate against an unreasonable risk of harm to persons or property on or about the Easement Area. By exercising such right Owners do not assume any responsibility to inspect the Easement Area or otherwise take responsibility for the safety of any persons entering the Easement Area.

- (iii) No permanent structures or improvements are permitted within the Easement Area other than improvements existing on the Agreement Date in their existing locations as shown on the Easement Plan.
- (iv) No agricultural use of the Riparian Corridor is permitted. Any such uses within other portions of the Easement Area are conducted at Owners' risk; i.e., Holder is not responsible for loss or damage to crops or livestock occasioned by exercise of its rights under this Agreement.
- (v) No timber harvest in the Riparian Corridor is permitted except for harvests carried out in accordance with a forest management plan that (1) supports the Easement Objectives, (2) conforms to Holder's requirements with respect to forest management plans and (3) is approved by Holder.
- (vi) No dumping or placement of ashes, trash, garbage, sewage, manure or other offensive material is permitted within the Easement Area.

**(c) Owners' Enforcement Rights**

Owners reserve the right to take any action permitted under law to remove from the Property persons entering the Easement Area for purposes other than set forth in the grant of public access under this Article.

**2.03 Rights of Beneficiaries**

The Persons identified below are beneficiaries of this Agreement (each, a "Beneficiary") and have the right to exercise the same rights, powers and privileges as are vested in the Holder under this Agreement:

- As of the Agreement Date, there are no Beneficiaries of this Agreement.

**Article III. Other Legal Matters**

**3.01 Enforcement**

If Holder determines that this Agreement is being or has been violated then Holder may, in addition to other remedies available at law or in equity, do any one or more of the following:

**(a) Injunctive Relief**

Seek injunctive relief to specifically enforce the terms of this Agreement; to restrain present or future violations of this Agreement; and/or to compel restoration of resources and Accessory Facilities destroyed or altered as a result of the violation.

**(b) Self Help**

Enter the Property to remove any barrier to the access provided under this Agreement and do such other things as are reasonably necessary to protect and preserve the rights of Holder under this Agreement.

**3.02 Warranty**

The undersigned Owner or Owners warrant to Holder that:

**(a) Subordination of Liens**

The Property is, as of the Agreement Date, free and clear of all mortgages, liens and other encumbrances (collectively, "Liens") or, if it is not, that Owners have obtained and attached to this Agreement as an exhibit the legally binding subordination of any Liens affecting the Property as of the Agreement Date.

**(b) Existing Agreements**

No one has the legally enforceable right (for example, under a lease, easement or right-of-way agreement in existence as of the Agreement Date) to use the Easement Area for purposes inconsistent with Easement Objectives or to prevent Holder from exercising any one or more of its rights under this Agreement.

**(c) Hazardous Materials**

The Easement Area is not contaminated with materials identified as hazardous or toxic under applicable law (collectively, "Hazardous Materials") and no Hazardous Materials have been stored or generated within the Easement Area.

**3.03 Repair of Accessory Facilities; No Duty to Inspect**

If any Accessory Facilities are constructed by or on behalf of Holder, Holder is responsible for providing such repairs (other than repairs necessitated by misuse by Owners) as are reasonably required to eliminate or mitigate dangerous or unsafe conditions of which Holder has been notified. Holder disclaims any duty to

inspect the Easement Area for dangerous or unsafe conditions; accordingly, Holder's obligation to repair under this Section commences in each case upon receipt of notice of the dangerous or unsafe condition requiring repair.

**3.04 No Charge for Access**

No Person is permitted to charge a fee for access to or use of the Easement Area.

**3.05 Immunity under Applicable Law**

Nothing in this Agreement limits the ability of Owners, Holder or any Beneficiary to avail itself of the protections offered by any applicable law affording immunity to Owners, Holder or any Beneficiary including, to the extent applicable, the Recreational Use of Land and Water Act, Act of February 2, 1966, P.L. (1965) 1860, No. 586, as amended, 68 P.S. §477-1 *et seq.* (as may be amended from time to time).

**Article IV. Miscellaneous**

**4.01 Notices**

**(a) Requirements**

Each Person giving any notice pursuant to this Agreement must give the notice in writing and must use one of the following methods of delivery: (i) personal delivery; (ii) certified mail, return receipt requested and postage prepaid; or (iii) nationally recognized overnight courier, with all fees prepaid.

**(b) Address for Notices**

Each Person giving a notice must address the notice to the appropriate Person at the receiving party at the address listed below or to another address designated by that Person by notice to the other Person:

If to Owners:

If to Holder:

With a copy to  
each Beneficiary:

**4.02 Governing Law**

The laws of the Commonwealth of Pennsylvania govern this Agreement.

**4.03 Binding Agreement**

This Agreement is a servitude running with the land binding upon the undersigned Owner or Owners and, upon recordation in the Public Records, all subsequent Owners of the Easement Area or any portion of the Easement Area are bound by its terms whether or not the Owners had actual notice of this Agreement and whether or not the deed of transfer specifically referred to the transfer being under and subject to this Agreement. Subject to such limitations (if any) on Holder's right to assign as may be set forth in this Agreement, this Agreement binds and benefits Owners and Holder and their respective personal representatives, successors and assigns.

**4.04 Guides to Interpretation**

**(a) Conservation and Preservation Easements Act**

This Agreement is intended to be interpreted so as to convey to Holder all of the rights and privileges of a holder of a conservation easement under the Pennsylvania Conservation and Preservation Easements Act, the act of June 22, 2001, P. L. 390, No. 29 (the "Conservation Easements Act"). Each Beneficiary identified in Article II (if any) has a third-party right of enforcement as defined in the Conservation Easements Act. The following notice is given to Owners solely for the purpose of compliance with the requirements of the Conservation Easements Act:

**NOTICE:** This Conservation Easement may impair the development of coal interests including workable coal seams or coal interests which have been severed from the Property.

**(b) Restatement of Servitudes**

This Agreement is intended to be interpreted so as to convey to Holder all of the rights and privileges of a holder of a conservation servitude under the Restatement of the Law of Property, Third, Servitudes (Susan F. French, Reporter) St. Paul, MN: The American Law Institute (2000).

**(c) Certain Terms**

The following terms, whenever used in this Agreement, are to be interpreted as follows:

- (i) "Owners" means the undersigned Owner or Owners and all Persons after them who hold any interest in the Easement Area.
- (ii) "Person" means an individual, organization, trust or other entity.
- (iii) "Public Records" means the public records of the office for the recording of deeds in and for the county in which the Easement Area is located.
- (iv) "Including" means "including, without limitation".
- (v) "May" is permissive and implies no obligation; "must" is obligatory.

**(d) Incorporation by Reference**

Each exhibit referred to in this Agreement is incorporated into this Agreement by this reference.

**4.05 Amendments; Waivers**

No amendment or waiver of any provision of this Agreement or consent to any departure by Owners from the terms of this Agreement is effective unless the amendment, waiver or consent is in writing and signed by an authorized signatory for Holder. A waiver or consent is effective only in the specific instance and for the specific purpose given. An amendment must be recorded in the Public Records.

**4.06 Severability**

If any provision of this Agreement is determined to be invalid, illegal or unenforceable, the remaining provisions of this Agreement remain valid, binding and enforceable. To the extent permitted by applicable law, the parties waive any provision of applicable law that renders any provision of this Agreement invalid, illegal or unenforceable in any respect.

**4.07 Counterparts**

This Agreement may be signed in multiple counterparts, each of which constitutes an original, and all of which, collectively, constitute only one agreement.

**4.08 Entire Agreement**

This is the entire agreement of Owners, Holder and Beneficiaries (if any) pertaining to the subject matter of this Agreement. The terms of this Agreement supersede in full all statements and writings between Owners, Holder and others pertaining to the transaction set forth in this Agreement.

INTENDING TO BE LEGALLY BOUND, the undersigned Owner or Owners and Holder, by their respective duly authorized representatives, have signed and delivered this Agreement as of the Agreement Date.

Witness/Attest:

\_\_\_\_\_

Witness/Attest:

\_\_\_\_\_

\_\_\_\_\_  
Owner's Name:

\_\_\_\_\_  
Owner's Name:

[NAME OF HOLDER]

\_\_\_\_\_ By: \_\_\_\_\_  
Name:  
Title:

*Acceptance by Beneficiary:*

[NAME OF BENEFICIARY]

\_\_\_\_\_ By: \_\_\_\_\_  
Name:  
Title:

*This document is based on the model Fishing Access Agreement (9/26/2007 edition) provided by the Pennsylvania Land Trust Association.*

*The model on which this document is based should not be construed or relied upon as legal advice or legal opinion on any specific facts or circumstances. It should be revised to reflect specific circumstances under the guidance of legal counsel.*

COMMONWEALTH OF PENNSYLVANIA:

COUNTY OF \_\_\_\_\_ :

ON THIS DAY \_\_\_\_\_, before me, the undersigned officer, personally appeared \_\_\_\_\_, known to me (or satisfactorily proven) to be the person(s) whose name(s) is/are subscribed to the within instrument, and acknowledged that he/she/they executed the same for the purposes therein contained.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

\_\_\_\_\_, Notary Public

Print Name:

COMMONWEALTH OF PENNSYLVANIA :

SS

COUNTY OF \_\_\_\_\_ :

ON THIS DAY \_\_\_\_\_ before me, the undersigned officer, personally appeared \_\_\_\_\_, who acknowledged him/herself to be the \_\_\_\_\_ of \_\_\_\_\_, a \_\_\_\_\_, and that he/she as such authorized official, being authorized to do so, executed the foregoing instrument for the purposes therein contained by signing the name of the Holder by her/himself as such authorized official.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

\_\_\_\_\_, Notary Public

Print Name:





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Appendix C

# Juniata and Mifflin Counties Funding Sources



## Juniata and Mifflin Counties Greenway, Open Space and Rural Recreation Plan - Local, Regional, State and Federal Funding Sources

This Appendix describes funding sources that can be used to support the implementation of the recommendations to conserve open space, establish greenways and trails and develop, operate and manage close to home recreation. Sources include municipal, state and federal sources as well as examples of private foundations.

### Municipal and County Sources

**Property Tax** - The real estate tax is a tax on the value of the real property (land, buildings, and other improvements) owned by a taxpayer. The amount of real property tax a taxpayer owes depends upon the value of their property and the local tax rate. Property values for tax purposes are determined by an assessment process conducted by the county government. These assessed values may be very different than the actual market value of the properties. These taxes generally support a significant portion of a school district, county or municipality's operational costs. Property tax revenues can also be used to pay debt service on general obligation bonds issued to finance open space system acquisitions, parkland acquisition and facility development. Property taxes can provide a steady stream of financing while broadly distributing the tax burden. In other parts of the Pennsylvania and the country, the property tax has been popular with voters as long as the increase is restricted to parks and open space conservation. Taxpayers are generally concerned about high property tax rates and these concerns are largely related to school taxes that consume the large portion of the property taxes paid by the residents.

**Occupation Tax** - The tax is levied on the value of residents' occupations, as determined by the county tax assessor's office. The occupation of school bus driver may have an assessed value of \$25, for example, while that of a lawyer may be \$290. Assessed values are not based upon income, so all members of the same occupation will pay the same amount of occupation tax even if their income

differs dramatically. The local jurisdiction levies a tax rate on these occupational assessments. The occupation tax is collected from residents, without regard to where they actually practice their occupation. The occupation tax can also be levied as a flat rate tax. Every person who works pays the same amount, regardless of their occupation. The maximum levy as a flat rate is \$10 per person, while there is no limit if the occupation tax is levied as a tax rate.

**Per Capita Tax** - The per capita tax is a flat rate tax, levied on adults who live in the jurisdiction. It is sometimes known as the "head," "poll," or "residence" tax. All adults pay the same amount, regardless of their income level.

**Earned Income Tax** - The earned income tax is a kind of income tax levied only on residents' earned income (such as wages, salaries, or other reimbursements for work). Unearned income, such as interest, dividends, pensions, and social security are exempt from the tax. Unlike the federal or state income taxes, the earned income tax allows no exemptions or standard deductions. A jurisdiction can collect earned income tax from non-residents who work in the jurisdiction but do not pay an earned income tax in their "home" jurisdiction. The maximum levy is 1 percent of earned income. If both the municipality and school district levy the earned income tax, both must share the 1 percent.

**Act 153 of 1996** - Pennsylvania municipalities have added a percentage of the Earned Income Tax for open space purposes. The municipalities generally put the question of adding to the Earned income tax generally one-quarter to one-half of one percent on a voter referendum. Generally these have been passing in Pennsylvania. Amending the Pennsylvania Conservation and Land Development Act, Act 153 provides certain types of local government units with a valuable financing tool as many municipalities seek the means to preserve open space in their communities. The Act allows cities, boroughs, towns and townships, as well as certain cooperative governmental units, to impose one of two taxes in addition to the taxing limitations set forth elsewhere to finance certain types of open space initiatives. Counties and county authorities are specifically prohibited from invoking either of the local taxing options. By ordinance, qualifying

local government units may impose either (a) a tax on real property not exceeding the millage authorized by voter referendum, in addition to the statutory rate limits on real estate taxes in the relevant municipal code, or (b) an earned income tax on residents of that local government unit not exceeding the rate authorized by referendum, in addition to the earned income tax rate limit found in the Local Tax Enabling Act. The Act requires that revenue from either of the two authorized tax levies be used to retire indebtedness incurred in purchasing "interests in real property" or in making additional acquisitions of real property to secure an "open space benefit" under either the Conservation and Land Development Act or the Agricultural Area Security Law. The terms "interest in real property" and "open space benefits" are defined broadly in the Act and allow municipalities significant flexibility to achieve their land preservation goals in the manner best suited to their specific needs.

In addition to the local taxing options, the Act authorizes school district boards to exempt by resolution certain real property from further millage increases imposed on real property. Those types of real property that may be exempted include those whose open space property interests are acquired by a local government unit pursuant to the Conservation and Land Development Act, real property that is subject to an easement acquired under the Agricultural Area Security Law and real property whose transferable development rights have been transferred and retired by a local government unit without the development potential having occurred on other lands. The tax exemptions granted under the Act are not to be considered by the State Tax Equalization Board in deriving the market value of school district real property resulting in a reduction in the subsidy to that school district or an increase in the subsidy to any other school district.

**Realty Transfer Tax** - The realty transfer tax is a tax on the sale of real estate. The maximum levy is 1 percent of the sales price. If both the municipality and school district levy this tax, both must share the 1 percent.

**Amusement Tax** - The amusement tax is a tax on the privilege of engaging in an amusement. It is tax

levied on the admissions prices to places of amusement, entertainment, and recreation. Amusements can include such things as craft shows, bowling alleys, golf courses, ski facilities, or county fairs. The amusement tax is considered a tax on patrons, even though it is collected from the operators of the amusement.

**Mechanical Devices Tax** - The mechanical devices tax is a tax on coin-operated machines of amusement, such as jukeboxes, pinball machines, video games, and pool tables. The tax rate is set as a percentage of the price to activate the machine.

**Personal Property Tax** - The personal property tax is similar to the real property and occupation taxes, in that it is levied on the value of property owned by residents. The property it taxes is intangible personal property, such as mortgages, other interest bearing obligations and accounts, public loans, and corporate stocks. The personal property tax has sometimes been called an honesty tax because the only way a county knows the value of a taxpayer's personal property is if that taxpayer is honest enough to report it.

**Hotel Tax** - The hotel occupancy tax, imposed at the same rate as sales and use tax, applies to room rental charges for periods of less than 30 days by the same person. The purpose of the hotel tax is to increase tourism and economic development in Pennsylvania. The tax supports advertising, development of publications related to tourism, capital and program projects to attract tourists, and in some counties open space conservation, trails and recreation facility improvements.

**Bonds/Loans** - Bonds have been a very popular way for Pennsylvania communities to finance their open space, parks, recreation facilities and trails projects. Bonds and loans can be used to finance capital improvements. The cost of the improvements is borrowed through the issuance of bonds or a loan and the costs of repayment are spread into the future for current and future beneficiaries to bear. However, financing charges are accrued and voter approval is often required. There must be a source of funding (for the payment of the resulting debt service on the loan or bonds) tied to the issuance of a bond or loan.

A number of bond options are listed below. Depending upon the circumstances of the jurisdiction, elected officials can move ahead with a bond issue as an official decision or choose to place a bond issue on a voter referendum. In either case, an education and awareness program should be implemented, especially prior to a public vote in an election.

- **Revenue Bonds** - Revenue bonds are bonds that are secured by a pledge of the revenues from a certain local government activity. The entity issuing bonds, pledges to generate sufficient revenue annually to cover the program's operating costs, plus meet the annual debt service requirements (principal and interest payment). Revenue bonds are not constrained by the debt ceilings of general obligation bonds, but they are generally more expensive than general obligation bonds. Revenue bonds are usually associated in recreation with facilities such as golf course, swimming pools, sports complexes and so on.
- **General Obligation Bonds** - Local governments generally are able to issue general obligation (G.O.) bonds that are secured by the full faith and credit of the entity. In this case, the local government issuing the bonds pledges to raise its property taxes, or use any other sources of revenue, to generate sufficient revenues to make the debt service payments on the bonds. A general obligation pledge is stronger than a revenue pledge, facilitating a lower interest rate than a revenue bond. Frequently, when local governments issue G.O. bonds for public enterprise improvements, the public enterprise will make the debt service payments on the G.O. bonds with revenues generated through the public enterprise's rates and charges. However, if those rate revenues are insufficient to make the debt payment, the local government is obligated to raise taxes or use other sources of revenue to make the payments. G.O. bonds distribute the costs of open space acquisition and

make funds available for immediate purchases. Voter approval is required.

- **Special Assessment Bonds** - Special assessment bonds are secured by a lien on property that benefits by the improvements funded with the special assessment bond proceeds. Debt service payments on these bonds are funded through annual assessments to the property owners in the assessment area.

**Installment Purchase Financing** - As an alternative to debt financing of capital improvements, communities can execute installment/lease purchase contracts for improvements. This type of financing is typically used for relatively small projects that the seller or a financial institution is willing to finance or when upfront funds are unavailable. In a lease purchase contract the community leases the property or improvement from the seller or financial institution. The lease is paid in installments that include principal, interest, and associated costs. Upon completion of the lease period, the community owns the property or improvement. While lease purchase contracts are similar to a bond, this arrangement allows the community to acquire the property or improvement without issuing debt. These instruments are more costly than issuing debt.

**Mandatory Dedication of Parkland** - Municipalities can enact a Mandatory Dedication of Parkland ordinance requiring from developers the public dedication of land suitable for the use intended; and, upon agreement with the applicant or developer, the construction of recreational facilities, the payment of fees in lieu thereof, the private reservation of the land, or a combination, for park or recreation purposes as a condition precedent to final plan approval.

### Other County and Municipal Options

**Park, Recreation Facility, Open Space and Trail Sponsors** - A sponsorship program for park, recreation facilities, and trails allows smaller donations to be received from both individuals and businesses. Cash donations could be placed into a

trust fund to be accessed for certain construction or acquisition projects. Some recognition of the donors is appropriate and can be accomplished through the placement of a plaque, the naming of a trail segment, and/or special recognition at an opening ceremony. Types of gifts other than cash could include donations of services, equipment, labor, or reduced costs for supplies. Policies on donations need to be established to ensure long term viability and support resulting from the donation.

**Volunteerism** - Community volunteers from sports organizations, health enterprises, trail clubs, church groups, civic groups, scout troops and environmental groups to work on greenway development on special community workdays. Volunteers can also be used for fund-raising, maintenance, and programming needs. It is important to note that volunteers are not “free”; they require recruiting, training, support and recognition.

**Conservancy and Trust Fund** – Conservancies and land trusts are important organizations in open space, greenways and trails. Conservancy support is very limited in Juniata and Mifflin Counties with only a few, but important, holdings. The Counties should strive to establish a Juniata Mifflin Conservancy since no other conservancy or land trust expressed the opinion that they have the capacity and mission to serve this area. A conservancy can undertake a host of efforts related to open space, greenways and recreation ranging from fund-raising to education and outreach to land acquisition and conservation easement management. In conjunction with the conservancy a Trust Fund could be established as a dedicated source of funding that supports the operation and management of the greenway, trail, park and recreation system. A private financial institution could help to set up an investment account or work with the proposed conservancy to establish the endowment. Contributions to the fund would be solicited from parks, open space and trail advocates, businesses, civic groups, and other foundations. The goal would be to establish a capital account that would earn interest and use the interest monies to support maintenance and operations. Special events could be held whose sole purpose is to raise capital money for the Conservancy and the Trust Fund. A trust fund can also be used in the acquisition of

high-priority properties that may be lost if not acquired by private sector initiative, often relatively more quickly than possible by governmental entities.

**Fundraising, Gifts, Donations, Bequests, Fees and Charges, Partnerships** – The use of non-tax revenue sources is important for parks, recreation and open space. Projects that are suitable for these areas are those that are high visibility, clearly definable, easily understood and communicated, have public support and a reasonably high probability for success.

**Foundations** – Juniata and Mifflin Counties are not within the purview or service area of many foundations. An Internet search found less than \$200,000 in foundation funding for purposes in Mifflin County in 2007. Major Pennsylvania Foundations such as Heinz, William Penn and Pew do not serve this area. For the counties to pursue foundation support, the direction should be cause-based such as wellness, fitness, conservation and so on targeted to businesses trying to establish good public relations and image such as Bank of America. Foundation grants require dedicated time and expertise that is generally beyond the capacity of county and municipal employees. Consideration could be given to a number of partners retaining a grants specialist.

## Commonwealth of Pennsylvania Funding Sources

The current budget challenges in the Commonwealth of Pennsylvania have left many programs in a state of flux and with decreased funding. However, Pennsylvania does have a number of funding resources in place for open space, greenway, trail park and recreation. The following provides a summary of these sources and lists contact names, telephone numbers and web addresses.

**The Community Conservation Partnership Program (C2P2)** - The State of Pennsylvania provides grants for planning, land acquisition, park development, feasibility studies, and special studies. Peer-to-Peer Projects provide professional expertise for a one year time frame for the purpose of addressing a parks and recreation issue or

**Bank of America Neighborhood Excellence Initiative**

Neighborhood Excellence Initiative has three parts.

**Local Heroes** - honors individuals who have done outstanding work in their communities. Honorees get to designate a \$5,000 contribution from Bank of America to the nonprofit of their choice.

**Student Leaders** - honors young people who are doing extraordinary work in their neighborhoods. And if you haven't been to one of our award ceremonies, you really wouldn't believe how incredibly gifted and dedicated some of today's young people are. Student Leaders get summer internships at local nonprofits and a chance to participate in a special mentoring program at Bank of America.

**Neighborhood Builders** – a program in which outstanding nonprofits are selected by local community leaders. Each Neighborhood Builder organization is granted \$200,000 over two years for operating expenses. They also get a chance to participate in national training programs like the Emerging Leaders workshop that Bank of America conducts.

opportunity. The \$10,000 grant requires a \$1,000 match. Applications for these grants are due in October of each year, and a 50 percent match is required from the local project sponsor. The amount of maximum award varies with the requested activity. Planning grants are typically awarded \$50,000 or less. Land acquisition and construction grants range from \$150,000 to \$200,000. Small community grants are also available through this program for municipalities with populations less than 5,000. These grants can support up to 100 percent of material costs and professional design fees for recreational facilities. Grants for these projects are typically limited to \$20,000.

**RecTAP** - As part of C2P2, the Pennsylvania Recreation and Park Society administers the RecTAP grant program. This is a \$1500 grant without a match requirement for consulting services to help a municipality address an issue of importance and create solutions or strategies to solve a problem or seize an opportunity. Membership in PRPS is required. Counties and municipalities are eligible for a grant per year.

**Heritage Park Grants** - DCNR makes grants available to promote public-private partnerships that preserve and enhance natural, cultural, historic and recreation resources to stimulate economic development through heritage tourism. Grants are available to municipalities, nonprofit organizations or federally designated commissions acting on behalf of the municipalities in a heritage park areas such as in the Main Line Canal Greenway. Grants

are awarded for a variety of purposes including feasibility studies; development of management action plans for heritage park areas; specialized studies; implementation projects; and hiring of state heritage park managers.

**Land Trust Grants** - PA DCNR provides land acquisition grants for areas where rare or threatened species exist. Grants are made available to nonprofit land trusts or land conservancies and require a 50 percent match. Award amounts will vary, and usually supported the acquisition of hundreds of acres of land.

**Rails-to-Trails Grants** - The Rails-to-Trails Grants provide 50% funding for the planning, acquisition or development of rail-trail corridors. Eligible applicants include municipalities and nonprofit organizations established to preserve and protect available abandoned railroad corridors for use as trails or future rail service.

**Urban and Community Forestry Grants** - These grants encourage the planting of trees in Pennsylvania communities. Municipal challenge grants provide 50 percent of the cost of the purchase and delivery of trees. Special grants are available for local volunteer groups, civic clubs, and municipalities to train and use volunteers for street tree inventories, and other projects in urban and community forestry.

**The Recreational Trails Program (DCNR)** - PADCNR administers grants for the Recreation Trails Program funded through the Federal

Highway Administration funds. Funding for this program needs re-authorization in the next federal surface transportation bill. If this program is re-authorized, funds could be used for the acquisition of land and the construction of trail tread and trail facilities.

**Rivers Conservation Program** - This program seeks to maintain, restore, and enhance rivers throughout Pennsylvania. Non-profit organizations and municipalities may apply for grants above \$2500. Before being considered for river conservation, implementation, acquisition, or development projects, a grant applicant must have an approved river conservation plan.

**PENNDOT** - PENNDOT's primary means of funding greenways projects is through the Transportation Enhancements Program that is up for re-authorization. Projects with a tie to transportation, historic preservation, bicycle/pedestrian improvements, or environmental quality are eligible candidates for Transportation Enhancements funding.

**Department of Community and Economic Development** - DCED's mission includes four elements that each has a relationship to greenways: economic development, travel and tourism, technical assistance and community development. The 2010 Pennsylvania state budget reduced the DCED budget from \$5 million to \$390,000 so the availability of funds will be limited and the impact on programs undetermined. DCED's funding programs include the following:

- **Community Revitalization Program** - This funding source supports local initiatives aimed at improving a community's quality of life and improving business conditions.
- **State Planning Assistance Grant** - This program provides funding to municipalities for preparation and maintenance of community development plans, policies, and implementation measures.
- **Small Communities Planning Assistance** - This grant is awarded to municipalities having a population of 10,000 people or less. The grant offers a no-match funding

source that can be used to support neighborhood revitalization, economic development, community conservation and housing plans. Regardless of the project type, the grantee must demonstrate the project benefits low to moderate income residents.

- **Communities of Opportunity Program** - This program provides funding to prepare communities to be competitive in attracting, expanding, and maintaining businesses and providing affordable housing. The program is open to municipalities, redevelopment and housing authorities, and nonprofit housing corporations. The program does not require a local match.
- **Community Development Block Grants** - This program provides financial and technical assistance to communities for infrastructure improvements, housing rehabilitation, public services, and community facilities. The program targets local governments and 70% of each grant must be used for activities or projects that benefit low to moderate income people.
- **Main Street Program** - The Main Street Program provides grants to municipalities and redevelopment authorities to foster economic growth, promote and preserve community centers, creating public/private partnerships, and improve the quality of life for residents. The program has two components, a Main Street Manager and Commercial Reinvestment. The Main Street Manager component funds a staff position that coordinates the community's downtown revitalization activities. The Community Reinvestment component provides funding for actual improvement projects in the community. The Main Street Manager is partially funded for a 5-year period. A business district action plan must be completed for eligibility in this program. The program had a \$2.5 million allotment for 1999-2000.

**Pennsylvania Historic and Museum Commission (PHMC)** - The 2009-2010 budget has been reduced by nearly 20 percent resulting in staff and program reductions. Impact on grants has not yet been determined.

- **Keystone Historic Preservation Grants** - Local governments and non-profit groups may apply for this grant that have ranged from \$5,000 to \$100,000. A 50% local match is required and funds may be used for preservation, rehabilitation, and restoration of historic properties, buildings, structures, sites, or objects.

**Department of Environmental Protection - Growing Greener II** - was a \$625 million program passed by the voters and established in 2005 to address the state's most pressing environmental issues as well and to stimulate economic development and jobs. The fund is nearly depleted and the potential for a Growing Greener III program is being touted by key interest groups. This would be an important source of future funding for open space, greenways, parks, trails, open space, farmland and cultural resources.

**Stormwater Planning and Management Grants** - This program provides grants to counties and municipalities for preparation of stormwater management plans and stormwater ordinances. The program requires a 25% local match that can come in the form of in-kind services or cash. While greenways are not specifically funded by the project, they are excellent elements of a stormwater management system. This program is part of the Growing Greener Initiative.

**Nonpoint Source Management Section 319 Grants** - Section 319 grant funding comes from the federal Clean Water Act. The grants are available to local governments and nonprofit groups for watershed assessments, watershed restoration projects, and projects of statewide importance. The grant requires a 60% local match and 25% of the construction costs of practices implemented on private land must come from non-federal sources.

**Environmental Fund for Pennsylvania** - This fund is available to environmental, conservation, and recreation organizations for projects that

improve the quality of life for Pennsylvania communities.

**Environmental Education Grants** - The focus of the EE Grants Program is to support environmental education through schools, county conservation districts and other nonprofit conservation or educational organizations, including colleges and universities. Eligible applicants include County, Municipality, Authority, School District, Non-Profit, Conservation District, Non-Profit Conservation or Education Organizations. The average grant size is \$10,000.

**Land Recycling Grants Program** - Provides grants and low interest loans for environmental assessments and remediation. The program is designed to foster the cleanup of environmental contamination at industrial sites and remediate the land to a productive use.

## Federal Sources

Most federal programs provide block grants directly to states through funding formulas. For example, if a Pennsylvania community wants funding to support a transportation initiative, they would contact the PENNDOT and not the US Department of Transportation to obtain a grant. Despite the fact that it is rare for a county or a municipality to obtain a funding grant directly from a federal agency, it is relevant to list the current status of federal programs.

**American Recovery and Reinvestment Act** - The American Recovery and Reinvestment Act of 2009, abbreviated ARRA (Pub.L. 111-5), is an economic stimulus package enacted by Congress in February 2009. It is intended to provide a stimulus to the U.S. economy in the wake of the economic downturn. The measures are worth \$787 billion. The Act includes federal tax cuts, expansion of unemployment benefits and other social welfare provisions, and domestic spending in education, health care, and infrastructure, including the energy sector. The counties can prepare for both projects and nibs funded under this program. Having projects ready to go will help to get them funded. While the first round of stimulus money was for construction type projects, future rounds may deal with jobs.

**Surface Transportation Act (Accessed through PENNDOT)** - The Surface Transportation Act has been the largest single source of funding for the development of bicycle, pedestrian, trail and greenway projects. Prior to 1990, the nation, as a whole, spent approximately \$25 million on building community-based bicycle and pedestrian projects, with the vast majority of this money spent in one state. Since the passage of the first transportation enhancement bill, funding has been increased dramatically for bicycle, pedestrian and greenway projects, with total spending over of \$5 billion. The program is up for re-authorization.

- **Surface Transportation Program (STP)** - This is the largest single program within the legislation from a funding point of view, \$6.6 billion is proposed in the 2009 bill. Historically, 10 percent of the funding within this program has been set aside for Transportation Enhancements (TE) activities. Historically, a little more than half of the TE funds have been used nationally to support bicycle/pedestrian/trail projects.
- **Congestion Mitigation and Air Quality (CMAQ)**
- **Highway Safety Improvement Program (HSIP)** - Some of the eligible uses of these funds would include traffic calming, bicycle and pedestrian safety improvements, and installation of crossing signs.
- **Recreational Trails Program (RTP)** - The Recreational Trails Program is specifically set up to fund both motorized and non-motorized trail development.
- **Scenic Byways** - The National Scenic Byway program has not traditionally been a good source of funding for bicycle/pedestrian/trail projects. Historically only 2 percent of these funds have been used to support bicycle and pedestrian improvements. Applications are only accepted by PENNDOT from established scenic byways groups, but historically, byways groups have advanced

proposals in partnership with other organizations — including cultural heritage tourism groups — in support of the byways' goals.

- **Safe Routes to School Program (SR2S)** - This is an excellent program to increase funding for access to the outdoors for children. It provides funding for the surface transportation programs that guide spending of federal gas tax revenue. The legislation provides funding for PENNDOT to create and administer SR2S programs which allow communities to compete for funding for local SR2S projects.
- **High Priority Projects** - These include transportation projects earmarked by Congress for development.

### **Land and Water Conservation Fund**

**(LWCF)** - The Land and Water Conservation Fund is the largest source of federal money for park, wildlife, and open space land acquisition. The program's funding comes primarily from offshore oil and gas drilling receipts. However, Congress generally appropriates only a fraction of this amount and authorized \$27 million nationwide in 2009 for 2010. The program provides up to 50 percent of the cost of a project, with the balance of the funds paid by states or municipalities and is administered by PADCNR as part of its annual grant program. These funds can be used for outdoor recreation projects, including acquisition, renovation, and development. Projects require a 50 percent match.

### **Environmental Protection Agency (EPA)**

**(EPA)** - The EPA funds a program that enables communities to clean up polluted properties. Funding for these programs is available directly from the EPA and is administered in the form of grants to localities.

### **Brownfields Revitalization Assessment and Cleanup Grant Funding**

- Needy communities fare better in competition. High unemployment rates, high poverty rates, loss of jobs/population, minority or other sensitive populations and unusually high health concerns in the area are prime factors in grant consideration.

**Community Block Development Grant Program (HUD-CBDG)** - The U.S. Department of Housing and Urban Development (HUD) offers grants to communities for neighborhood revitalization, economic development, and improvements to community facilities and services, especially in low and moderate-income areas. The Community Development Block Grants can be spent on a wide variety of projects, including property acquisition, public or private building rehabilitation, construction of public works, public services, planning activities, assistance to nonprofit organizations and assistance to private, for-profit entities to carry out economic development. At least 70 percent of the funds must go to benefit low and moderate-income populations. The funds must go to a local government unit for disbursement. A detailed citizen participation plan is required.

**Economic Development Administration** - Grant-based investments under the Public Works, Planning, Local Technical Assistance, and Economic Adjustment Assistance Programs that will promote comprehensive, entrepreneurial and innovation-based economic development efforts to enhance the competitiveness of regions, resulting in increased private investment and higher-skill, higher-wage jobs in regions experiencing substantial and persistent economic distress. Two grants that may be applicable to cultural heritage tourism are the Economic Adjustment Assistance Grant (which helps communities develop comprehensive redevelopment efforts that could include cultural heritage tourism programs) and the Planning Program Grant (which helps planning organizations create comprehensive development strategies).

**Preserve America** – These grants are designed to support a variety of activities related to heritage tourism and innovative approaches to the use of historic properties as educational and economic assets.

These grants are intended to complement the bricks and mortar grants available under the Save America’s Treasures program, and fund research and documentation, interpretation and education, planning, marketing, and training. Eligible recipients for these matching (50/50) grants include State Historic Preservation Officers, Tribal Historic

Preservation Officers, designated Preserve America Communities, and Certified Local Governments that are applying for Preserve America Community designation. Individual grants range from \$20,000 to \$250,000. Further information on the application process and other details of the Preserve America grants program may be found at the National Park Service Web site.

The Preserve America initiative also offers technical and financial assistance from federal agencies that can be used to:

- Bolster local heritage preservation efforts;
- Support better integration of heritage preservation and economic development; and
- Foster and enhance intergovernmental and public-private partnerships to accomplish these goals.

**National Trust for Historic Preservation** - This endowment funds 14 different grants. The Preservation Funds Matching Grants and Intervention Funds assist nonprofit and public agencies with planning and educational projects or preservation emergencies, respectively. The Johanna Favrot Fund for Historic Preservation provides matching grants for nonprofit and public organizations whose projects contribute to preservation and/or recapturing an authentic sense of place. The Cynthia Woods Mitchell Fund for Historic Interiors provides grants for professional expertise, communications, materials and education programs. Individuals and for-profit groups may apply. The latter two grants only apply to National Historic Landmark sites.

**National Endowment for the Arts** - The National Endowment for the Arts organizes its grants around artistic disciplines and fields such as “folk and traditional arts,” “local arts agencies,” “state and regional” and “museums.” Within these categories, the applicable grants are listed. The grants provide funding for artistic endeavors, interpretation, marketing and planning. Not-for-profit 501(c)(3) organizations and units of state or local government, or a recognized tribal community are eligible. An organization must have a three-year

history of programming prior to the application deadline.

### **National Endowment For The Humanities -**

The National Endowment for the Humanities is a federal program that issues grants to fund high-quality humanities projects. Some grant categories that may be well suited to cultural heritage tourism are: grants to preserve and create access to humanities collections, interpreting America's historic places implementation and planning grants, museums and historical organizations implementation grants and preservation and access research and development projects grants. The grants go to organizations such as museums, libraries, archives, colleges, universities, public television, radio stations and to individual scholars. Matches are required and can consist of cash, in-kind gifts or donated services.

**Small Business Administration -** Many cultural heritage tourism businesses are small businesses. The Small Business Administration (SBA) does not itself loan money, but guarantees loans from banks or from specially chosen small business investment companies. These loans can be used for business expenses ranging from start-up costs to real estate purchases. Rural business investment companies target their funds toward companies located in rural areas. Eligible companies must be defined as "small" by the SBA.

**U.S. Fish & Wildlife Service -** The U.S. Fish & Wildlife Service has a long list of grant programs that benefit the conservation or restoration of habitats. These include grants for private landowners to assist in protecting endangered species, grants to restore the sport fish population and grants for habitat conservation planning and land acquisition. The amount, matching requirements and eligibility for each grant vary. The website also provides practical information about successful projects and conserving specific habitats.

## **Foundations**

**National Fish and Wildlife Foundation -** provides grants for conservation and environmental education projects.  
([www.nfwf.org/programs/program.htm](http://www.nfwf.org/programs/program.htm))

**Pew Charitable Trust -** provides grants in environment, culture and health and human services. The organization has a current emphasis on public health and wellness.  
([www.pewtrusts.com/grants](http://www.pewtrusts.com/grants))

**Wallace Foundation -** The Wallace Foundation seeks to support and share effective ideas and practices that will strengthen education leadership, arts participation and out-of-school learning.  
([www.wallacefoundation.org](http://www.wallacefoundation.org))

**The Foundation Center -** provides access to web sites for private foundations, corporate grants, public charities, and community foundations.  
([www.fdncenter.org/funders](http://www.fdncenter.org/funders))

**Robert Wood Johnson Foundation -** provides grants for projects in the United States and U.S. territories that advance their mission to improve the health and health care of all Americans. Projects fall into seven program areas:

- Building Human Capital
- Childhood Obesity
- Coverage
- Pioneer
- Public Health
- Quality/Equality
- Vulnerable Populations

RWJF awards most grants through calls for proposals (CFPs). All seven program areas issue CFPs from time to time. Three program areas—Building Human Capital, Pioneer and Vulnerable Populations—also accept unsolicited proposals. RWJF accepts unsolicited proposals in these areas at any time and issues awards throughout the year. There are no deadlines. The RWJF supports public agencies, universities and public charities that are tax-exempt under section 501 (c)(3) of the Internal Revenue Code. Types of projects funded include innovative projects that can have measurable impact and can create meaningful, transformative change, such as:

- Service demonstrations

- Gathering and monitoring of health-related statistics
- Public education
- Training and fellowship programs
- Policy analysis
- Health services research
- Technical assistance
- Communications activities
- Evaluations.

([www.rwjf.org](http://www.rwjf.org))

The Foundation Center provides access to web sites for private foundations, corporate grants, public charities, and community foundations. ([www.fdncenter.org/funders](http://www.fdncenter.org/funders))

## Recreation Grants

**Cal Ripken Sr. Foundation Grants** - Rolling Deadlines. The Cal Ripken, Sr. Foundation provides a variety of grants to community groups and schools that meet our eligibility requirements, in order to support the growth of youth baseball and softball, as well as promote character growth in children. Please visit the title link for information about the grants and downloadable applications. <http://www.ripkenfoundation.org/grants/grant/>

**NIKE Bowerman Track Renovation Program** - The Bowerman Track Renovation Program provides matching cash grants to community-based, youth-oriented organizations that seek to refurbish or construct running tracks. The program distributes approximately \$200,000 in matching grants each year. Recipients of a Bowerman Track Renovation grant are encouraged, but not required, to use Nike Grind technology to resurface their track. Nike Grind material is made of recycled athletic shoes sliced and ground into rubber granules, providing a superior, environmentally conscious all-weather track surface. To learn more or apply, visit Nike Bowerman Track Renovation Program.

**USA Football Equipment Grants** - Athletics

and Wellness Support Grants In 2007, the USA Football Equipment Grant provided youth leagues and high school programs from across the United States with over \$500,000 worth of new football equipment. The application is not yet available for 2009, but you may register to receive notification when the application goes live later this year at USA Football Equipment Grants.

**LPGA-USGA Girls Golf Program** - LPGA-USGA Girls Golf provides an opportunity for girls, ages 7 to 17, to learn to play golf, build lasting friendships and experience competition in a fun, supportive environment, preparing them for a lifetime of enjoyment with the game. Girls are learning values inherent to the game of golf, such as practice, respect, perseverance, and honesty, preparing them to meet challenges of today's world with confidence. Learn more at LPGA-USGA Girls Golf Program.

**United States Golf Association Grants** - The USGA is committed to providing opportunities for personal development through golf and its values. To this end, the USGA launched an aggressive grant making program in 1997 to help organizations develop introductory golf programs and alternative golf facilities for youth from disadvantaged backgrounds, minority youth, girls and individuals with disabilities. Through June 2007 the USGA dedicated more than \$58 million to positively impact hundreds of thousands of children and people with disabilities. Having provided more than \$21 million to The First Tee and its Chapters, the USGA is the largest single supporter of The First Tee Network. The USGA is committed to this significant annual grants initiative through at least the end of this decade. The USGA also instituted the Fellowship in Leadership and Service. This two-year program provides professional development opportunities for recent college graduates and instills in them a passion for volunteerism and philanthropy. The paramount experience of USGA Fellows comes through working as grants program staff members. Learn more at USGA Grants

**Women's Sports Foundation Grants** - GoGirlGo! Campaign to maximize the use of sport/physical activity as an educational intervention and social asset in order to enhance the wellness of girls as they navigate between childhood and early

womanhood. Learn more at the Women's Sports Foundation website.

### **Tony Hawk Foundation Skatepark Grants -**

Tony Hawk Foundation grants are awarded for the construction of free, public skateparks in disadvantaged communities in the U.S. and its territories and has awarded over \$2-million to 365 communities since 2002. The primary mission of the Tony Hawk Foundation is to promote high-quality, public skateparks in low-income areas throughout the United States. The foundation believes that local officials should treat public skateparks the same way they treat public basketball courts or tennis courts, meaning that anyone may show up and use them anytime, unsupervised. The Tony Hawk Foundation awarded over \$250,000 in grants to 29 communities in the fall of 2007. Grants range from \$1,000 - \$25,000. Municipalities, public agencies, and community nonprofit organizations working on public-skatepark projects should go to the grant application at the Tony Hawk Foundation website. For more information, send an email to [contact@tonyhawkfoundation.org](mailto:contact@tonyhawkfoundation.org).

**The Wal-Mart Foundation Grants -** The Wal-Mart Foundation has adopted four areas of focus: Education, Job Skills Training, Environmental Sustainability and Health. While the Wal-Mart Foundation encourages funding requests that align with its four areas of focus – programs that do not align with the four areas of focus will also be given full consideration. Learn more and apply at The Wal-Mart Foundation website.

### **United States Soccer Foundation Program & Field Grants -**

As the major charitable arm of soccer in the U.S., the United States Soccer Foundation has invested more than \$48 million in the game, supporting hundreds of projects in every state in the country. The Foundation annually provides grant support to local communities and soccer organizations aimed at achieving the mission to enhance and grow the sport of soccer. The primary focus is providing grants to projects and programs that develop players, coaches, and referees in economically disadvantaged urban areas encompassing populations of 50,000 or more. The Foundation also provides assistance to develop fields, including state-of-the-art synthetic grass

surfaces, irrigation and lighting. To learn more or apply, visit [www.ussoccerfoundation.org/grants](http://www.ussoccerfoundation.org/grants).

### **Dick's Sporting Goods Sponsorships and Donations -**

Dick Stack, founder of Dick's Sporting Goods, believed that sports play a vital role in teaching children fundamental values like a strong work ethic, teamwork, and good sportsmanship. And he understood that supporting the organizations that make youth sports possible is the best way to promote those values.

This year, through its Community Youth Sports Program, Dick's will donate more than 56,000 coach's equipment kits to youth baseball, football, soccer, basketball, lacrosse and hockey organizations across selected markets - reaching over 1.1 million kids. Dick's community efforts focus on traditional team sports and outdoor related activities and events.

### **Baseball Tomorrow Fund -**

The Baseball Tomorrow Fund is intended to provide funding for incremental programming and facilities for youth baseball and softball programs, not as a substitute for existing funding or fundraising activities.

Baseball Tomorrow Fund generally considers projects that include capital expenditures for youth baseball and softball programs such as baseball/softball equipment and uniforms, basic baseball/softball field renovations and construction (e.g. infield mix, sod/seeding, bases, dugouts, fencing, field lighting, irrigation system, grading, etc.) Deadline for Applications: Open, applications are awarded quarterly

### **The No Child Left Inside Act -**

seeks to amend the Elementary and Secondary Education Act, and expand environmental education, create environmental stewards and produce graduates who are equipped to address the challenges, adjustments and opportunities of the 21st century. A key component to this legislation is the use of field experiences to provide students with opportunities to directly experience nature in ways that improve the students' overall academic performance, personal health (including addressing child obesity issues), and understanding of nature. Other components include:

- NCLI is a voluntary program and therefore does not implement unfunded mandates;
  - \$100 million would be authorized for 2010-2014;
  - In order for educational agencies within a state to receive NCLI grant funding, the state educational agency must work with state environmental and natural resource agencies to develop and implement a state environmental literacy plan for pre-kindergarten through grade 12;
  - Provides grants for environmental education professional development of teachers and educators;
  - Creates an environmental education grant program to prepare children to understand and address major environmental challenges facing the U.S.; and to strengthen environmental education as an integral part of the elementary school and secondary school curriculum.
- Create awareness of the vital services parks and recreation offers.
  - Enhance the overall health and livability of your community!

The application is available online and will remain open until December 11, 2009.

**ACHIEVE Healthy Communities: Create Healthier Communities** - Obtain Funding Through NRPACDC ACHIEVE Grants - National Recreation and Park Association (NRPA) and the Centers for Disease Control and Prevention (CDC) support local communities to implement ACHIEVE Communities (Action Communities for Health, Innovation and Environmental Change). In 2010, NRPA will fund ten park and recreation agencies at \$35,000 each to develop coalitions of local stakeholders and community leaders to address chronic disease risk factors of physical inactivity, poor nutrition, and tobacco use. With an ACHIEVE grant agencies will:

- Reduce the incidence of chronic disease through policy, systems and environmental change strategies at the local level.
- Create partnerships with community stakeholders.
- Attend meetings with national leaders to learn about tools, resources, and strategies to build healthier communities





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Appendix D

# Model Mandatory Dedication Ordinances



The following model mandatory dedication ordinances were developed by the Adams County Planning Commission, Adams County, PA and referenced in the Pennsylvania Department of Conservation and Natural Resources and Pennsylvania Land Trust Association publication: Public Dedication of Land and Fees-in-lieu for Parks and Recreation. <http://www.dcnr.state.pa.us/brc/publications/Pubs/PubDedicationofLand.pdf> and made available through the Pennsylvania Land Trust Association website [http://conserveland.org/lpr/library?parent\\_id=23144](http://conserveland.org/lpr/library?parent_id=23144). A complex ordinance and simple ordinance are provided.

**MODEL ORDINANCE PROVISIONS FOR THE DEDICATION OF LAND FOR PARKS, OPEN SPACE, AND/OR GREENWAYS OR CASH IN LIEU OF LAND**

Local ordinances for mandatory recreation dedication or environmental protection, like all other legal documents, can be simple or complex to administer; strict or loose in definition, appropriate for one municipality and not another. An acceptable approach for a municipality considers the time, effort, and required training necessary to administer the ordinance and the prevalence of the feature being preserved (e.g., steep slopes, streamside buffers). For instance, a small, rural township with only a part-time zoning administrator may wish to adopt a simpler approach to land preservation than a thriving city with a full-time staff of zoning and code enforcement officials. Also, a municipality with very flat land may not need steep slope regulations. The following ordinances illustrate several approaches which Adams County municipalities may take in helping to develop the local and county open space system.

**COMPLEX MODEL ORDINANCE FOR MANDATORY RECREATION DEDICATION**

AN ORDINANCE OF \_\_\_\_\_, ADAMS COUNTY, PENNSYLVANIA, AMENDING \_\_\_\_\_ SUBDIVISION AND LAND DEVELOPMENT ORDINANCE TO REQUIRE PUBLIC DEDICATION OF LAND, THE PAYMENT OF FEES IN LIEU THEREOF, THE PRIVATE PRESERVATION OF LAND, OR A COMBINATION, FOR PARK OR RECREATION PURPOSES AS A CONDITION PRECEDENT TO FINAL PLAN APPROVAL.

IT IS HEREBY ENACTED AND ORDAINED by the \_\_\_\_\_, of \_\_\_\_\_, Adams County, Pennsylvania that the Subdivision and Land Development Ordinance, Ordinance No. \_\_\_\_\_, enacted \_\_\_\_\_, as amended, is hereby amended as follows:

**SECTION**

**610 PARK, OPEN SPACE AND GREENWAY PROVISION**

*Comment: The section numbering system may differ for each municipality. The 600 series was chosen here solely to illustrate the division of subsections.*

**610.01 GENERAL**

This Section applies to proposals that would create new residential and non-residential development. The purpose of this Section is to implement Section 503(11) of the Pennsylvania Municipalities Planning Code and thereby provide needed parks, open space and greenways.

This Section 610 is based on the conclusions and recommendations in the \_\_\_\_\_ Parks and Open Space Plan dated \_\_\_\_\_ which the Municipal governing body has officially adopted as the \_\_\_\_\_ official Recreation Plan.

610.02 MANDATORY DEDICATION OF LAND

- A. Land shall either be dedicated to the Municipality for parks, open space and/or greenways or an alternative action shall be taken from among the choices in Section 610.03 under either one of the following two situations:
1. A proposed land development or submission that creates one or more new dwelling units shall dedicate a minimum of \_\_\_\_\_ acres of land per dwelling unit to the Municipality.
  2. A proposed land development or subdivision that creates one or more commercial, industrial or other non-residential principal uses and that involves a total area of 2 acres or more, excluding public and private schools, shall dedicate a minimum of \_\_\_\_% of the proposed development's total area to the Municipality.
- B. The required park, open space and/or greenways associated with a proposed residential or non-residential development shall be distributed as follows:
1. PRIMARY RECREATION SPACE shall consist of a minimum of 70% of the total required mandatory dedicated acres for the proposed project. Primary Recreation Space shall not include any of the natural features that comprise "Greenway or Natural Resources Space" (see Paragraph 2. below).  
  
Since the primary purpose of the Primary Recreation Space is for active recreational pursuits, this land should be relatively flat. Therefore, the following guidelines shall be used:  
  
A minimum of 1/2 of the Primary Recreation Space shall have slopes of 5% and under and the remaining 1/2 of the space shall have slopes of 10% or under.
  2. GREENWAY OR NATURAL RESOURCE SPACE may consist of a minimum of 30% of the total required mandatory dedicated acres for the proposed project. Greenway or Natural Resource Space may include floodplains, wetlands, steep slopes greater than 10%, storm water detention areas that are unusable for recreation as well as Primary Recreation Space.

610.03 MANDATORY DEDICATION ALTERNATIVES

The applicant may use one of the following alternatives to mandatory dedication, provided the Municipality's governing body approves:

- A. Construct new and/or improve existing recreation facilities;
- B. Pay a fee-in-lieu of land dedication;
- C. Guarantee the private reservation and maintenance of parkland, open space and/or greenway; or,
- D. Provide a combination of the above.

610.04 TOTAL OR PARTIAL FEE IN LIEU OF DEDICATION

Any of the alternatives in Section 610.03 must be at least equal to the pre-development fair market value of the two types of space (primary recreation and greenway or natural resource) which would have been otherwise required for dedication, including:

- A. Primary Recreation Space (required acreage x value = \$ \_\_\_\_\_) which should equal the value of the tract of land of the proposed development project or similar land within the zoning district in which the tract is located.
- B. Greenway or Natural Resource Space (required acreage x value = \$ \_\_\_\_\_) which should equal the value of the tract of land of the proposed development project or similar land within the zoning district in which the tract is located.

As an alternative, the Municipality may establish an annually updated fair market value for land associated with A.) Primary Recreation Space and for the B.) Greenway or Natural Resource Space within the Municipality or within each zoning district.

The determination of the fair market value of the two types of space (primary recreation and greenway or natural resource) shall be the responsibility of the applicant and shall be acceptable to the governing body of the Municipality. If the Municipality should dispute the applicant's fair market value, it may either retain a certified appraiser at the applicant's cost to verify and/or adjust the applicant's fair market value to the appraiser's value, or it may require mandatory dedication of the required acreage and/or a portion thereof and the remaining portion amount in fee-in-lieu of dedication.

**610.05 PARKLAND CAPITAL RESERVE AND ACQUISITION FUND**

The applicant shall pay all fees in lieu of land dedication to the Municipality. Upon receipt of the fees, the Municipality shall deposit said fees in an interest-bearing account. This account shall be separate from other municipal accounts and shall be clearly identified for the purpose of funding parkland acquisition and/or development of recreation facilities. Interest earned on all monies deposited in such accounts shall become funds of that account. Funds from such accounts be expended at the discretion of the Municipality's elected officials in properly allocable portions of the cost incurred to acquire land and/or design, construct or acquire the specific recreation facilities that will benefit the subdivision or and land development for which they were collected. Fees deposited to this account shall be administered as required by the Pennsylvania Municipalities Planning Code.

**610.06 CASH FEE PAYMENTS IN LIEU OF DEDICATION AND EXPENDITURE**

The fees shall be paid prior to recording of the Final Plan, unless the applicant agrees, as part of a legally binding development agreement, to pay the required fees prior to the issuance of each building permit for development. If requested by any person who paid any fee under this section, the municipality shall refund such fee, plus interest accumulated thereon from the date of payment, if the municipality has failed to utilize the fee paid for the purposes set forth in this section within three years from the date such fee was paid. If a developer chooses to pay such fees in phases, then such fees shall not have been considered to be fully paid for purposes of this time limit until three years after the last payment is made.

**610.07 MUNICIPAL FUND REIMBURSEMENT OR MUNICIPAL PARKS AND OPEN SPACE IMPROVEMENTS OR ACQUISITION**

From time-to-time a Municipality may purchase land for parks, greenways, open space and/or improve existing parks and greenways in or near the area of actual or potential subdivisions and/or

developments. If a Municipality does undertake such action within a distance of 1 and ½ miles, subsequent park, greenway and open space land dedications within that area may be a cash fee in-lieu-of land dedication and be used to reimburse the Municipality's actual cost of acquiring and/or developing such land for parks, greenways or open space. Once the Municipality has been reimbursed for all such park, greenway and open space actions within this area, this subsection shall cease to apply and the other subsections of this section shall remain applicable.

#### 610.08 PRIMARY RECREATION SPACE DESIGN REQUIREMENTS

In general, Primary Recreation Space and related open spaces to be set aside and provided for in this section shall include areas for active recreational pursuits. Accordingly, the following design requirements shall apply:

- A. The Primary Recreation Space shall be reasonably located so as to serve all of the residents or users of the subdivision or land development;
- B. The site(s) shall be located and designed so that safe and convenient access shall be provided to all existing and proposed users. Additionally, each site shall have at least one vehicular access area that is a minimum of \_\_\_ feet in width;
- C. The site(s) shall be sized and configured so as to accommodate its intended uses. Sufficient lot width/depth dimensions shall be provided so as to accommodate, where practical, ballfields, courts and other open play areas. Furthermore, should a development be proposed at a location contiguous to existing parkland, dedicated parklands should be provided, where practical, as an expansion of the existing park;
- D. The site(s) shall have suitable topography and soil conditions for use and development as active play areas. A minimum of ½ of the primary recreation space shall have slopes of 5% or under and the remaining ½ of the space shall have slopes of 10% or under. The area of the site considered as the Primary Recreation Space shall be free from floodplains, wetlands, slopes of over 10% and storm water detention facilities that are not usable for recreation;
- E. The site(s) shall be located and designed to conveniently access public utilities, which may be extended by the developer, including sanitary sewer, water and electric service. However, no part of an overhead utility easement or any above ground protrusion of an underground utility shall be permitted within the area proposed for active play areas on the site;
- F. No part of the site(s) shall be a part of any other required setback, yard, buffer and/or open space required for any adjoining lots or uses as regulated by the Municipality's Zoning Ordinance;
- G. The site shall comply with any applicable design, orientation, size and location guidelines in the Municipality's Recreation, Parks and Open Space Plan and/or Official Comprehensive Plan.

#### 610.09 GREENWAY AND NATURAL RESOURCE SPACE DESIGN REQUIREMENTS

In general, Greenway and Natural Resource Space and related open spaces to be set aside and provided for in this section shall include areas for lineal greenways. These corridors of open space provide ways for people to gain access to residential and non-residential areas, parks, schools, historic sites, town centers,

neighborhoods, rural areas and related human settlement points as well as access to water, forests, meadows and other unique natural features and related open space for recreational pursuits.

Some greenways will be for walking, hiking, jogging, biking, horseback riding and even canoeing. Others will be simple and untouched as a stretch of stream bank left wild. Whether developed or not, greenways are exceptional for recreation, education, environmental preservation and important open space corridors that people may use to reach community resources. Accordingly, the following design principles shall apply:

A. GREENWAY AND NATURAL RESOURCE PLANNING AND DESIGN PRINCIPLES - The developer and Municipality shall use the following principles to plan for greenways and natural resource areas:

- Provide greenways along natural areas such as creeks, wetlands, floodplains and edges of waterbodies,
- Provide greenways along ridgelines with dramatic views,
- Provide greenways along utility easements, rights-of-way and other man-made linear corridors, such as abandoned railroad beds and underground pipelines,
- Provide greenways along highway and street rights-of-way,
- Provide greenways which incorporate parks, schools, urban pedestrian ways and plazas, especially in urban centers with limited parking, traffic congestion and more dense development,
- Provide greenways which incorporate existing pathways, bike routes, trails and sidewalks,
- Provide greenways within expanded buffer areas between different types of land uses,
- Provide greenways which interconnect and loop, giving interest for walkers, bikers and other users,
- Provide greenways which minimize road crossings, especially along major highways with high traffic volumes and fast-moving traffic. When necessary, consider using streets with limited traffic.

B. The Greenway and Natural Resource Space shall be reasonably located so as to serve all of the residents or users of the subdivision or land development.

C. The site(s) shall be located and designed so that safe and convenient access shall be provided to all existing and proposed users. Additionally, each site shall have at least one vehicular access area that is a minimum of twenty-four (24) feet in width.

D. Actual dedications of greenways and natural resource areas shall have a minimum width of fifty (50') unless circumstances prohibit this width) and, if dedicated to a Municipality, must be approved by the elected officials.

E. Any Greenway and Natural Resource Space shall conform to the goals of the municipal recreation, parks and open space plan and official comprehensive plan.

- F. The minimum right-of-way width of an easement containing a trail which crosses private land shall be twenty (20') feet. Easements may be dedicated to the Municipality, the County or to another organization(s) which, in the judgement of the Municipality's elected officials, is/are appropriate. In all cases, however, such easements must provide for public use.
- G. All walkways, bikeways or other accessways must have a minimum vertical clearance of not less than ten (10) feet. Walkways should have a minimum width of not less than five (5) feet. Bikeways should have minimum width of not less than 10', with 5' fall away zones.
- H. Greenway and Natural Resource Space may include floodplains, wetlands, steep slopes greater than 10% and storm water detention areas that are not usable for recreation purposes, as well as Primary Recreation Space. Any walkway, bikeway, trail or other man-made features or use areas may be located in a wetlands area only after Municipal and State approvals.

**SIMPLE MODEL ORDINANCE FOR MANDATORY RECREATION DEDICATION**

**607. OPEN SPACE AND RECREATION AREAS AND FEES**

**A. Intent.**

- 1. To provide adequate open spaces, recreational lands and recreational facilities to serve new residents of new developments, for both active and passive recreation.
- 2. To recognize and work to carry out the officially adopted \_\_\_\_\_ *Parks, Recreation and Open Space Plan*.

**B. Applicability.** This section shall apply to any subdivision or land development for which a preliminary plan or a combined preliminary/ final plan is submitted after the enactment date of this amendment.

- 1. This section shall not apply to plans that the Governing Body determines only involve clearly minor adjustments or corrections to an approved preliminary plan or clearly minor adjustments or corrections to a preliminary plan that was before the Governing Body for consideration at the date of the adoption of this amendment.

**C. Limitations on Use of Fees.**

- 1. Any fees collected under this section shall be placed within an interest-bearing account and shall be accounted for separately from other Municipal funds.
- 2. To ensure that the lands and facilities are accessible to the residents and employees of the developments that paid fees towards their cost, the attached "Recreation Fee District Map" designates "Recreation Fee Districts." Any fees collected under this section shall only be expended within the same Recreation Fee District as the subdivision or land development that contributed the fees.
- 3. Such fees shall only be used for the following: acquisition of public open space, development of public recreational facilities, landscaping of public open space and closely related engineering and design work.

4. Unless the Governing Body identifies fees for a particular set of facilities or particular recreation area, then the fees shall be used for the further development of the \_\_\_\_\_ Recreation Area as a generally centrally located recreation area providing programs and facilities for the entire Municipality.

D. *Land Dedication.* Any subdivision or land development regulated under this Section 607 shall be required to dedicate the specified amount of common open space, unless the Governing Body determines that such land in that location would not serve a valid public purpose, in which case recreation fees-in-lieu of land shall be required.

1. Generally, it is the intent of this Section that developments of five or fewer dwelling units that do not include land that is adjacent to existing publicly-owned land shall be required to pay a recreation and open space fee in lieu of dedicating land. However, if the applicant does not agree to pay such fees, then land shall be required to be dedicated.
2. The land and fee requirements of this section shall be based upon the number of new dwelling units that would be permitted on the lots of a subdivision or land development after approval.
3. Prime Open Space. For the purposes of this section, the term "Prime Open Space" shall mean land proposed to be dedicated as common open space that would meet all of the following standards:
  - a. less than 6 percent slope,
  - b. not a "wetland" under Federal and/or State regulations,
  - c. be part of a contiguous tract of at least 2 acres (which may include existing adjacent common open space) and
  - d. not be within the "100 Year Floodplain" as defined by official floodplain maps of the Township.
4. Amount of Common Open Space. A subdivision or land development shall be required to dedicate the following amounts of common open space for each permitted new dwelling unit, unless the Governing Body determines that recreation fees in-lieu of the open space would be more in the public interest.

Percentage of the Total Required Common Open Space that Would Meet the Definition of "Prime Open Space"	Minimum Required Common Open Space Per Permitted Dwelling Unit
0% to 25.0%	1,500 square feet
25.1 to 75.0%	1,250 square feet
75.1% to 100%	1,000 square feet

E. *Fees for Residential Development.* If the Governing Body determines that a land dedication within a proposed subdivision or land development would not be in the public interest, the applicant shall be required to pay fees-in-lieu of dedicating open space. This fee shall be \$900 per permitted dwelling unit, unless these fees are revised by later resolution or official fee schedule of the Governing Body.

F. *Fees for Business Development.*

1. Intent- To recognize that the development of employers in the Municipality creates significant demand for local recreational facilities, such as athletic fields, volleyball courts and picnic areas.
2. Any new business subdivision or land development shall be required to pay a recreation fee of \$ for each acre within such subdivision or land development that is intended for new business uses. This amount of the fee shall apply unless a different fee is established by later resolution or official fee schedule adopted by the Governing Body.
3. The fee shall be based upon the nearest one-half acre. (For example, if a fee of \$1,000 per acre is currently in place, a 2.5 acre business use would pay a fee of \$2,500). No fee shall be required for business subdivisions or land developments involving less than 1/2 acre of land for new business uses.
4. See possible modifications of fees in Section 607.K.

G. *Decision on Land vs. Fees.* The Governing Body shall determine whether a land dedication or the payment of fees shall be required. This determination should, but is not required to, be made at the time of sketch plan review. The Municipality should, at a minimum, consider the following:

- a. Whether the land in that location would serve a valid public purpose.
- b. Whether there is potential to make a desirable addition to an existing recreation area.
- c. Whether the proposed land would meet the objectives and requirements of this section.
- d. Whether the area surrounding the proposed development has sufficient existing recreation and open space land, and whether it is possible for pedestrians and bicyclists to reach those lands.
- e. Any recommendations that may be received from the Planning Commission, the Municipal Engineer, the local School Board or School District staff, and the Municipal Parks and Recreation Board.
- f. Any relevant policies of the Municipal Parks, Recreation and Open Space Plan.

H. *Land to be Dedicated.*

1. Land required to be dedicated shall be suitable for its intended purpose, in the determination of the Governing Body. The applicant shall state what improvements, if any, that he/she intends to make to the land to make it suitable for its intended purpose, such as grading, landscaping, or development of trails. Such land shall be free of construction debris at the time of dedication.
2. Required common open space shall be dedicated to the Municipality, unless the Governing Body agrees to accept a dedication to any of the following: the local school district, Adams County, a homeowner association, or an environmental organization acceptable to the Governing Body. In the case of a rental development, the Municipality may permit the common open space be retained by the owner of the adjacent residential buildings.
3. If required common open space is to be owned by a homeowner association, the developer shall be required to establish such association in a form that requires all property-owners with the development to annually contribute to the maintenance of the common open space. Any homeowner association agreements regarding required common open space shall be subject to acceptance by the Governing Body, based upon review by the Municipal Solicitor. The provisions of Section 703(f) of the State Municipalities Planning Code should serve as a model for such agreement.

4. Any required common open space dedication shall include deed restrictions to permanently prevent its development for buildings, except buildings for non-commercial recreation or to support maintenance of the land.
5. Priority shall be given to dedication of land that would be suitable for a) a new community park in the \_\_\_\_\_ portion of the Municipality, or b) would preserve woods, steep slopes or other important natural features or land along a creek, or c) that would add needed land onto existing public recreation lands.

*Comment: Here, a municipality may designate preferences to open space which would contribute to local or county greenways, preserve streamside buffers, or other local priorities.*

6. Land that is not suitable for active or passive recreation shall not be accepted as part of a required dedication, including areas within a stormwater detention basin that could not serve recreation purposes. Portions intended for active recreation shall be well-drained, of less than 4 percent average slope and not require filling in of a wetland for use.
  7. Common open space within a subdivision or land development shall be contiguous, except as may be specifically exempted by the Governing Body, and shall have adequate access for maintenance and for pedestrians.
  8. Other Ordinances. Any required land dedication under this Section shall be in addition to any land dedication or improvement requirements of any other Municipal ordinance or resolution.
  9. Lands Close to Buildings. For the purposes of this section, no land shall be used to meet the minimum common open space requirements of this section if such land is within: a) 15 feet of any building or b) within 15 feet of a parking area of more than 6 parking spaces (other than parking areas specifically developed to serve the open space). This specifically includes, but is not limited to, open space surrounding buildings in a development of apartments or townhouses.
  10. Residual Lands. If only a portion of a larger tract of land is currently proposed to be subdivided, or the applicant owns one or more adjacent tracts that are not currently proposed to be subdivided, the applicant shall provide a sketch of a possible future land dedication on these adjacent lands in case they would be developed in the future.
  11. Coordination With Future Adjacent Dedication. The Governing Body may require that a required land dedication within a property currently being subdivided be placed along an edge of the property so that it may, in the future, be combined with an open space dedication on the edge of an adjoining property when that adjoining property is subdivided or developed.
- I. *Combination of Land and Fees.* Upon mutual agreement of the Governing Body and the applicant, the Municipality may accept a combination of common open space and fees-in-lieu of land to meet the requirements of this section for a residential subdivision or land development. This combination shall be based upon the following: the amount of common open space would be based upon a certain number of dwelling units and the fee amount would be based upon the remaining number of dwelling units.
  - J. *Timing of Fees.* Fees required under this section shall be paid prior to the recording of the final plan, except as follows:

1. If the required fee would be greater than \$\_\_\_\_\_ and the applicant and the Municipality mutually agree to provisions in a binding development agreement to require the payment of all applicable recreation fees prior to the issuance of any building permits within each clearly defined phase of the development, then the fees are not required to be paid prior to recording of the final plan but may instead be paid within the requirements of that development agreement.
2. If the applicant agrees to pay such fees in installments, then all such fees shall not be considered to be "paid" for the purposes of any applicable time limitations for utilization under the State Planning Code until all such fees are paid in full, including all installments and phases.

*K. Fee Modification Process.*

1. An applicant may seek modification to the required amount of a recreation fee under this section, following the "Modifications/Exceptions" procedures of Section \_\_\_\_\_ of this Ordinance. In such case, the full burden of proof, based upon relevant data and qualified professional testimony, shall be upon the applicant to clearly prove to the satisfaction of the Governing Body that the required fees under this section would:
  - a. For a residential development, be disproportionate compared to the current market value of the common open space that would otherwise be required to be dedicated,
  - b. For a business development, would be disproportionate compared to the amount of impact on recreation facilities and common open spaces that the employees of the development would have upon the Municipality.
2. An applicant may also seek a modification of the requirements of this section under the procedures of Section \_\_\_\_\_ by offering to construct substantial permanent recreation facilities within the proposed subdivision or land development or on adjacent public open space that the applicant clearly proves to the satisfaction of the Governing Body will substantially meet the recreation needs of the residents and/or employees, as applicable, of the development.

**MODEL ORDINANCE PROVISIONS FOR STREAMSIDE BUFFERS**

**604. SETBACKS FROM SURFACE WATERS.**

604.A. *Purposes.* To protect the quality and purity of surface waters, preserve physical access to surface waters in case of future public or semi-public acquisition, minimize erosion and sedimentation, preserve the natural stormwater drainage system of the area, conserve sensitive wildlife and aquatic habitats, preserve vegetation along waterways so as to retard soil erosion and reduce pathways for pollutants, and provide for setbacks that can be used as required yard areas for a land use.

604.B. *Setbacks From Major Surface Waters.*

1. No off-street parking, loading or unloading area, or commercial or industrial storage or display area shall be located within 75 feet of the top of the bank of the \_\_\_\_\_ River or within 50 feet of the top of the bank of any other major surface water. See the municipal floodplain map in case a wider area is regulated under the Floodplain Ordinance. The top of the bank of the surface water shall be determined by the Municipal Engineer, in case of dispute.

1. If the required fee would be greater than \$\_\_\_\_\_ and the applicant and the Municipality mutually agree to provisions in a binding development agreement to require the payment of all applicable recreation fees prior to the issuance of any building permits within each clearly defined phase of the development, then the fees are not required to be paid prior to recording of the final plan but may instead be paid within the requirements of that development agreement.
2. If the applicant agrees to pay such fees in installments, then all such fees shall not be considered to be "paid" for the purposes of any applicable time limitations for utilization under the State Planning Code until all such fees are paid in full, including all installments and phases.

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1. An applicant may seek modification to the required amount of a recreation fee under this section, following the "Modifications/Exceptions" procedures of Section \_\_\_\_\_ of this Ordinance. In such case, the full burden of proof, based upon relevant data and qualified professional testimony, shall be upon the applicant to clearly prove to the satisfaction of the Governing Body that the required fees under this section would:
  - a. For a residential development, be disproportionate compared to the current market value of the common open space that would otherwise be required to be dedicated,
  - b. For a business development, would be disproportionate compared to the amount of impact on recreation facilities and common open spaces that the employees of the development would have upon the Municipality.
2. An applicant may also seek a modification of the requirements of this section under the procedures of Section \_\_\_\_\_ by offering to construct substantial permanent recreation facilities within the proposed subdivision or land development or on adjacent public open space that the applicant clearly proves to the satisfaction of the Governing Body will substantially meet the recreation needs of the residents and/or employees, as applicable, of the development.