

**LOWER MIFFLIN TOWNSHIP CUMBERLAND
COUNTY, PENNSYLVANIA**

2018 COMPREHENSIVE PLAN

Adopted 7/26/2018

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Chapter 1: Introduction

Importance of the Comprehensive Plan

The Lower Mifflin Comprehensive Plan is a long range policy document for the orderly development of the township. It is not a zoning ordinance that has legal authority. The Comprehensive Plan is a guidance document for natural resource protection, land use, and transportation.

The Comprehensive Plan:

- Evaluates resources (both physical and social)
- Identifies goals and objectives for the community
- Develops implementation strategies to attain the goals and objectives

The Comprehensive Plan must conform to the standards established in the Pennsylvania Municipalities Planning Code (MPC). The MPC does not require municipalities to adopt a comprehensive plan, but those that do are in a better position to manage issues that are important to the community. Other planning tools, such as the zoning ordinance, are used to implement the goals and objectives identified in the Comprehensive Plan.

The Plan is not a static document. It is intended to be flexible to accommodate changes and unforeseen events as long as the goals and objectives of the Plan remain relative. The Plan should be an evolving tool which must be periodically reviewed and revised to guide the township.

Relationship to Regional Planning Policies

Lower Mifflin Township is affected by events that occur in other parts of Cumberland County. The Western Cumberland County Council of Governments (COG) prepared a comprehensive plan for eight municipalities in Cumberland County. Lower Mifflin Township was not part of that plan but the neighboring municipalities were included. Also, Cumberland County adopted its own county-wide comprehensive plan. It is the intent of this Plan to be compatible and coordinated with both the County's and COG's comprehensive plans.

Historical Context

Mifflin Township, which comprised the current area of Upper Mifflin and Lower Mifflin Townships, was established in 1797 from Newton Township, Cumberland County. In 1892 Mifflin Township separated and became Lower Mifflin Township and Upper Mifflin Township. Early settlers of Cumberland County were mostly of Scots-Irish descent. By the end of the 1700s the majority of settlers had shifted from Scots-Irish to German.

During the French and Indian War in the 1750s it was feared that Indian tribes in Western Pennsylvania would raid settlements in Cumberland County. Between 1755 and 1758 several forts were established in the County to protect the residents. These included Mitchel's Fort at Three Square Hollow in Upper Mifflin Township, and McComb's Blockhouse near Doubling Gap in Lower Mifflin Township.

the water's purity, it was bottled and used for medicinal purposes in 1885. Later, the Cloverdale Spring Company was formed and used the water for its soft drink business. A bottling plant was built near Newville in 1919 which became the Allegheny Pepsi Cola Bottling Company in 1961.

The State acquired the area of Colonel Denning State Park in Doubting Gap as a recreation area in 1930. The Civilian Conservation Corps developed it as a park in 1936. The park is named for William Denning who lived near Newville and manufactured cannons for the Continental Army during the Revolutionary War. Tuscarora State Forest is also administered by the Pennsylvania Department of Conservation and Natural Resources (DCNR) and was named for the Iroquois-nation tribe that once inhabited the area.

The Pennsylvania Turnpike crosses the southern boundary of Lower Mifflin Township and is a major transportation facility on the east coast. The construction of the Turnpike began in 1938 with the first spade full of earth shoveled from the Frank Eberly farm in Upper Mifflin Township. The Turnpike opened in 1940 and is considered the first superhighway in the United States.

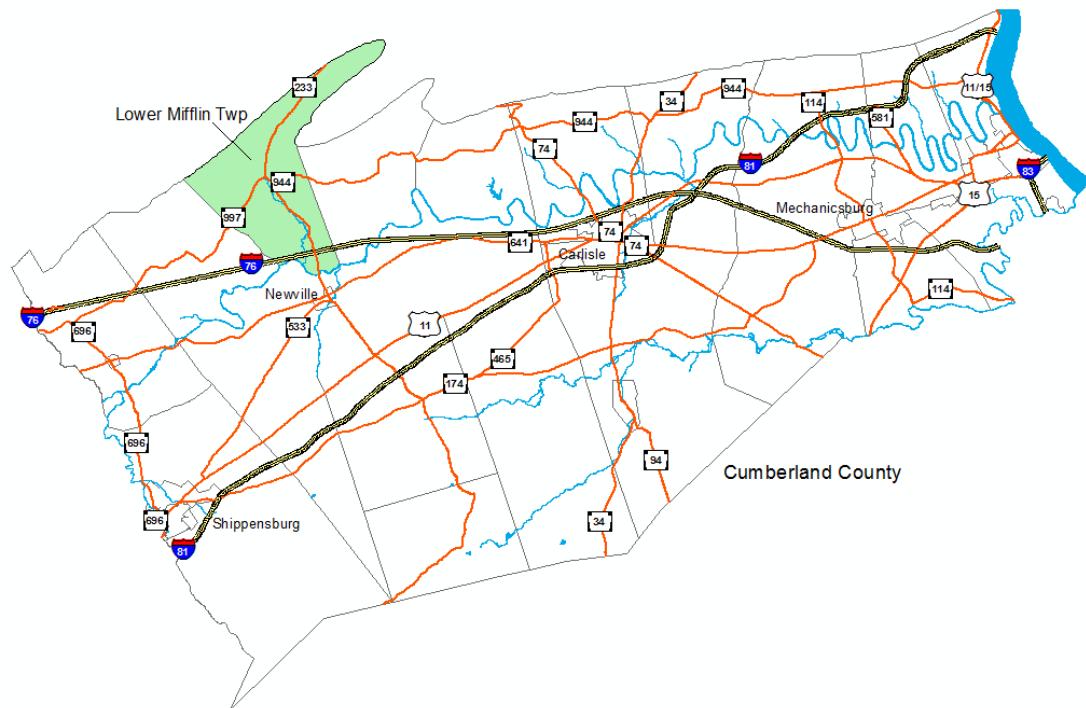
Chapter 2: Natural and Cultural Resources

Regional Context

Lower Mifflin Township is located in the northwest part of Cumberland County. Newville Borough, the largest community near the township, is about one mile to the south. Shippensburg Borough is to the southwest and Carlisle Borough, the county seat, is to the east. Each is approximately 14 miles from Lower Mifflin Township. Total acreage of the township is 24.0 square miles or approximately 15,744 acres.

The Pennsylvania Turnpike (I-76) passes east and west along the southern part of the township. The closest Turnpike exits are located near Carlisle (15 miles east) and Blue Mountain (11 miles west). Route 233 (Doubling Gap Road) passes north and south through the township and connects the township with Newville Borough to the south. Newville Borough is an important transportation hub in the western part of the County. The most important east-west roads in the township are Route 997 and Route 944.

Agriculture dominates Lower Mifflin's local economy. The township's geographic separation from access to the Turnpike has allowed it to avoid development pressures and maintain its rural character. Residential development in Lower Mifflin is low density and generally dispersed. The township contains two very small villages - McCrea on Route 233, and Center on Route 997. There is no significant commercial area in Lower Mifflin Township.



Physical Features and Natural Resources

Natural resources are essential to the quality of life in Lower Mifflin Township. The unique and irreplaceable beauty, character, and sense of community in the township have been recognized as a resource that is worth protecting. An online map of Lower Mifflin Township's natural resources can be viewed by clicking on the image to the right.

Topography

Topography is one of the most important determinants of land use. Generally, lands with moderate slopes are best suited for agricultural and residential uses. Most of the township is characterized by rolling hills with gentle to moderate slopes. Blue Mountain on the northern border of the township contains significant steep slopes which create obstacles for development. The township's highest elevation is on Blue Mountain (1,800 feet above sea level). Its lowest elevation is along the Conodoguinet Creek (460 feet above sea level).

Drainage Patterns

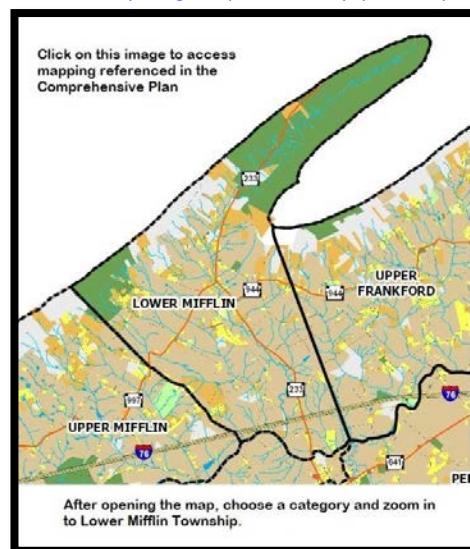
Lower Mifflin Township is located within the Conodoguinet Creek watershed. The streams in the township that discharge to the Conodoguinet generally flow from northwest to southeast. Doubling Gap Creek is the largest stream in the township flowing into the Conodoguinet Creek. Doubling Gap Creek has been identified as a High Quality Cold Water Fishery by the Department of Environmental Protection (DEP). The Conodoguinet Creek is designated as a Warm Water Fishery.

Groundwater and Geology

The quality and quantity of groundwater is very important to Lower Mifflin Township due to its reliance on individual wells for potable water. Geology has primary control on the quality, quantity and flow of groundwater.

Rock types on Blue Mountain include quartzite and sandstones which are tightly cemented and have low groundwater storage capacity. The rest of the township is composed of mostly Martinsburg shale which provides moderate groundwater capacity that is adequate for domestic needs. Groundwater flow is more restricted in shale than in carbonate rocks such as limestone. As a result, widespread contamination of groundwater sources is less likely to occur.

Website: <https://gis.ccpa.net/comp-plan-maps/>



Floodplains

Floodplains function as storage or holding areas for floodwater, and should be protected because they may reduce the potential for flooding in other areas. The Federal Emergency Management Agency (FEMA) is responsible for defining the special flood hazard areas located in the township. Maintaining up-to-date floodplain regulations allows township residents to qualify for the National Flood Insurance Program.

Floodplain areas are not appropriate for development of houses and most structures. They may be appropriate for non-intensive uses such as farming, recreation, or open space. Benefits to preserving floodplains include:

- Preventing property damage, injury, and financial burden imposed by flooding
- Minimizing danger to public health by protecting water supplies
- Providing areas for infiltration to recharge groundwater

Soils

The soils throughout Lower Mifflin Township present limitations for the use of on-lot sewage systems. These limitations require special design and construction measures to prevent the failure of the system. Instead of using traditional septic tank absorption fields, many new homes in the township utilize sand mounds. Although more costly than septic tank absorption fields, sand mound systems perform better in the soils of the township.

The U.S. Department of Agriculture (USDA) classifies agricultural lands into groups that possess similar characteristics. Classes I, II, and III soils have the fewest limitations for crop production. "Prime Farmland" soils, as designated by the USDA, are Class I and II soils in Cumberland County. Lower Mifflin contains very little prime farmland soils. The scattered areas where they occur are near the Conodoguinet Creek and the base of Blue Mountain.

The importance of agricultural soils is recognized at the state level. The Municipalities Planning Code (MPC), Pennsylvania's enabling legislation that authorizes local governments to plan, indicates the importance of preserving agricultural land and activities. Pennsylvania has classified many of the Class III soils as "soils of statewide importance". Most of the township's agricultural land is in this category.

Wetlands

Wetlands have been recognized as uniquely important components of the landscape. They act as:

- Natural flood control devices to store flood waters
- Filter to slow and help purify runoff
- Recharge for groundwater
- Wildlife habitat
- Recreational opportunities.

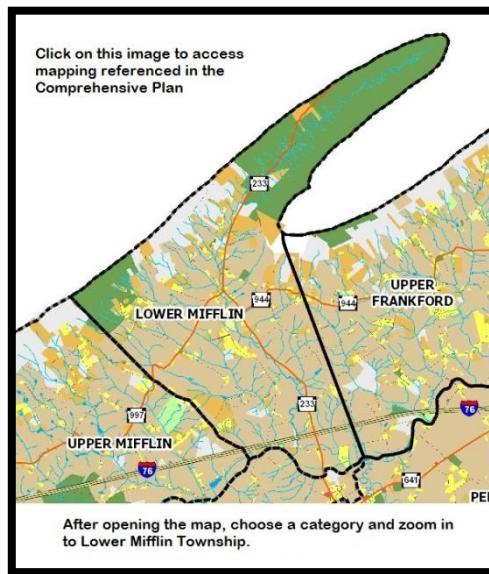
The US Fish and Wildlife Service has developed the National Wetlands Inventory maps that provide a general evaluation of wetlands in an area. In Lower Mifflin Township, wetlands are generally associated with the stream corridors. The presence of wetlands should be determined for any land development or subdivision plan submitted for review.

Historic Preservation

Historic structures should be recognized as important resources because they are a physical link to the past. They represent a common heritage and collective identity associated with a specific place. The MPC recognizes the preservation of historic values as a valid governmental purpose.

An inventory of the Township's historic sites was developed by the Cumberland County Planning Department (CCPD) based on information obtained from the Pennsylvania Historical and Museum Commission (PHMC) and the Cumberland County Historical Society (CCHS). The following sites in Lower Mifflin Township were identified as having historic value and should be considered for preservation efforts. The "Map #" in the table refers to the locations identified on the online Historic Features map which can be found by clicking the image on the right and navigating to the "Historic Sites" tab.

Website: <https://gis.ccpa.net/comp-plan-maps/>

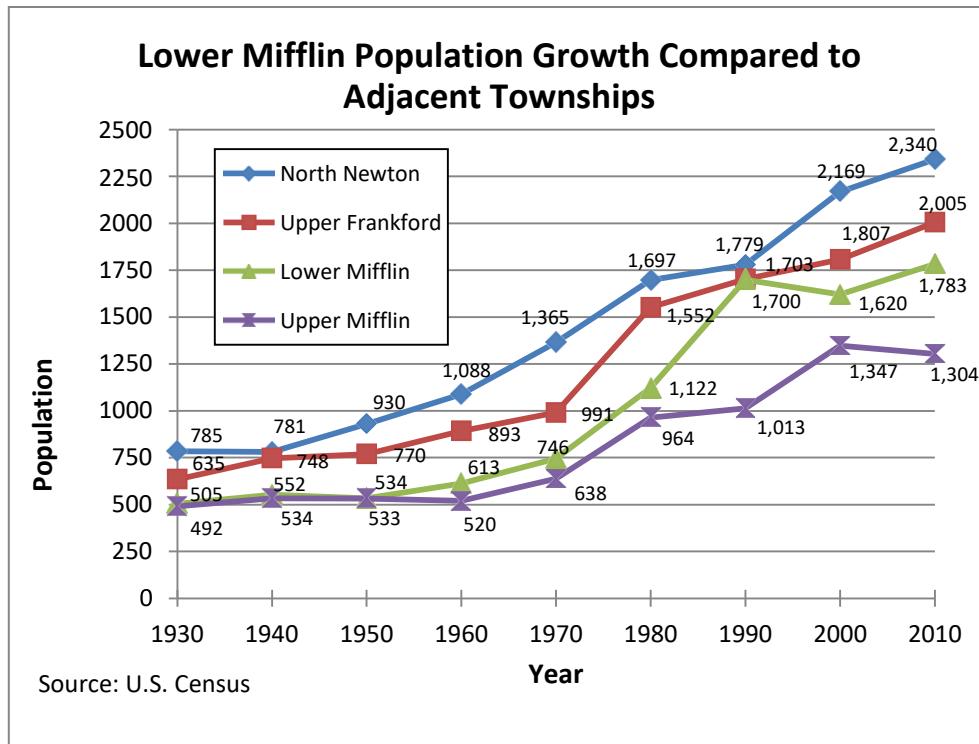


Historic Name	Location	Map #
Adams, Ephraim, House	356 Roxbury Rd.	30
Alter, John, House	1111 Doubling Gap Rd.	31
Barnet, John, House	1166 Doubling Gap Rd.	32
Berrick, Daniel, House	1166 Doubling Gap Rd.	33
Bowman, Jacob, House	575 Center Rd.	34
Brown, William, House	217 Pipeline Rd.	35
Buck, George, Home	217 Pipeline Rd.	36
Carl, George Blacksmith Shop	15 Roxbury Rd.	37
Cloverdale Springs Hotel	1130 Center Rd.	38
Counsel Bluff School	4 Asper Rd.	39
Doubling Gap Hotel	1400 Doubling Gap Rd.	40
Fenton, Samuel, House	901 Conifer Rd.	41
McCormick, Thomas, House	70 McCrea Rd.	42
McCrea Mill	1100 Doubling Gap Rd.	43
McNichol, Alexander, House	870 Doubling Gap Rd.	44
Mowery, Calvin T., Property	Doubling Gap	45
Scouller Mill Site	19 Creekview Rd.	46
State Rd. School	824 Doubling Gap Rd.	47
Woodburn, James, House	310 Doubling Gap Rd.	48
Zeigler, Abraham, House	1245 Doubling Gap Rd.	49

Chapter 3: Demographics

Population Growth From 1930

Population increases drive demand for additional residential development, which has a direct effect on land use. The following graph compares the population growth of Lower Mifflin Township with the adjacent townships in Cumberland County of similar size and character.



Population Change Since 1930		
Year	Lower Mifflin Pop.	% Change
1930	505	
1940	552	9.3
1950	534	-3.2
1960	613	14.7
1970	746	21.7
1980	1,122	50.4
1990	1,700	51.1
2000	1,620	-4.7
2010	1,783	10.0
2016 estimate*	1,783	0

*American Community Survey 2012-2016 estimates, US Census

Lower Mifflin Township's population growth has been similar to its neighboring townships. Lower Mifflin Township's largest population increase was during the 1970s and 1980s. Since then the population has leveled off. The 2016 population estimate by the American Community Survey of the US Census Bureau indicates no population increase from 2010.

Income Characteristics

The U.S. Census Bureau collects and presents income level data in three categories, which are defined as follows:

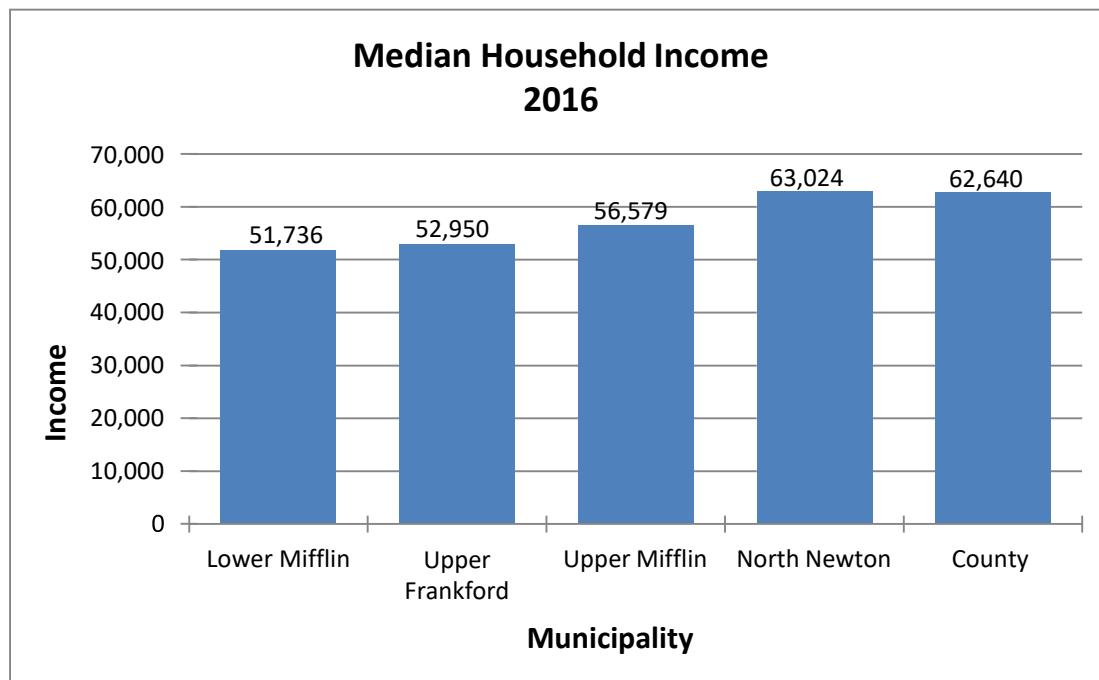
1. Family Income – A group of two or more people who reside together and who are related by birth, marriage, or adoption.
2. Household Income – Includes all the people who occupy a housing unit as their usual place of residence.
3. Per Capita Income – Average obtained by dividing aggregate income by total population of an area.

Lower Mifflin Township Income Levels 2000 - 2016			
	2000	2016*	% Change
Median Household Income	42,578	51,736	-12.9%**
Median Family Income	43,846	59,911	-1.9%**
Per Capita Income	17,687	23,543	33.1%
Persons Below Poverty	5.7%	12.5%	--

*American Community Survey 2012-2016, US Census

**Median income levels adjusted for inflation to 2016 dollars

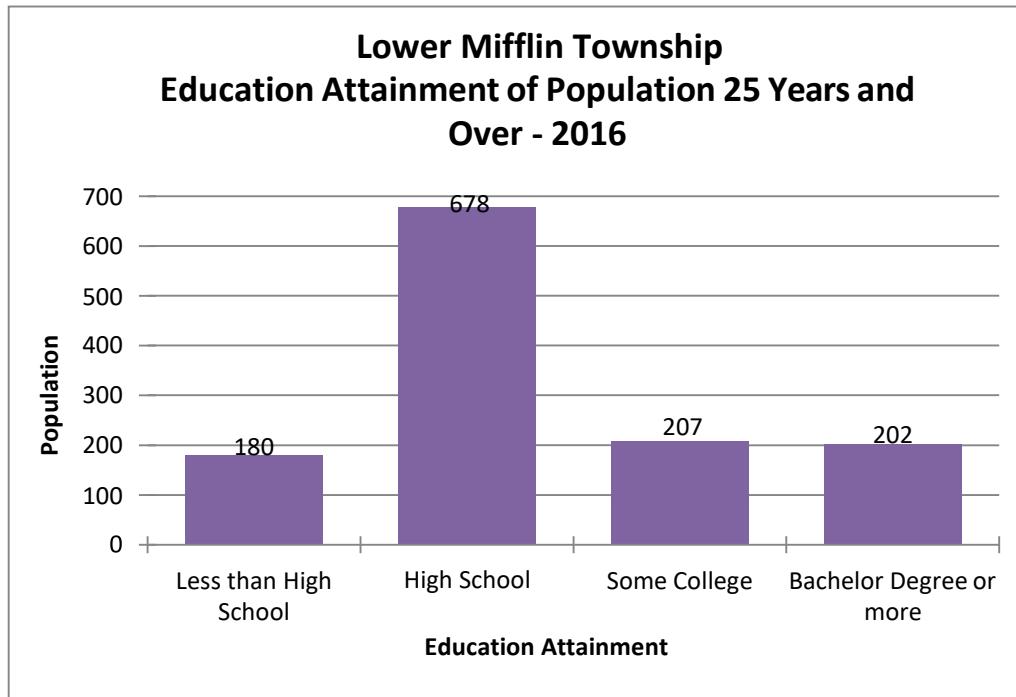
The median income levels of Lower Mifflin have decreased between 2000 and 2016 when adjusted for inflation while percentage of persons below poverty level has increased.



As shown by the graph above, Lower Mifflin Township tends to rank below the surrounding townships and the County in median income levels.

Educational Attainment

Most of the Township's population over 25 years old has obtained a high school diploma as their highest education attainment. These numbers fall when tabulating continued education.



Population Density

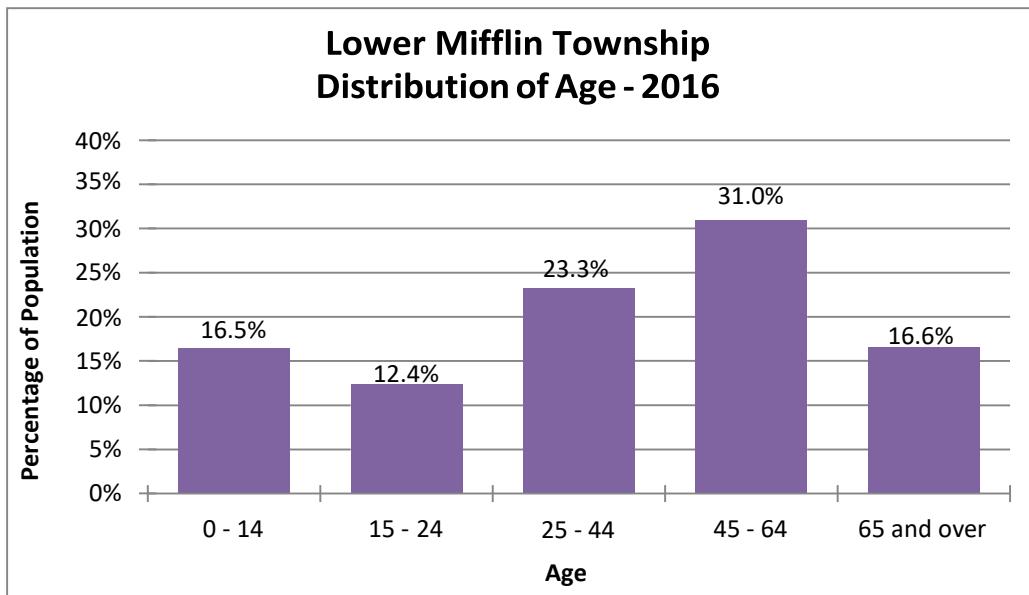
Lower Mifflin Township has a relatively low population density (75 persons per square mile) compared to the surrounding townships. This low density is partly due to the large area encompassed by Colonel Denning State Park.

Population Density in Region			
Municipality	2010 Population	Square Miles	Pop. Density / sq. mile
Lower Mifflin Township	1,783	23.91	74.6
Upper Frankford Township	2,005	19.61	102.2
Upper Mifflin Township	1,304	22.11	59.0
North Newton Township	2,430	22.85	106.3

Source: US Census

Age Distribution

The township's age distribution in 2016 indicates the largest population is within the 45 – 64 age group. This age group will move into the 65+ within the next few years and will dramatically increase the number of residents of retirement age. The smallest population is the 15 – 24 age group which generally represents those residents entering the workforce.



Median Age in Region - 2016	
Lower Mifflin Township	43
Upper Frankford Township	42
Upper Mifflin Township	42
North Newton Township	39

American Community Survey 2012-2016, US Census

The median age in Lower Mifflin Township (43 years) is the oldest of the surrounding townships but generally representative of the region.

Race

The race percentages in Lower Mifflin Township show a very large white population and a small minority population in all minority categories. These percentages of race in the township have remained fairly stable since 2000.

Lower Mifflin Township Race - 2016	
White	98.8%
Hispanic	0.5%
African American	0.2%
Asian	0.2%
American Indian	0.2%

American Community Survey 2012-2016, US Census

Population Projections

The Pennsylvania State Data Center developed population projections for counties in 2014 but did not prepare individual municipal projections. Tri-County Regional Planning Commission used the State Data Center's projected population figures as a basis for developing municipal population projections in 2014. The municipal population projections for 2020, 2030, and 2040 were based on the following factors.

1. Population distribution from 2010 Census
2. Average population changes from previous Census counts
3. Dwelling unit construction trends

The U.S. Census Bureau provides population estimates for the years between the decennial censuses. These estimates can be used to monitor the accuracy of the projections for consideration in planning projects, such as assessing housing needs for the township.

Regional Population Projections 2020 - 2040							
Municipality	2010 Census	Projections					
		2020	change	2030	change	2040	change
Lower Mifflin Township	1,783	1,926	143	2,067	141	2,175	108
North Newton Township	2,430	2,613	183	2,795	182	2,934	139
Upper Frankford Township	2,005	2,191	186	2,375	184	2,516	141
Upper Mifflin Township	1,304	1,405	101	1,505	100	1,581	76

SOURCE: Pennsylvania State Data Center, 2040 HATS Regional Transportation Plan

Lower Mifflin Township's population is projected to grow at a slow but steady rate through 2040, or approximately 6% - 7% per decade. This growth rate is similar to the projected growth rates of adjacent municipalities.

Chapter 4: Public Utilities and Services

Community Services, located within Lower Mifflin Township, are limited due to its small population, low-density development pattern, variable topography, and distance from population centers.

Utilities

Sewer and Water Service

1. Sewage Disposal - The current method of sewage disposal in the township is individual on-lot sewage disposal systems. There is no public sewer system in Lower Mifflin Township. The township's adopted Sewage Facilities Plan (Act 537) indicates the continued use of on-lot systems and does not propose the development of a municipal sewage collection system.
2. Water Supply - The predominant form of potable water supply is from individual wells. There are no public water systems located within Lower Mifflin Township.

The nearest public sewer and water facilities are located in the Borough of Newville. If future development occurs in the southern portion of the township, the potential for extensions of the Newville public facilities may be considered.

Community Services

Township Government

Lower Mifflin is a second class township and is administered by a three-member Board of Supervisors. The township regulates land use and development under its own Subdivision and Land Development Ordinance and Zoning Ordinance. It also administers several stand-alone ordinances and approves building permits for development in the township.

Police Protection

Law enforcement in Lower Mifflin Township is provided by the State Police, with the barracks located in Carlisle. There is no municipal police force. Most of the townships in the western half of Cumberland County do not have their own police, and therefore rely on the State Police. All surrounding townships of Lower Mifflin use the State Police for law enforcement. The most common police calls in the township are responding to traffic accidents.

Emergency Services

1. Fire Companies – Two fire companies provide service to Lower Mifflin Township:
 - Upper Frankford Fire Company located in the Village of Bloserville.
 - Friendship Hose Fire Company located in Newville Borough. Both companies will respond throughout the township.
2. Ambulance – Ambulance services are in close proximity to the township and are provided by the following.

- Chambersburg Area Advanced Life Support provides services in the region from its headquarters in Shippensburg Township.
- Upper Frankford Township provides a Quick Response Medical Unit.
- Friendship Hose Fire Company in Newville provides ambulance service (Newville Community Ambulance).
- A Life Lion medivac helicopter is stationed at the Carlisle Airport and is available when needed.

Refuse and Solid Waste

1. Waste Collection - Lower Mifflin Township does not have a contracted waste disposal company for curbside collection. Residents must individually contract with companies for waste collection and disposal services. Commercial, municipal, and institutional establishments must also contract with their transporter of choice for waste collection services.

The County's primary duty in waste disposal is securing sufficient capacity in disposal facilities for the waste collected. All solid waste generated and collected in Lower Mifflin Township must go to one of the facilities listed in the Cumberland County Municipal Waste Management Plan.

2. Recycling – Lower Mifflin Township has no mandatory recycling requirements. The township is not required to develop a recycling program under the Municipal Waste Planning, Recycling and Waste Reduction Act of 1988 (Act 101). Act 101 mandates that each municipality that has a population of 10,000 or more people, or has a population of more than 5,000 and a density of more than 300 people per square mile, shall implement collection programs for residential and commercial recyclable materials.

Parks and Recreation

Lower Mifflin Township does not own any municipal parks or recreational land. However, Lower Mifflin includes Colonel Denning State Park and Tuscarora State Forest which serve as "local" parks for the township.

- Colonel Denning State Park – This park contains 273 acres and is developed around the 3.5 acre Doubling Gap Lake. Recreation activities include swimming, fishing, environmental education, hiking, camping, hunting, cross-country skiing, and ice skating.
- Tuscarora State Forest – This state land is partially located in Lower Mifflin Township. Facilities include hiking trails, picnic area, and snowmobile trails.

The National Recreation and Park Association (NRPA) established a standard for the amount of parks and recreation land needed based on population – 6.25 acres to 10.5 acres per 1,000 populations.

Lower Mifflin Township appears to meet its recreational needs when the State land is counted as "local" recreation land for its residents. Updated NRPA guidelines though, encourage municipalities to tailor their standards to meet recognized recreation needs.

The MPC allows municipalities to require the dedication of park land, or a fee in lieu of, as a condition of subdivision approval. The township must have a park and recreation plan in order to enact such provisions.

Education

No schools are located within the township. Lower Mifflin Township is part of the Big Spring School District. All public school buildings in the District are located south of the township, mostly in Newville Borough, West Pennsboro Township, and North Newton Township.

The closest vocational schools and colleges to Lower Mifflin Township include:

1. Vocational Schools
 - Cumberland-Perry Vocational Technical School in Silver Spring Township
 - Carlisle School District in Carlisle.
2. Higher Education
 - Shippensburg University – State college offering undergraduate and graduate degrees
 - Dickinson College – Private college offering undergraduate degrees
 - Messiah College – Private college offering undergraduate degrees
 - Dickinson Law School – Associated with Penn State University
 - Central Penn College – offering associate degrees in business

Libraries

No libraries are located in the township. These services are provided on a regional basis through the Cumberland County Library System. The closest library to Lower Mifflin Township is the John Graham Public Library in Newville Borough.

Health Facilities and Services

There are no health care facilities in Lower Mifflin Township. The closest facility is UPMC Pinnacle Carlisle, located west of Carlisle in South Middleton Township. Medical facilities in Cumberland County include:

- UPMC Pinnacle Carlisle
- Healthsouth Rehabilitation Hospital Of Mechanicsburg
- Holy Spirit Hospital
- New Lifecare Hospitals Of Mechanicsburg LLC
- Select Specialty Hospital - Central Pennsylvania (Camp Hill)
- West Shore Hospital

Chapter 5: Transportation

Roadway Classification and Function

Roads are commonly classified according to a system based on their ability to carry volumes of traffic. PennDOT classifies area highways for planning and funding purposes. It is important to be aware of the functional classification system when considering highway improvements and land use planning in Lower Mifflin Township.

Road Classification Standards	
Functional Classification	Services Provided
Arterial	<ul style="list-style-type: none">• Mobility is highest importance• Some degree of access control• Typically used for long trips• Highest volume of traffic• Typical travel speeds – 45+ mph
Collector	<ul style="list-style-type: none">• Mobility and access of equal importance• Connects with arterials and local roads• Moderate volume of traffic• Typical travel speeds – 35-45 mph
Local	<ul style="list-style-type: none">• All roads not defined as arterial or collector• Access to property is highest importance• Low volume of traffic• Typical travel speeds – 25 mph

Source: Federal Highway Administration, Flexibility in Highway Design

Lower Mifflin Roadways

In Lower Mifflin Township, the majority of north-south traffic utilizes arterial PA 233 which runs through the heart of the township and provides access to collector and local access roads.

Roadways in the township include the following functional classifications:

Lower Mifflin Roadway Classifications	
Functional Classification	Specific Roads
Arterial	<ul style="list-style-type: none">• Pennsylvania Turnpike• Pa. Route 233
Collector	<ul style="list-style-type: none">• Pa. Route 944• Pa. Route 997
Local	<ul style="list-style-type: none">• All remaining roads

Lower Mifflin Township contains approximately 44 miles of roadways.

- State Roads – 19 miles
- Local Roads – 25 miles

Traffic Counts

The Harrisburg Area Transportation Study (HATS) is the federally designated Metropolitan Planning Organization (MPO) responsible for transportation planning in the region. The organization performs periodic traffic counts on local roadways, in coordination with PennDOT. The most recent count was conducted in 2016.

Lower Mifflin Traffic Counts - 2016	
Road	Average Number of Vehicles per Day
Pa. Route 233 (north of State Rd 4012/McCrea Road)	1,100
Pa. Route 233 (south of State Route 4012/McCrea Road)	1,600
Pa. Route 997	400
Center Road (south of Pa. Route 997)	550
Pa. Route 944/Enola Road	800
State Rd. 4012/McCrea Road (from Pa. Route 233 to Pa. Route 944/Enola Road)	200

Source: PennDOT

Township Bridges

Lower Mifflin Township owns 6 bridges. Three of the bridges are over 20 feet long and two are posted with weight limitations. Three bridges are less than 20 feet long and have no weight limits.

Township Bridges	
Over 20' in Length*	Less than 20' in Length
Creekview Road (T-399) – 26 ton weight limit	Asper Road
Harvey Road (T-415) – 19 ton weight limit	Blain – McCrea Road
Rock Run Road (T-421)	Pipeline Road

*Bridge Inspection Report, 2016, Cumberland County Planning Department

Transportation Considerations

According to the Institute of Transportation Engineers, a two-lane road (under ideal conditions) may accommodate up to 2,800 vehicles per hour. Lower Mifflin's roadways are under that capacity and there appears to be no need for extensive road widening or new road construction at this time. The township should be aware of the following factors which may reduce efficient traffic flow and safety.

- Excessive curb cuts – Curb cuts (new driveways) along arterial and collector roads can cause congestion and safety issues between vehicles traveling the road and vehicles entering the road. Access management standards, such as a minimum separation between driveways, can minimize conflicts.
- Poor sight distance and road alignments – Maintaining adequate sight distance at all intersections improves accessibility and safety. Where deficiencies exist, right-of-way can be dedicated to correct road alignments when adjoining land is proposed for development.

Chapter 6: Land Use

Characteristics of Existing Land Use

The township should consider the following land use factors as it plans for the future:

1. Agricultural and woodland land uses are the predominant land use features in Lower Mifflin Township.
2. Single family housing is the predominant residential land use in the township. Homes are generally dispersed on large lots. The practice of subdividing a number of road frontage lots from a larger parcel has contributed to some strip development.
3. There are no significant areas of retail or manufacturing activity. Lack of public sewer and water systems is a primary reason for this situation. Some light industrial or commercial activities occur as secondary activities in farm properties such as bulk feed or material processing, small engine repairs, etc. There is a creamery located along Center Road.
4. Significant development has not occurred in the township despite its proximity to Newville Borough and PA 233.

Description of Existing Land Uses

For planning purposes, existing land uses were divided into the following categories:

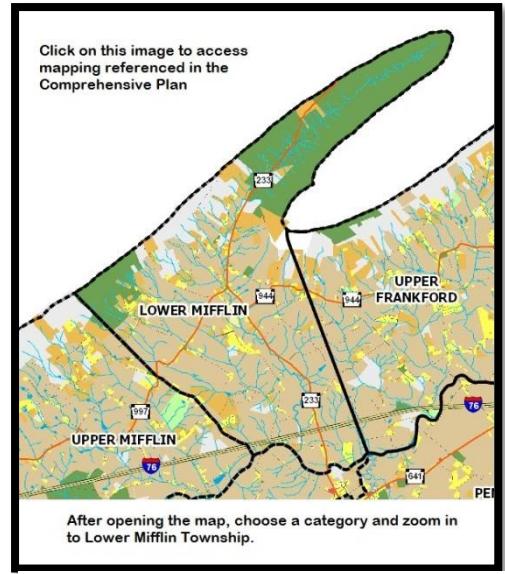
1. Agricultural	5. Industrial
2. Large Lot Residential	6. Public
3. Residential	7. Vacant
4. Commercial Retail	

The Existing Land Use Map can be viewed by clicking on the image to the right, zooming in to Lower Mifflin Township and navigating to the "Existing Land Use" tab.

Agricultural

Agriculture represents the bulk of the land use in the township. The Agricultural category includes operations that are actively engaged in the commercial production and preparation for market of crops, livestock and livestock products. The township has recognized the importance of agriculture by establishing the following programs to maintain and promote its use.

- Agricultural Preservation Zoning – The Agricultural Zoning District of the township implements a sliding scale method to determine the amount of residential lots that may be subdivided from an original parcel of farmland. The intent is to maintain most of the original farm tract to allow future agricultural activities.
- Agricultural Security Areas (ASA) – Lower Mifflin Township established an ASA program which allows farmers to voluntarily place their farm (minimum 10 acres, or has a yearly income of at least \$2,000) in the ASA. Participation in the program does not restrict development of the land. Benefits of ASAs include protection from "nuisance" ordinances that restrict farm practices; and protection from entities trying to acquire land through



Website: <https://gis.ccpa.net/comp-plan-maps/>

eminent domain. Also, farms in ASAs are eligible to qualify for the County's Agricultural Conservation Easement Program.

Large Lot Residential

The Large Lot Residential category identifies single-family detached dwellings on more than five acres. This category acknowledges the fact that the primary use of the lot is residential but that the use does not impact the majority of the tract. Many of these lots are located along the slopes of Blue Mountain where a large lot size is necessary to accommodate steep slope and sewage disposal.

Residential

The Residential category includes all housing types including mobile homes and mobile home parks. Most of this area is made up of single-family detached homes. This category does not include single family dwellings on lots greater than 5 acres. Those uses are provided for under the Large Lot Residential category. The existing developed areas along Shed Road are incorporated in this category. A general characteristic of the residential development is the subdivision of lots along roads with the remaining farm areas located to the rear.

Commercial Retail

The Commercial Retail category is used to describe businesses involved in the sale of goods to consumers. One small commercial area is identified at the crossroads of Pa. Route 233 and Center Road. In addition, commercial uses are located along Doubling Gap Road (Pa. Route 233) at Pa. Route 997. Some additional commercial uses are located within residences or on residential lots and are not identified on the Existing Land Use map. These commercial uses represent small businesses or home occupations providing locally-oriented goods. Only three commercial parcels were identified in the township.

Industrial Land Use

The Industrial category includes manufacturing, mining, industrial parks, and commercial warehousing and distribution facilities. It also includes light industrial uses such as research and development facilities, printing, electronics, small parts assembly and packaging. In Lower Mifflin Township, the general industrial uses have not developed due to the Township's remote location and limited roadway access. Industry that has occurred is more locally-oriented light industry as a secondary property use such as woodworking, carpentry, small engine, tractor and electronic repair. Only one industrial parcel was identified in the township at the corner of Doubling Gap Road and Blain- McCrea Road.

Public / Semi-Public

The Public / Semi-Public category includes utilities, government facilities, State forests, game lands, State and municipal parks, schools, libraries, firehouses, cemeteries, and churches. Most of this area in Lower Mifflin Township is represented by Colonel Denning State Park and Tuscarora State Forest on Blue Mountain.

Vacant

The Vacant category includes land that is unimproved or that is no longer in productive agricultural use. The Vacant category was also applied to wooded, mountainous areas. Most of this category is identified along the slopes of Blue Mountain.

Analysis of Current Development Trends

During the last ten years, the township has experienced slow residential growth according to the building permits issued by the township. Over the last 10 years, 39 permits were issued for new dwelling units or approximately 3 units constructed per year. Only 1 commercial building permit was issued during that period.

Building Permits Issued for New Structures		
2008 - 2017		
Year	Residential	Commercial / Industrial
2008	6	0
2009	3	0
2010	4	1
2011	5	0
2012	6	0
2013	5	0
2014	1	0
2015	4	0
2016	0	0
2017	5	0

Source: Cumberland County Planning Department

Future Land Use

This Plan does not propose substantial future land use changes, but rather builds upon appropriate existing forms of development. Lower Mifflin Township has voiced its desire to manage development in order to maintain the rural character of their community. This Future Land Use Plan is a guideline to be referenced in order to determine how, where, and what type of development is best suited to occur on particular types of land in the township. The Plan is not meant to be rigid and unchanging, but instead show general categories and recommended types of land use.

Description of Future Land Use Categories

Agricultural / Rural Residential

The designation of an Agricultural / Rural Residential land use category is for the preservation of agricultural lands while allowing some low density residential development to occur. Land conservation efforts will take precedence over any residential construction. This category safeguards farming, farming activities, and accessory farm occupations through the utilization of agricultural preservation zoning techniques.

This category also provides for businesses that support agricultural operations such as sale and service of agricultural equipment and supplies, veterinarians, nurseries and greenhouses, etc. In addition, rural enterprises that allow residents to supplement their income are included such as farm markets, bed and breakfasts, flea markets, riding schools, stables, kennels, child care, carpentry, welding, agritourism, etc.

Residential

The majority of future residential development should take place around already established “core” residential areas. This will help conserve agricultural land and avoid overextending the municipality’s

resources in providing new public facilities to support scattered growth. All types of housing opportunities are available within this category, from single-family detached homes to townhouses and mobile home parks. Limited small scale businesses that serve the local community and have minimal impact on adjacent residential uses may be provided.

The Residential land use category represents two levels of housing density – Low Density and Medium Density as described below:

- Low Density – This area is located in the vicinity of the Village of McCrea along Doubling Gap Road, a traditional growth area in the township. The area will provide opportunities for single family detached homes on relatively large lots (2+ acres). The existing developed areas along Shed Road are incorporated into this area and will form a nucleus for additional development.
- Medium Density – This area is located between the Pennsylvania Turnpike and the Conodoguinet Creek. This area is particularly appropriate for medium density development due to its proximity to Newville Borough. Typical lot sizes would be 1 – 2 acres with private water and sewer facilities and less than an acre with public facilities if provided at some point in the future.

Conservation / Floodplain

This land use category is made up of environmentally sensitive areas including the steep slopes of Blue Mountain, floodplains, Colonel Denning State Park and Tuscarora State Forest. These sensitive areas provide habitats for wildlife and plants while serving important natural system functions.

These areas have inherent public benefit by recharging groundwater, mitigating floods, filtering air, purifying water, and providing outdoor recreation. Due to the fragile nature of these areas, special land use controls and preservation efforts should be utilized. Development within this area should be low- intensity. Large developments in the Conservation area could result in irreversible damages to the natural environment. Examples of harmonious development are very low density land uses, camp grounds, passive recreation, and limited agriculture.

Commercial

One small commercial area is identified at the crossroads of Pa. Route 233 and Center Road. This location has historically been a business location in the township. This area should provide local commercial opportunities for the township, such as convenience stores, shops and small professional offices. It is not intended to draw customers from outside the township.

Other commercial uses may be accommodated within the other land use categories in the township, as noted above, but they should be limited in scale and compatible to the character of the land uses in that category.

Future Land Use – Growth Analysis

The township must ensure enough land is allocated for potential population increase and that the available land is illustrated on the Future Land Use Map. The CCPD developed housing projections based on the population projections for Lower Mifflin Township.

Lower Mifflin Township Housing Unit Projections					
Census	Projections				
2015 Total Housing Units	2030 Total Housing Units	Additional Needed 2015-2030	2040 Total Housing Units	Additional Needed 2030-2040	Total Additional Needed 2015-2040
746	832	86	875	43	129

Source: Cumberland County Comprehensive Plan 2017

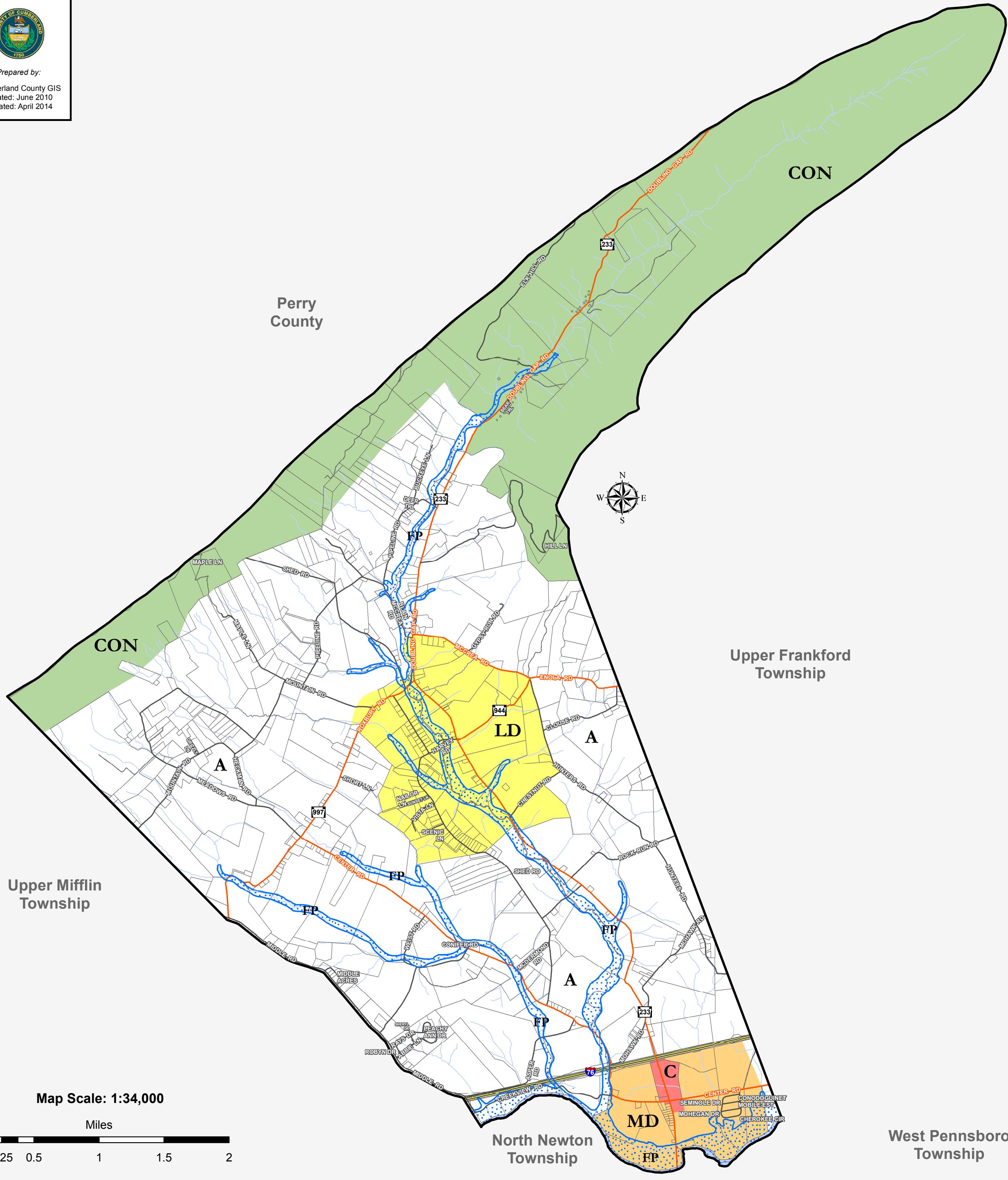
The average size of a future residential lot in the Residential land use category is assumed to be 3.0 acres per dwelling unit. Some lots will be larger or smaller based on sewage disposal requirements and environmental limitations. The table below shows the projected number of units needed by 2040 and the associated acreage needed to support those units.

Year	# Units Needed	Acreage Needed at 1 unit per 3 acres
2015 and 2030	86	258
2030 and 2040	43	129
Total	129	387

This plan provides approximately 1,100 acres of undeveloped land in the Residential land use category. There appears to be adequate land available to meet the township's housing needs through 2040.



Prepared by:
Cumberland County GIS
Created: June 2010
Updated: April 2014



Lower Mifflin Township Future Land Use Map

COUNTY DISCLAIMER

This map was digitally compiled for internal maintenance and developmental use by the Cumberland County, Pennsylvania, GIS & Planning Departments to provide an index to parcels and for other reference purposes. Parcel lines do not represent actual field surveys of premises. County of Cumberland, Pennsylvania makes no claims as to the completeness, accuracy or content of any data contained hereon, and makes no representation of any kind, including, but not limited to, the warranties of merchantability or fitness for a particular use, nor are any such warranties to be implied or inferred, with respect to the information or data furnished herein.

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Refer to the officially enacted "Township of Lower Mifflin Zoning Ordinance" for information regarding interpretation of zoning district boundaries, floodplain area boundaries, procedures for requesting amendment to this map, etc.

Legend

Reference

- Municipal Boundary
- Tax Parcels
- Interstates
- State Roads
- Local Roads
- Streams

Land Use Categories

-  Low Density Residential - LD
-  Medium Density Residential - MD
-  Commercial - C
-  Agriculture / Rural Residential- A
-  Conservation - CON
-  Floodplain - FP

Chapter 7: Goals, Objectives and Strategies

GOAL: PROTECT THE TOWNSHIP'S NATURAL RESOURCES.

OBJECTIVE: Prevent the loss of life and property from flooding events.

- **Strategy:** Work with the Federal Emergency Management Agency (FEMA) to complete flood studies and adopt Flood Insurance Rate Maps (FIRM).

FEMA will be releasing new FIRMS in 2018. Lower Mifflin Township should encourage resident review and comment on the maps and adopt the maps when appropriate. Local inaccuracies of the FIRMS should be dealt with through the letter of map amendment process established by FEMA.

- **Strategy:** Update floodplain regulations for consistency with federal standards and to maintain eligibility for the National Flood Insurance Program (NFIP).

In order to be eligible for the NFIP, the township must adopt floodplain management requirements that meet the minimum regulatory standards developed by FEMA. The township should update its floodplain regulations to reflect the new FIRMS and continue its participation in the NFIP.

- **Strategy:** Continue to participate in updates to the Cumberland County Hazard Mitigation Plan (HMP) and adopt revisions to the plan.

Cumberland County prepares its HMP which identifies natural hazards facing the county and offers mitigation strategies designed to limit the loss of life and property due to those hazards. Adoption of the plan makes Lower Mifflin Township residents eligible for funding through a variety of federal and state programs. The township should develop, maintain and update a list of all potential projects to include in the HMP for complete funding eligibility.

OBJECTIVE: Preserve and protect the township's agricultural land.

- **Strategy:** Encourage Participation in Agricultural Security Areas (ASA) and the Agricultural Conservation Easement Program (ACEP).

The ASA program provides farmers with basic right to farm protections and enrollment in the program is required for participation in the ACEP. The County's ACEP program places a permanent easement on the property that restricts nonagricultural use. The township should inform property owners of these programs and encourage participation.

OBJECTIVE: Protect surface and groundwater resources in Lower Mifflin Township.

- **Strategy:** Identify the location and capacity of critical groundwater resources.

All township residents and businesses are dependent upon private wells for their respective water supplies. Groundwater location and capacity in the township are largely unknown. The township should partner with Cumberland County, Shippensburg University, and/or the Susquehanna River Basin Commission to conduct studies that would identify the groundwater resources found in the township. After the study, the

township could consider zoning provisions that would protect those areas from pollution.

- **Strategy:** Coordinate with Cumberland County on regular updates of the Countywide Act 167 Stormwater Management Plan and adoption of the model Stormwater Management Ordinance.

Cumberland County prepares a countywide stormwater management plan that includes provisions to control the volume and rate of stormwater associated with new development. The model stormwater ordinance in the Countywide Act 167 Plan is based upon federal and state requirements for stormwater control. The township should participate in future updates of the plan and modify its stormwater ordinance as necessary to respond to new regulatory standards or land development processes.

OBJECTIVE: Preserve the township's forested areas.

- **Strategy:** Consider tree removal and/or replanting requirements for future development.

Lower Mifflin Township has the option to regulate the size and/or amount of trees that are removed to accommodate future development. The township should consider such regulations to protect large blocks of forested land, decrease stormwater and improve water quality, especially in the Conservation zone.

OBJECTIVE: Preserve historic structures and sites.

- **Strategy:** Protect historic sites.

The CCPD maintains a list of historic sites worthy of preservation throughout the County that is shown in Chapter 2 of this plan. Similarly, the CCHS has developed an inventory of threatened historic resources. The township should update its historic sites inventory as necessary and seek listing of appropriate structures on the CCHS listing as appropriate. Additionally, the township should consider developing zoning provisions that would require demolition permits for sites listed in this plan.

GOAL: PRESERVE THE RURAL CHARACTER OF THE TOWNSHIP

OBJECTIVE: Encourage economic growth consistent with the township's rural character.

- **Strategy:** Update agriculture related business guidelines in the zoning ordinance.

The current township zoning ordinance includes farm related business regulations that were adopted in 1993. Limits on the types of uses, conditional use requirements, lot size limits, and other regulations appear to restrict farm related businesses and could discourage economic growth that would be consistent with the township's rural character. The CCPD developed a model agriculture related business ordinance that the township should use as a guide to update its zoning regulations to better accommodate agriculture related businesses.

- **Strategy:** **Support the tourism industry by promoting outdoor recreation opportunities found in Lower Mifflin Township.**

The township should partner with DCNR and the Cumberland Valley Visitors Bureau (CVVB) to promote the recreational amenities and events offered at Colonel Denning State Park and Tuscarora State Forest.

- **Strategy:** **Update the township zoning ordinance to permit incidental commercial businesses.**

The township could promote rural economic development opportunities by relaxing zoning restrictions to allow for small scale commercial land uses in the Agriculture and Low Density Residential zones. Such uses should be limited in type and scale to maintain consistency with the township's rural character.

- **Strategy:** **Monitor emerging land use trends and integrate accompanying regulations as appropriate into the zoning ordinance.**

New trends in land use and development regularly occur that were not anticipated during updates of plans and ordinances. Short-term rentals, wireless communication facilities, and mixed use are all examples of land uses trends that the township zoning ordinance does not currently address. Township staff and officials should monitor emerging land uses and develop appropriate regulations to insure new uses are compatible with the rural character of the township. The CCPD periodically offers model ordinances and workshops about emerging trends and can be a resource to the township.

OBJECTIVE: Minimize conflicting land uses along Township borders

- **Strategy:** **Coordinate the Comprehensive Plan and Zoning Ordinance with surrounding townships in Cumberland and Perry Counties with a focus on land use compatibility.**

Lower Mifflin Township should forward future Comprehensive Plan or ordinance updates to all surrounding municipalities and Perry County for review and comment to encourage consistency.

GOAL: PROVIDE NECESSARY COMMUNITY FACILITIES AND SERVICES CONSISTENT WITH THE TOWNSHIP'S FINANCIAL CAPABILITIES AND THE NEEDS OF THE RESIDENTS.

OBJECTIVE: Provide public utilities to support economic growth and residential needs in the township, if and when necessary.

- **Strategy:** **Monitor development potential in the southern part of the township.**

Lower Mifflin Township has no public sewer or water infrastructure. The closest such infrastructure is located south of the township in Newville Borough. The township should discuss sewer and water capacity and expansion opportunities with the Newville Borough Authority if more intense development is desired in the future.

OBJECTIVE: Repair or replace malfunctioning on-site sewage systems.

- **Strategy:** Monitor and maintain on-lot sewage disposal facilities.

The township has no public sewer service and all residential and commercial development must be supported by on-lot sewage facilities. The township should adopt an On-Lot Disposal System (OLDS) management ordinance to encourage appropriate maintenance and operation of on-lot septic systems. The ordinance should require the tanks to be pumped every 2-5 years.

- **Strategy:** Educate residents on the proper use and maintenance of on-lot septic disposal systems.

DEP has information about ownership and maintenance of an on-lot septic system that would be of interest to township residents. The township Sewage Enforcement Officer could serve as a resource to disseminate maintenance information for the township to respond to resident inquiries.

OBJECTIVE: Assure adequate police, fire and ambulance service

- **Strategy:** Cooperate with adjoining townships to provide consistent emergency service coverage.

The township should coordinate with Newville Borough and Upper Frankford Township to insure ongoing fire and ambulance service to the township. If State Police coverage is modified or suspended in the future, the township should work with its neighbors to consider cost-effective regional police coverage.

OBJECTIVE: Provide solid waste collection and disposal opportunities.

- **Strategy:** Promote the household hazardous waste and electronics recycling program of the Cumberland County Recycling and Waste Authority with its residents.

Cumberland County provides annual household hazardous waste collection events and operates an electronics recycling facility. The township should encourage residents to take advantage of both of these programs.

- **Strategy:** Evaluate requiring mandatory trash collection.

Township residents currently have no required solid waste disposal methods. Mandatory trash collection provides residents with convenient and environmentally conscious solid waste disposal options.

GOAL: PROVIDE A SAFE AND WELL MAINTAINED MULTIMODAL TRANSPORTATION SYSTEM FOR THE MOVEMENT OF PEOPLE AND GOODS THROUGHOUT THE TOWNSHIP.

OBJECTIVE: Maintain and improve the township transportation network for the convenience and safety of the public and businesses.

- **Strategy:** Advocate for carpooling opportunities that meet the mobility needs of the residents.

Carpooling may connect residents of rural Lower Mifflin Township with jobs, shopping, medical appointments and entertainment in surrounding suburban and urban areas.

The township should refer its residents to the Commuter Services of South Central Pennsylvania to determine carpooling opportunities that may connect to the surrounding region.

- **Strategy:** Identify projects on state roads and bridges and communicate those needs with HATS.

Lower Mifflin Township should identify improvement needs on state owned highways. Those needs should be communicated to PennDOT, the County, and included on the HATS Regional Transportation Plan for federal and state funding consideration.

GOAL: PROVIDE A VARIETY OF HOUSING TYPES WITHIN THE FINANCIAL REACH OF ALL TOWNSHIP RESIDENTS THAT ARE SUPPORTED BY AVAILABLE LAND, UTILITIES AND THE TRANSPORTATION SYSTEM.

OBJECTIVE: Eliminate spot blight in the township.

- **Strategy:** Adopt applicable sections of the International Property Maintenance Code (IPMC) and establish standards for enforcement.

The IPMC is a model code that regulates the minimum maintenance requirements for existing buildings. The IPMC includes minimum maintenance standards for basic equipment, light, ventilation, heating, sanitation and fire safety. The township should examine the IPMC and consider its adoption to further provide for the safety and quality of life for its residents.

- **Strategy:** Work with the Cumberland County Blighted Property Reinvestment Program (BPRP) to address existing blight.

The BPRP is administered by the Cumberland County Housing and Redevelopment Authority (CCHRA) and seeks to eliminate derelict properties that constitute a blight and nuisance in communities. The BPRP has an established process to eliminate blight on properties that includes using eminent domain as a last resort. The township should refer blighted properties to the BPRP after unsuccessfully exhausting local codes enforcement efforts to secure voluntary cleanup of properties.

OBJECTIVE: Support inclusive housing opportunities.

- **Strategy:** Promote the programs of the CCHRA that may provide assistance for the elderly, special needs residents, and low to moderate income families.

The CCHRA offers a variety of low interest loan and grant programs to special populations in securing and maintaining a home. Lower Mifflin Township should partner with CCHRA and market those programs with its residents.

- **Strategy:** Review the zoning ordinance in cooperation with CCHRA to identify and remove barriers to fair and affordable housing.

The township should partner with the CCPD and CCHRA to evaluate its current zoning ordinance to identify actual or perceived barriers to fair and affordable housing and

adopt revisions as appropriate.

OBJECTIVE: Provide housing units to support future population growth.

- **Strategy:** Monitor population trends and building permit data to insure that adequate land is available for residential growth.

Historically, Lower Mifflin Township has had very slow population growth and in turn, issued few residential building permits. From 2000 to 2017, the township issued 127 building permits for new residences, or just over 7 permits per year. Looking forward to 2040, the township is projected to need 129 new dwelling units to support its projected growth of 349 new residents. The township has abundant land in its residential and agriculture zoning districts to support this growth. The township should monitor population trends and projections to insure that sufficient land is available for new residential growth in the future.

ADMINISTRATIVE PLAN IMPLEMENTATION RECOMMENDATIONS

The following recommendations are offered to support the implementation of the comprehensive plan. These recommendations intersect with several goals of the plan and are thus included in a separate section and not in specific goal areas.

Official Map Implementation

An official map is a combined map and ordinance designed to implement the objectives, and strategies set forth in the comprehensive plan. The official map shows the locations of planned future public lands and facilities such as transportation, recreational parks and trails, and open space. The official map expresses a municipality's interest in acquiring these lands for public purposes sometime in the future. When such lands are proposed for development, the township has the right of first refusal to purchase those lands or negotiate with the developer to construct those improvements.

The township should consider its need for additional public lands for roads, access points, parks, and trails in the future. If certain public facilities are needed, the township should consider adopting an official map to formally express its interest in constructing public improvements on those lands.

Update the SALDO.

The township's 1978 SALDO is out of date and does not reflect current standards that help to achieve the quality development envisioned in the comprehensive plan. The township should develop and adopt an entirely new SALDO that is consistent with the goals, objectives, and strategies stated in the comprehensive plan. The SALDO should include the following priority issues at a minimum:

- Roadway design standards
- Paving requirements for all streets
- Access management standards
- Traffic impact study requirements
- Bonding requirements for roadway improvements

- Provisions for sketch plans, preliminary plans, and final plans
- Erosion and sedimentation and stormwater management
- Environmental resource identification and mitigation requirements

Update the Zoning Ordinance

The MPC requires zoning ordinances to be generally consistent with the comprehensive plan. The township should evaluate the 1993 zoning ordinance and identify updates that would be needed to achieve consistency with the goals and objectives of the new comprehensive plan.

ACRONYMNS

- CCPD – Cumberland County Planning Department
- CCHRA – Cumberland County Housing and Redevelopment Authority
- CCHS – Cumberland County Historical Society
- DCNR –Pennsylvania Department of Conservation and Natural Resources
- DEP – Pennsylvania Department of Environmental Protection
- FEMA – Federal Emergency Management Agency
- FIRM – Flood Insurance Rate Map
- HATS – Harrisburg Area Transportation Study
- MPC – Pennsylvania Municipalities Planning Code
- NFIP – National Flood Insurance Program
- PennDOT – Pennsylvania Department of Transportation
- PHMC – Pennsylvania Historic and Museum Commission

AND NOW, this 26th day of July, 2018, following a Public Hearing, the 2018 Comprehensive Plan of Lower Mifflin Township is hereby adopted by the Board of Supervisors of Lower Mifflin Township.

Attest:

Brandi L Lay
Brandi Lay,
Township Secretary

(Township Seal)



Lower Mifflin Township
Board of Supervisors

Clinton Barrick (SEAL)
Clinton Barrick, Chairman

Dale R. Barrick (SEAL)
Dale R. Barrick, Vice Chairman

Franklin Oiler (SEAL)
Franklin Oiler, Supervisor