



MILLERSVILLE BOROUGH COMPREHENSIVE PLAN STRATEGIC UPDATE

ADOPTED AUGUST 28, 2012

RESOLUTION No. 2012-9





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ACKNOWLEDGEMENTS

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Thomas R. Keller
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Pastor Steve Cote, Ministerium
Gary G. Hess, Planning Commission
Dr. Michael G. Leichliter, Penn Manor School District
David W. Patterson, Millersville Business Association
Marilyn W. Sachs, Planning Commission
Edward R. Saylor, Vice Chairman, Planning Commission
Michael D. Walker, Planning Commission
Michael J. Weidinger, Chairman, Planning Commission

Edward J Arnold, Borough Manager



INTRODUCTION

Municipalities develop comprehensive plans to assess their current situation, consider what they would like to see for their community in the future, and formulate strategies to achieve that vision. Comprehensive plans consider many aspects of life: jobs and the economy, housing, new development, transportation, utilities and the area's natural and historic resources. The comprehensive plan itself is typically a thick document filled with data, maps, goals, and objectives. The "heart" of the Plan is a set of recommendations that provide direction on how to move forward on each of the above issues. This Comprehensive Plan Strategic Update focuses on that "heart." Its purpose is to provide guidance to Borough staff, advisory boards, elected officials, private citizens and the business community on decisions about investments in and the regulation of land use, transportation, environmental protection, infrastructure, and community facilities.

SETTING THE SCENE

Millersville Borough is a vital and attractive small town. Pennsylvania Routes 741 and 999 intersect at its northern edge, providing strong regional transportation connections. Initially established in the eighteenth century, it did not incorporate as a Borough until 1932. With little industry and no clear downtown, it feels more like a small township than a traditional borough. Housing stock that ranges from the late eighteenth to early twenty-first centuries provides diverse housing options in safe, attractive, and generally walkable neighborhoods. In prior planning initiatives, residents have expressed a strong desire to maintain the Borough's small town character.

Millersville University - with as many students as there are year-round Borough residents - is a focal point for the community. While the central campus contains many large buildings typical of a major educational institution, many "edges" of the campus are soft, with former residences and other small buildings occupied by the University interspersed with homes and local businesses.

PURPOSE OF THE PLAN

Millersville Borough understands that healthy, attractive and economically vibrant communities do not "just happen." They are created through vision and foresight and must constantly adapt to changing conditions to remain so. A comprehensive plan is an important tool that articulates that vision and provides a framework for decision making over a 10- to 15-year time period. Recognizing its long time frame, it needs to be a living document - one that can evolve over time to reflect changing needs. Millersville Borough has an established history of community visioning and planning, and this Strategic Update to the 2001 Comprehensive Plan will enable the Borough to keep current with changing economic, social and environmental realities.

The 2001 Comprehensive Plan includes extensive documentation of conditions as they existed ten years ago. As a largely built out community, much of that documentation is still accurate today. In addition to its own comprehensive plan, the Borough actively participated in the Lancaster Intermunicipal Committee (LIMC) regional plan Growing Together: A Comprehensive Approach for Central Lancaster County (Growing Together). This, together with the 2001 Comprehensive Plan, serves as the policy document for guiding

future development decisions in the Borough. The Millersville Community Vision Statement, adopted in 2008, provides additional guidance needed to transition successfully into the second decade of the 21st century.

This Strategic Update will update data, document progress from prior plans, and knit together the vision, policies and recommendations of the Borough's three planning documents. An

important element of this plan is an action strategy matrix that identifies and describes actions and capital investments that should be taken in the short-, medium- and long-term to achieve Borough goals and objectives. Strategies are organized by plan goal and recommend changes to Borough codes, policies and programs as needed to preserve important community assets and implement needed changes.

Historic home in the heart of Millersville



PLANNING PROCESS AND KEY ISSUES

The Borough engaged in a focused planning process to complete this Strategic Plan Update. The process relied heavily on the 2001 Comprehensive Plan, the LIMC's Growing Together, and Millersville's Community Vision Statement.

Despite this reliance on previous plans, this project also reached out to stakeholders and community members to understand current needs and issues. This section documents this process and the important planning issues raised in these discussions.

STEERING COMMITTEE

The comprehensive planning process was overseen by a Steering Committee made up of the Borough Planning Commission and Council and representatives from Millersville University, Penn Manor School District, local businesses, the faith community and the Lancaster County Planning Commission. The Committee met at intervals throughout the project to review information, develop goals and objectives, and ultimately, set the policies and strategies presented in this document.



Millersville Borough Administration Building

COMMUNITY WORKSHOP

On February 15, 2012, the Millersville Borough Planning Commission and Comprehensive Plan Steering Committee hosted a community workshop to present initial findings from the project research and to gain community feedback on the top priority issues identified at that point in the process, including:

- Commercial development
- Appropriate future development for the "growth opportunity area" designated in Growing Together and the Lancaster County Comprehensive Plan
- Millersville University student housing needs
- Traffic issues and transportation needs

The meeting began with a Power Point presentation to summarize findings and frame issues. It then moved into an open house format with display boards illustrating and asking questions about the issues listed above. The following paragraphs summarize the issues and feedback received from meeting participants.

COMMERCIAL DEVELOPMENT

The commercial development discussion focused on preferences for local commercial services and potential improvements to existing commercial areas, particularly Manor Avenue. Nearly all participants said that it was important for Millersville to have its own office, retail, restaurant, and entertainment options. People felt commercial development was important because it provides local business opportunities, creates convenient access for local residents, and contributes to the tax base – reducing pressures on local residents.

Participants were asked their opinions about design and streetscape improvements to create a pedestrian-friendly commercial center along Manor Avenue. Nearly all who responded thought it was important to have two-to three-story buildings to create a “main street” environment. Participants also expressed support for wider sidewalks, improved crossings, and pedestrian activated signals. Less interest was expressed in improvements such as benches, landscaping and decorative paving. In terms of specific streetscape improvements, pedestrian-scaled lighting was important to respondents, who favored a colonial style light fixture. The installation of trash cans and street trees also received support.

GROWTH OPPORTUNITY AREA

Discussion on this topic focused on the future use and appropriate development patterns for the 58-acre parcel located at the intersection of Manor Avenue and Millersville Road, which was identified as a growth opportunity area in Growing Together. Mixed use (including residential, office, and retail uses), stand-alone retail, entertainment, twin homes, and open space were the top land use priorities for this area among meeting participants. Row homes received more negative than positive comments, and not much interest – positive or negative – was expressed in multi-family and stand-alone office development. A number of people commented that open space was very important for

the Borough and provided ideas such as a pond, dog park, and skate park.

The meeting displays probed for more detail on participants’ opinions about mixed use development in the growth opportunity area. Respondents were interested in considering mixed use if tax revenues resulting from the new development could offset the negative effects of increased development. Participants liked the idea that mixed use development could support small and locally-oriented retail, expand restaurant choices, strengthen the tax base, and provide an opportunity to create a downtown. People were concerned about increased traffic and impacts to surrounding neighborhoods. A few people liked the idea of new housing choices for seniors and young professionals, but a similar number disliked the idea of condominium and apartment development.

A few people noted that mixed use development is too intense for a small town like Millersville. A couple of people said that mixed use should be considered for already developed areas, such as Manor Ave., leaving the growth opportunity area as open space. When asked about development intensities, people indicated that single-story commercial development would not be appropriate and suggested instead two to four story mixed use development.

STUDENT LODGING

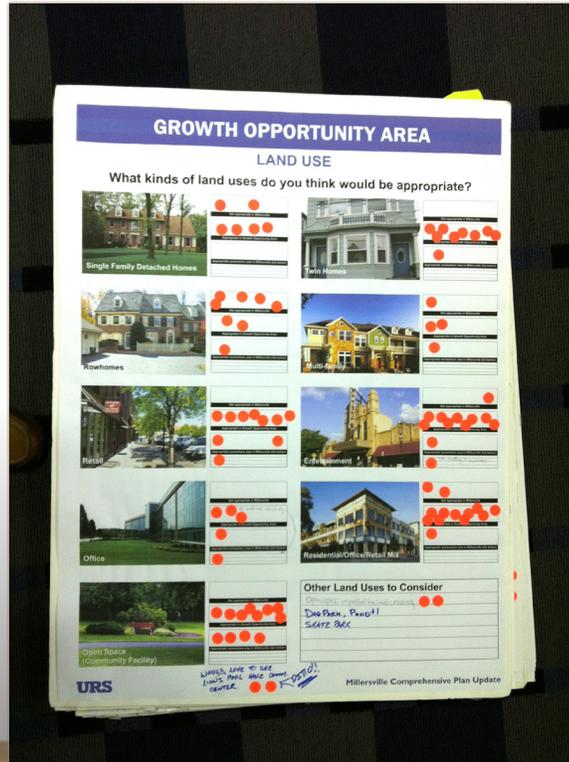
As a university town, student housing is an important issue to both Millersville residents and the University. Many students are living off-campus today because there is not enough apartment-style housing available through the University and Student Lodging, Inc. Many meeting participants were concerned about the quality of privately-owned off-campus housing units and the effects such units and student activity were having on neighborhood quality of life. Participants were also concerned generally about the impacts of

student activity on neighborhood quality of life. These concerns were greatest for students living in unmanaged privately-owned housing, whether located in the Borough or adjacent townships; however, many expressed concern about student off-campus behavior no matter where they lived.

The University needs to replace a significant portion of its existing housing stock with apartment-style units that can meet current student housing market demands. Recognizing this, participants were asked about their preferences for future housing supply. A significant proportion of respondents said that all student housing should be accommodated within campus boundaries, even

if such an approach significantly slows/reduces the University's ability to build new units. Others said that they would consider off-campus construction as long as the Borough received fees-in-lieu of taxes to replace tax revenues that would be generated if the land were developed privately. A few people mentioned that they would like to have more information on the University's realistic ability to accommodate housing on campus before coming to a decision.

In terms of housing type, respondents were most interested in three to four story structures that incorporate ground floor commercial uses.



Commercial Development
Display Board from Community Workshop

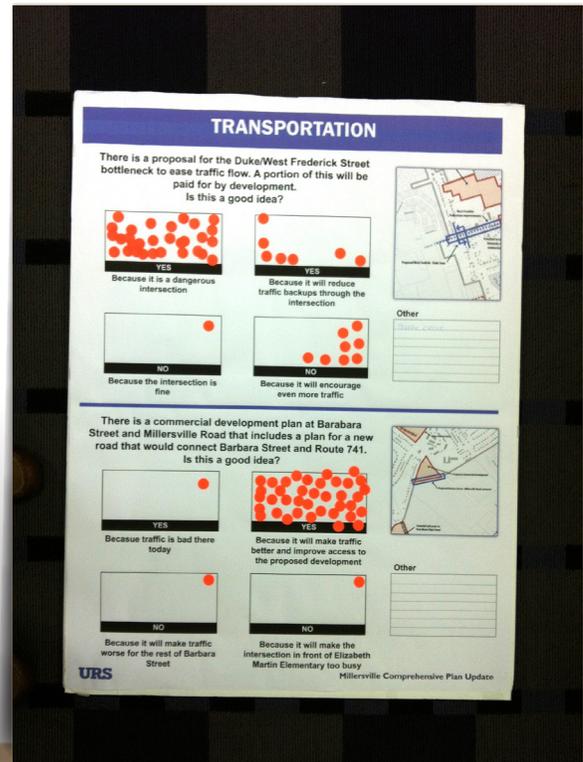
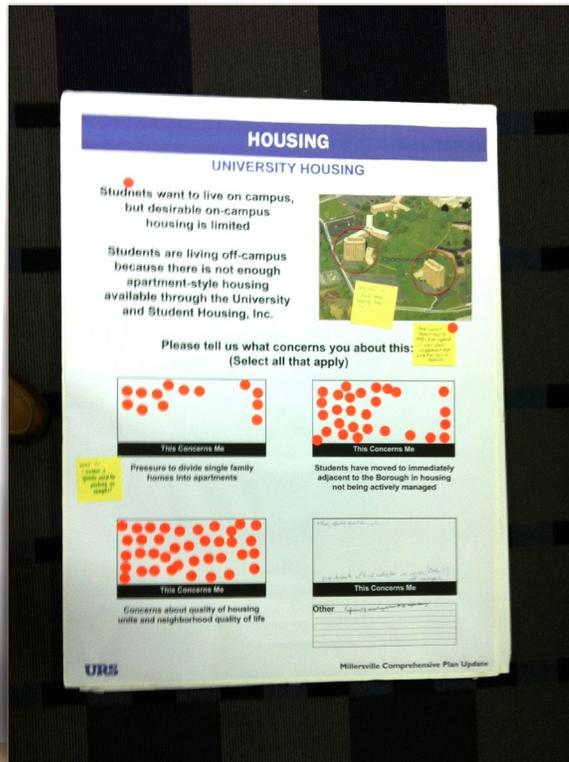
Growth Opportunity Area
Display Board from Community Workshop

TRANSPORTATION

The transportation displays asked participants for their opinions on planned and potential transportation improvements for the Borough. The first question asked people to respond to the proposed improvements to the Duke/West Frederick Street bottleneck to ease traffic flow. The first question asked people to respond to the proposed improvements to the Duke/West Frederick Street bottleneck to ease traffic flow. People were strongly in support of this project to improve safety and reduce traffic backups at this intersection. A few people expressed concern that it would encourage even more traffic in this area. A second proposal to construct a new road to connect Barbara Street and Route 741 received almost unanimous support.

The meeting also explored responses to two potential approaches to reducing traffic through the

center of the Borough along Frederick, George, and Manor. The first concept proposed the creation of a new route parallel to George Street through the heart of the Borough by improving alleys and North High School Avenue. Though reaction was somewhat mixed, nearly twice as many people were in favor of the proposal than against it. Those opposed were concerned that the proposed alternative route is a bad location to divert traffic. The second concept proposed an alternate route around the Borough linking traffic from the University and the Funk and Crossgates developments directly onto Millersville Road. People were overwhelmingly in favor of this concept, though one person pointed out that the proposed alignment was not a good one.



Housing
Display Board from Community Workshop

Transportation
Display Board from Community Workshop

PLANNING CONTEXT

Millersville Borough is a clean, safe, and a very desirable place to live and raise a family with a small-town, walkable appeal. Residents have overwhelmingly expressed appreciation for and desire to maintain the Borough's small-town character. Millersville University is seen as a stimulating presence in the community that offers education and cultural opportunities for both students and the Borough's permanent residents. Students have brought population and vitality as well as some conflicts, including traffic, parking challenges, noise, and litter.

PLANNING FOR FUTURE FISCAL NEEDS

An important impetus for this plan update is the need to generate new tax revenues without putting additional burden on Borough residents. Nearly half of Borough revenues come from property taxes, and more than 80 percent of the tax base is comprised of residential properties. As operating costs increase – many beyond reasonable control of the Borough – resulting tax increases

fall almost exclusively on residential properties. Understanding this, recent plans and discussion with stakeholders and Borough officials have revealed an interest in expanding and diversifying the local tax base.

This will be a physical challenge due to the shortage of vacant land and the presence of considerable tax exempt land in the Borough. It will also be a cultural challenge for a Borough that has long seen itself as a quiet bedroom community. Some residents and policy makers have expressed concern about potential negative effects of increased commercial development. Recent planning initiatives have shown that residents appreciate that Millersville is a great place, and many wonder why anyone would want to change it. This plan recognizes that significant change is neither expected nor wanted; however, an expanded tax base and new service partnerships are needed if the Borough is going to be successful in meeting evolving needs and maintaining its high quality of services without dramatic increases in tax rates.

The Village Plaza shopping center in Millersville



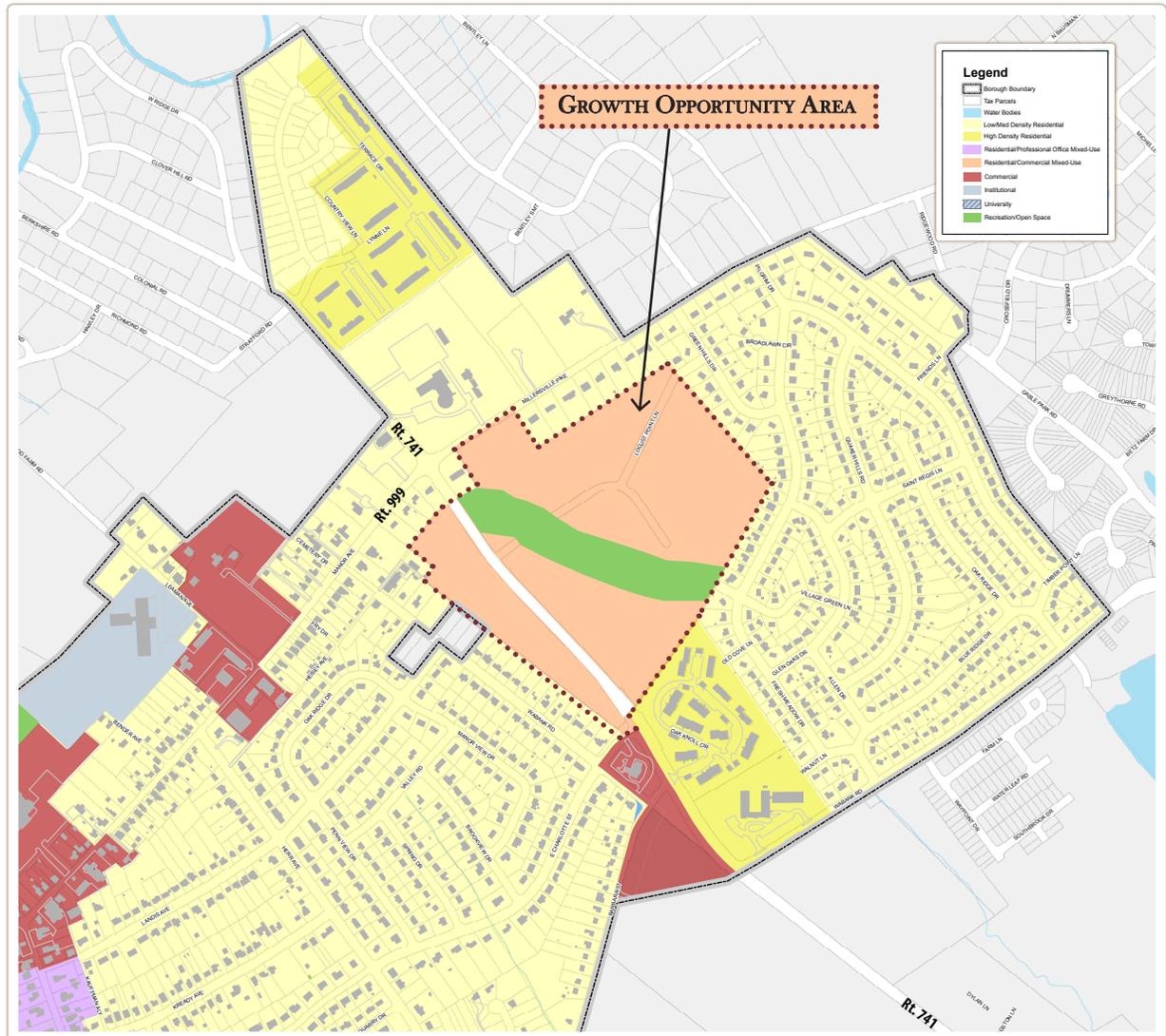
GROWTH OPPORTUNITY AREA

The only significant land area not already “developed” in the Borough is located at the intersection of Manor Avenue and Millersville Road. (State routes 999 and 741). This land is actively farmed today. Growing Together identified this area as a potential “growth opportunity area” due to its size, location, and access to transportation, and water and waste water infrastructure. Growing Together encourages higher density mixed use development in growth

opportunity areas. Given its prime location and access to infrastructure, it is highly likely that someone will pursue development on this site in the foreseeable future. See map below.

Now is the appropriate time for the Borough, together with its residents and businesses, to identify its needs and preferences to steer the future of this important area for the Borough. Future development of this area could provide needed tax base, but it must happen in a manner that provides overall benefits to Millersville

Zoom-in of Future Land Use Map with Growth Opportunity Area Highlighted



Borough and surrounding neighbors. Some specific needs and opportunities to be addressed include:

- Preservation of open space and creation of new recreation opportunities
- Provision of additional housing options, such as mixed use and senior housing
- Creation of a community gateway and destination
- Additional retail and office development to support new jobs and diversify tax base
- Development and design standards to ensure that future development is consistent with surrounding neighborhoods
- Buffering to shield adjacent neighborhoods from new development
- Management of traffic impacts
- Protection of water resources on the site

STRENGTHEN EXISTING COMMERCIAL AREAS & SUPPORT NEIGHBORHOODS

Outside of the growth opportunity area, little vacant land exists. Increased commercial tax base will need to come from targeted reinvestment – and small expansions of existing commercial nodes. Specific recommendations to spur commercial reinvestment include streetscape improvements to create a stronger sense of place and enhance multi-modal transportation access to the existing commercial areas along Manor Avenue and Prince Street. Emphasizing the identity of individual neighborhoods and commercial districts will help them to reach another level of economic success. Banners and gateway signage that are specific to each neighborhood and commercial area and wayfinding signage to community resources such as Millersville University and Freedom Memorial Park are important ways to help new visitors understand the full range of activities available.

CONTINUE WORKING WITH MILLERSVILLE UNIVERSITY

Millersville University is a considerable asset for the Borough; however, its tax exempt status creates significant tax revenue challenges. In the last decade the University and Borough have coordinated more closely to address this and other shared interests and concerns. The Borough participated in the University’s recent Master Plan development, and the University is a member of the Steering Committee for the Comprehensive Plan update. This has resulted in a clearer understanding in the needs of each and a smoother process for planning and development projects.

A key fiscal challenge facing the Borough and University as they work together is that as a Pennsylvania State educational institution, the University is prohibited from paying property taxes or fees-in-lieu of taxes. The Borough and University have been forced to look at other ways to share costs and work together. In an innovative service partnership, the University and Borough have implemented “joint police patrols,” which place campus and Borough police officers together on targeted evenings to address situations such as underage drinking, large parties, noise, and other violations.

To help address the tax base concerns, the University operates campus housing and many student services through separate non-profit entities – Student Lodging, Incorporated and Student Services, Incorporated. While not required to pay property taxes, each has been voluntarily doing so. The organizations recently appealed their tax assessments to Lancaster County, but have agreed to a PILOT (payment in-lieu of taxes) program. This is significant because the tax assessment for the organization’s properties is \$19 million, resulting in nearly \$100,000 annually. This amount represents more than seven percent of the Borough’s taxable assessments.

PROGRESS MADE SINCE THE 2001 PLAN

SIGNIFICANT ACHIEVEMENTS

The 2001 Comprehensive Plan was an ambitious plan, containing more recommendations than could realistically be achieved in a 10-year time frame. That said, the Borough has made strong progress on some of the most important recommendations. Many of these were achieved jointly between the Borough, major stakeholders and neighboring municipalities. Major achievements include:

- Increased coordination and communication with key partners including:
 - Millersville University
 - Penn Manor School District
 - Manor Township
 - Millersville Business Association and local businesses
- Formation of the Blue Rock Fire Rescue, which consolidated the operation of four fire companies: Millersville, West Lancaster, Highville, and Washington Borough
- Participation in the LIMC and adoption of Growing Together, the region's multi-municipal comprehensive plan
- Construction of a new municipal building
- Adoption of a new Zoning Ordinance in 2003
- Adoption of a new Stormwater Management Ordinance in 2006
- Increased community engagement, including the development of a community vision — Vision 2020, adopted in 2008

OTHER COMPREHENSIVE PLAN PROGRESS AND OPPORTUNITIES TO MOVE FORWARD

The following sections outline recently completed, current and planned projects, and planning issues considered in the preparation of the Comprehensive Plan Strategic Update.

LAND USE

- **STUDENT HOUSING** – Student Lodging, Incorporated submitted a zoning change request to enable it to construct new student housing in a location adjacent to the Millersville University water /cell tower. As discussed in the housing section below, changes to the student housing market will be a major issue for Millersville over the coming decade. It is critical that the Borough and University work together to address it in a manner that balances student needs with local resident quality of life, while addressing municipal revenue needs.
- **BARBARA STREET/ROUTE 741 COMMERCIAL PROPOSAL** – A developer has proposed a new commercial development at the intersection of Route 741 and Barbara Street. It would include a convenience store/gas station, drive-through bank, and restaurant. The project requires significant transportation improvements (discussed in the transportation section below) and input from Lancaster Township because the development site is adjacent to the Township. Most of the land for this development proposal is owned by Penn Manor School District.

- **MIXED USE DEVELOPMENT** – International House has a plan for a mixed use development at Manor and Leaman Avenues. This proposal has the potential to create a “downtown” for Millersville and is discussed further in the economic development section below.
- **ZONING REVISIONS** – As a part of its new Zoning Ordinance, the Borough adopted a Traditional Neighborhood Development Overlay District to encourage mixed use development that is compatible with the surrounding residential character of the Borough and creates a sense of place.
- **DEVELOPMENT IN ADJACENT COMMUNITIES** – While Millersville has not seen large amounts of new development since adoption of its 2001 Comprehensive Plan, some surrounding townships have. While this new development is not located in the Borough – and does not contribute to the local tax base – it adds significantly to traffic problems. The bottleneck at Duke and West Frederick Streets is a particular problem affected by new and planned developments. Notable projects include:
 - » **Crossgates**, located in both Manor Township and Millersville, which includes approximately 400 dwelling units and is approved for 500 additional units. The Crossgates developer is seeking to have building heights increased to allow for more intense development at this site, a proposal supported by the Coalition for Smart Growth. While such proposals are consistent with County and regional goals for compact development inside of the urban growth area, the transportation system must be sufficient to handle such types of development.
 - » **Funk Farm**, located entirely in Manor Township, is planned for a 55 and over community that will include approximately 350 new residential

units and small-scale neighborhood-based retail. The Borough was granted party status to the special exception review process for this development. The applicant acknowledged the impacts this development would have on the Duke and West Frederick Street intersection and has agreed in concept to participating in a solution (discussed in more detail in the transportation section below).

TRANSPORTATION

- **WEST FREDERICK PEDESTRIAN IMPROVEMENTS** – The Borough has reconstructed West Frederick Street sidewalks between Shenks Lane and North Prince Street. The project included sidewalk widening and moving telephone poles to the outer edge (instead of the middle) of the sidewalk. The project was funded through a Community Development Block Grant, with the local match provided by the Borough, Millersville University and a Lancaster County Urban Enhancement Grant. The project dramatically improved pedestrian access between the University and the shops and restaurants at South Prince Street.
- **ACCESS ROUTES** – The main route through Millersville Borough is an “S” curve of three separate streets – Manor Avenue, George Street and Frederick Street. Though they are state-owned facilities, all three are only two lanes wide, and George is particularly narrow for the traffic volumes it carries. Manor Avenue is a regional travel route designated Pennsylvania Route 999. The intersections of George and Frederick Streets and George and Manor Avenue experience significant traffic delays. The 2001 Comprehensive Plan identified the need for a second main access route from Route 741 to Millersville University – a need that remains today. See Map 1 on the next page.

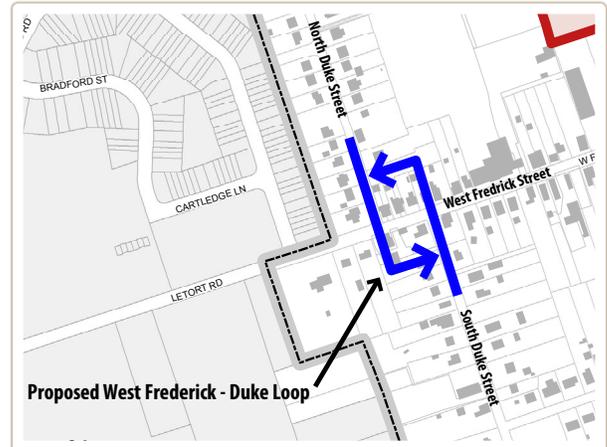
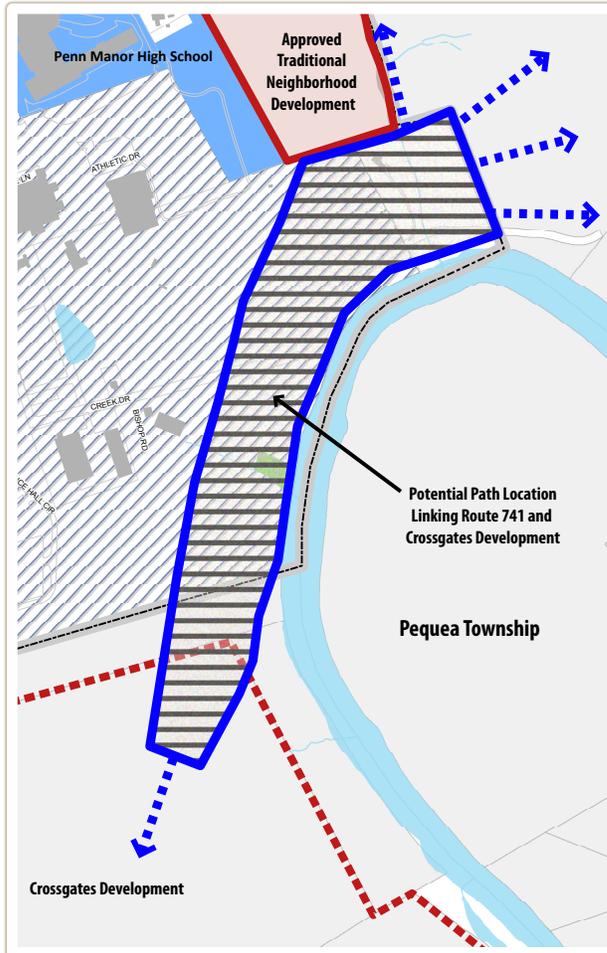
- **WEST COTTAGE/NORTH GEORGE** - The West Cottage Avenue/North George Street intersection experiences high level of congestion. This is in part due to the lack of room for a turn lane, causing traffic to bottleneck at the intersection. Additional measures such as traffic signal timing and improved crossing facilities are needed to address pedestrian safety concerns.
- **DUKE/WEST FREDERICK STREET** - The Borough has proposed a conceptual design to address this traffic bottleneck. The design would create a loop to separate north and southbound turning movements at this offset intersection. Southbound Duke Street traffic would proceed straight across Frederick

through a one-way loop and then turn right onto South Duke. Northbound Duke Street traffic would continue to jog left at West Frederick Street and turn right to proceed on North Duke Street. See Map 2 below.

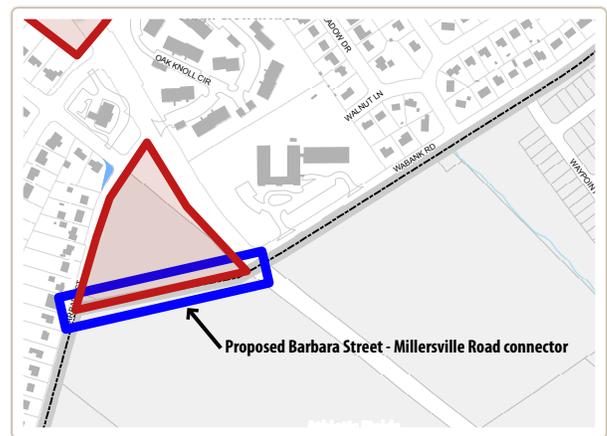
- **BARBARA STREET/ROUTE 741 TRIANGLE** - A conceptual design for this area would create a direct connection between Barbara Street and Wabank Road. This improvement would create a four-point intersection where Wabank and Route 741 intersect today, addressing ongoing traffic issues at this location and serving proposed new development that would include a major convenience store/gas station, drive-through bank and restaurant. See Map 3 below.

Map 1: Potential location for alternative access route

Map 2: Proposed improvements at Duke and West Frederick Street



Map 3: Planned improvements at Barbara Street and Route 741



HOUSING

- **LANCASTER COUNTY COMPREHENSIVE PLAN HOUSING ELEMENT CHOICES** – Lancaster County adopted the Housing Element of its Comprehensive Plan in April 2006. The plan encourages compact, mixed-use development inside of Urban Growth Areas (UGAs), infill development, reinvestment in existing neighborhoods and development of affordable and workforce housing options.
- **STUDENT HOUSING** – As a college town, student housing is a big issue for Millersville Borough. Student housing is operated by Millersville University and Student Lodging, Incorporated, a non-profit organization. According to its 2009 Master Plan, the University manages 2,275 beds, and Student Lodging, Inc. operates an additional 1,100, for a total of 3,375 beds to serve a student population of 7,604 undergraduate and 1,125 graduate students (for the 2010 school year). Students also commute from areas outside the immediate area, and live off-campus in apartments and single-family homes in the Borough and adjacent townships.

Student housing was an important element of the University's 2009 Campus Facilities Master Plan. According to a survey completed during the master planning process, about three-quarters of Millersville students stated that they would prefer to live on-campus. However, the student housing market has changed significantly since most of the University's dorms were constructed. Students today are seeking suite and apartment style living in place of double or triple rooms with shared baths down the hall. The master plan lays out a strategy to replace two 10-story residence halls – Lenhardt and Burrowes – with a combination of modern low-rise student housing suites in the next ten years. The project would replace all existing beds and add about 170 more.

» **Student Lodging, Incorporated** has submitted an application for a zoning amendment to rezone a property to Residential/University (R1A), a zoning district that would allow them to build student housing; however, many of the uses and the development intensities permitted in this district are simply not appropriate for off-campus locations. The Borough may want to consider amendments to its R1A zoning district or create a new zoning district that is capable of accommodating high-quality student housing at a scale, density, and design that is appropriate to Millersville's small town atmosphere.

- **RENTAL PROPERTY CONVERSIONS** – The Borough has experienced deterioration of housing stock through conversion of owner-occupied homes to rental units. An important element of the solution to this problem will be addressing the student housing supply shortages.

ECONOMIC DEVELOPMENT

- **CREATING A CORE** – The Community Visioning process identified interest in creating an identifiable downtown or business district for Millersville. Participants were interested in keeping development small-scale and focused on locally serving businesses restaurants, shops and small-scale entertainment venues. A proposed mixed-use development of International House at Manor and Leaman Avenues could provide the impetus for establishing a traditional downtown for Millersville Borough. The currently vacant parcel is located on a main street and adjacent to other community-serving retail and service uses. The Borough should pursue a streetscape and development plan with design guidelines for the downtown that would consider permitted uses, densities, development, design, and

streetscape standards to strengthen the Manor Avenue commercial corridor.

- **GROWTH OPPORTUNITY AREA** – As discussed earlier in this document, the only significant land not already “developed” in the Borough is located at the intersection of Manor Avenue and Millersville Road. This is a highly visible and accessible development location with access to public water and waste water. It offers significant potential to add to and diversify the Borough’s tax base, reducing tax pressures on local residents. It is essential that the Borough, together with its residents and businesses, identify its needs and preferences for this site to steer the future development of this important area.
- **SOUTH PRINCE STREET COMMERCIAL DISTRICT** – This small-scale collection of shops and restaurants is ideally located to serve Millersville University students and employees. Recent pedestrian improvements along Fredrick have improved access to the area. The Borough should leverage these improvements to encourage high-quality commercial development in this area

Millersville Borough Administration Building



COMMUNITY FACILITIES AND INFRASTRUCTURE

- **Parks and recreation** – The 21-acre Millersville Borough Community Park is located off Blue Rock Road at the northern end of the Borough. Formerly a passive space, the Borough used state and county grant funding to build a new pavilion, upgrade trails, electric and sewer infrastructure, and provide more active play areas. This park includes a wide range of recreation amenities and improvements, including playing fields and courts, playgrounds, picnic facilities, and a perimeter walking path. It is an exceptional community resource. However, it is the only significant park space in the Borough, though school playing fields are also available for public use during non-school hours and events. New development in the Borough should seek to include new public and/or green spaces.
- **LINKING GREEN SPACES** – Growing Together calls for linking recreation resources and green spaces throughout the planning area. A proposal to create a trail connection from the Community Park to Leaman Avenue would provide a safe and attractive pedestrian connection between the park and Eshleman Elementary School. An approved residential development plan near where Barbara Street becomes Cottage Avenue includes a pathway from the development to Penn Manor High School.
- **WATER AND SEWER** – The Borough sold its water authority to the City of Lancaster in 1999. It continues to own and maintain its wastewater treatment plant and collection system. The plant and pumps are in generally good condition and have available capacity. The collection system contains pipes of various ages and materials and suffers from infiltration problems during storm events. The Borough plans to replace the pumping station that serves Millersville University and

the Quaker Hills area. The station is located in a floodplain, and needs to be raised to mitigate hazards. In 2012, the Borough will complete an inflow and infiltration analysis for this area as well. The Borough is also pursuing selling some excess capacity to development in Manor Township.

ENVIRONMENTAL RESOURCES

- **STORMWATER MANAGEMENT** – As noted above, Millersville updated its Stormwater Management Ordinance in 2006. Given changing state and federal standards, this ordinance should be reviewed regularly and updated as needed to provide maximum protection and stay consistent with state and federal standards.
- **LANCASTER COUNTY GREENSCAPES** – Lancaster County adopted Greenscapes – the Green Infrastructure Element of its Comprehensive Plan in February 2009. The plan defines a vision, goals and objectives, strategies, and tools to preserve, conserve, restore, and enhance natural resources through the establishment of a countywide, integrated green infrastructure system. It provides a framework for municipalities to use in preserving environmental resources and implementing green infrastructure into capital improvement projects. The Borough should consider which, if any, of the natural resource protection standards contained the county plan, should be adopted by the Borough.

HISTORIC RESOURCES

- **HISTORIC OVERLAY DISTRICT** – Millersville Borough adopted a revised Historic Preservation Overlay District Ordinance in May 2012. The ordinance regulates alterations, additions, reconstruction, rehabilitation, demolition and removal of historic structures within the overlay. The Borough updated its Historic Resources

Inventory concurrent with the preparation of this Comprehensive Plan Strategic Update to aid in the effective administration of the Historic Preservation Overlay District.

REGIONAL COORDINATION

- **SIGNIFICANT PROGRESS: CONTINUED EFFORTS NEEDED** – Millersville Borough has made significant achievements in reaching out to regional partners both inside and beyond its boundaries. These efforts will need to continue and expand in the coming decades. Specific areas of concern include transportation, public service provision, and development coordination.

The following pages outline the Comprehensive Plan Strategic Update goals and objectives. The goals and objectives reflect the Borough’s future vision for itself. They are meant to guide the Borough staff, Planning Commission and elected officials in decisions about investments in and the regulation of land use, transportation, environmental protection, infrastructure, and community facilities.

Growth Opportunity Area contains valuable environmental resources



GOALS & OBJECTIVES

LAND USE

GOAL

Protect and enhance the physical character and economic vitality of Millersville by using remaining vacant land wisely, incorporating public and green space, and maximizing the economic potential of new development and redevelopment.

OBJECTIVES

- Capitalize on the economic potential of vacant land that is targeted for new development in order to expand the Borough's tax base.
- Preserve and create community identity and a sense of place.
- Create and support a clear and easy to understand development process that supports new development and redevelopment types identified in the Comprehensive Plan.

ECONOMIC DEVELOPMENT

GOAL

Diversify the Borough's economy and tax base.

OBJECTIVES

- Provide new economic opportunities and increase the diversity of housing options available in the Borough by permitting mixed-use development in a manner that preserves and enhances desired community character.
- Ensure that new and existing retail and/or mixed-use development is pedestrian-oriented and supportive of the desired character of Millersville Borough.
- Cultivate a development atmosphere that creates economic opportunities that accommodate business and development needs in a manner that is supportive to the overall health, welfare and character of the community.

A development site in the Borough



HOUSING

GOAL

Sustain strong and diverse neighborhoods by providing high-quality housing opportunities to meet the needs of Borough residents and Millersville University students.

OBJECTIVES

- Stabilize older residential housing stock through effective code enforcement, consistent zoning regulations and programs that encourage ongoing reinvestment.
- Facilitate the provision of high-quality and well managed student housing in the Borough.
- Provide affordable housing options for residents of all ages and income levels to meet the needs of current residents and to ensure that the Borough is able to attract diverse populations in the future.
- Provide a range of housing options for aging residents that will enable them to age in place in current homes or move to other locations within the Borough.

SUSTAINABILITY

GOAL

Promote a better quality of life for current and future generations by ensuring that our economy, our society and our environment develop in a balanced way.

OBJECTIVES

- Achieve long-term economic and social security.
- Recognize the intrinsic value of natural ecosystems, and protect and restore them.
- Enable residents and businesses to minimize their ecological footprint.
- Support and enable cooperative networks to work towards a common sustainable future.
- Promote sustainable development by encouraging incorporation of “green” development standards in site design and building systems.
- Enable continual improvement, based on accountability, transparency and good governance.

New housing developed in the Borough



Trails running through Freedom Memorial Park



TRANSPORTATION

GOAL

Expand travel options and improve traffic flow by making strategic new connections and improving management of the existing network to better serve the needs of pedestrians, bicyclists, drivers and transit users.

OBJECTIVES

- Make connections within the existing local roadway network to improve traffic flow through the Borough.
- Improve traffic flow on existing roads without degrading the community's built environment.
- Leverage limited Borough resources with Commonwealth, federal, University and private funds to maintain the Borough's streets and make needed improvements.
- Develop and implement a comprehensive pedestrian, bicycle, and transit plan that will offer residents and students realistic options to driving.
- Implement urban design standards and guidelines that encourage bicycling and walking to reduce the number of short trips on the local transportation network.
- Increase sidewalk and pedestrian trail connections and bicycle routes.

A sign for the Millersville University Shuttle



NATURAL, HISTORIC AND CULTURAL RESOURCES

GOAL

Conserve and enhance Millersville's natural, historic and cultural resources.

OBJECTIVES

- Integrate protection of natural resources including wetlands, streams, steep slopes, woodlands and natural habitats into Millersville's land use and development policies and regulations.
- Protect historic and cultural resources.
- Protect stream corridors and water quality and reduce flooding by enhancing stormwater management.
- Work with neighboring municipalities on watershed and other environmental issues that are most effectively managed on a regional basis.

A historic resource in Millersville Borough



COMMUNITY FACILITIES, SERVICES AND INFRASTRUCTURE

GOAL

Maintain and enhance high-quality and cost-effective infrastructure and community services that will enable the Borough to attract and retain a diverse population while ensuring long-term financial stability.

OBJECTIVES

- Use trails and greenways to link parks, schools, neighborhoods, natural areas and other community centers into a continuous network of open space resources.
- Coordinate facility needs between Borough parks, Penn Manor School District and Millersville University.
- Continue to provide high-quality municipal services.
- Foster high-quality emergency services.
- Continue to work with Millersville University, Penn Manor School District and surrounding municipalities to identify and pursue opportunities to coordinate service provision, pursue economic opportunities and protect natural resources.

Penn Manor High School



REGIONAL COORDINATION

GOAL

Work with regional partners to provide high-quality, cost effective public services and maximize preservation of natural resources.

OBJECTIVE

- Identify and pursue opportunities to work together to provide efficiencies.

Freedom Memorial Park on the border with Manor Twp.



RECOMMENDATIONS

Early in the planning process, Steering Committee members asked, “This is a great place, why change it?” The answer is that significant change is neither expected nor wanted over the next 10 to 15 years; however, a number of changes beyond the Borough’s control will require adjustment in the way things are done if Millersville is going to be successful in meeting evolving needs and maintaining its high quality of services without dramatic increases in tax rates.

The Borough has very little vacant, developable land remaining. Nearly 90 percent of the property in the Borough is already developed or protected as open space. New development is traditionally how communities grow their tax base – the value, and resulting tax revenues for developed land, is greater than that of undeveloped land.

As the Borough’s ability to grow its tax base is becoming more limited, the costs of services are increasing, and Penn Manor School District has major upcoming investment needs in its existing and potentially new facilities. Tax revenues from development of some of the remaining vacant land and reinvestment in the Manor Avenue and Prince Street commercial nodes can go a long way towards financing needed services and capital improvements. Despite tax pressures, future development must be balanced with preservation of open space and natural resources. Open space is highly valued by Borough residents.

After taking stock of current conditions and needs, the recommendations presented in this section of the Comprehensive Plan focus on how the Borough can become a responsible steward of its essential places, resources and character. Its underlying purpose is to provide the tools to make the investments needed in our built environment in

a manner that preserves the community assets that make Millersville a special place.

This includes looking at ways to preserve and enhance the Borough’s appearance, quality of neighborhoods, and excellence of services. Some of the recommendations contained in this Plan will require significant effort and financial investment in order to come to fruition. Others merely provide policy direction; however, the risks of taking no action include higher taxes, declining quality of services and disinvestment in commercial nodes and some residential neighborhoods.

The recommendations are shaped by the Comprehensive Plan vision and goals, the issues raised in the Planning Context section of this report and contributions from the Steering Committee, project stakeholders and members of the local community. The recommendations are organized by the following comprehensive plan elements authorized in the Municipalities Planning Code:

- Land Use
- Economic Development
- Housing
- Sustainability
- Transportation
- Natural, Historic and Cultural Resources
- Community Facilities, Services and Infrastructure
- Regional Coordination

The Future Land Use and Comprehensive Plan Maps shown in Figures 1 and 2 on the next two pages provide a visual summary of Plan recommendations.

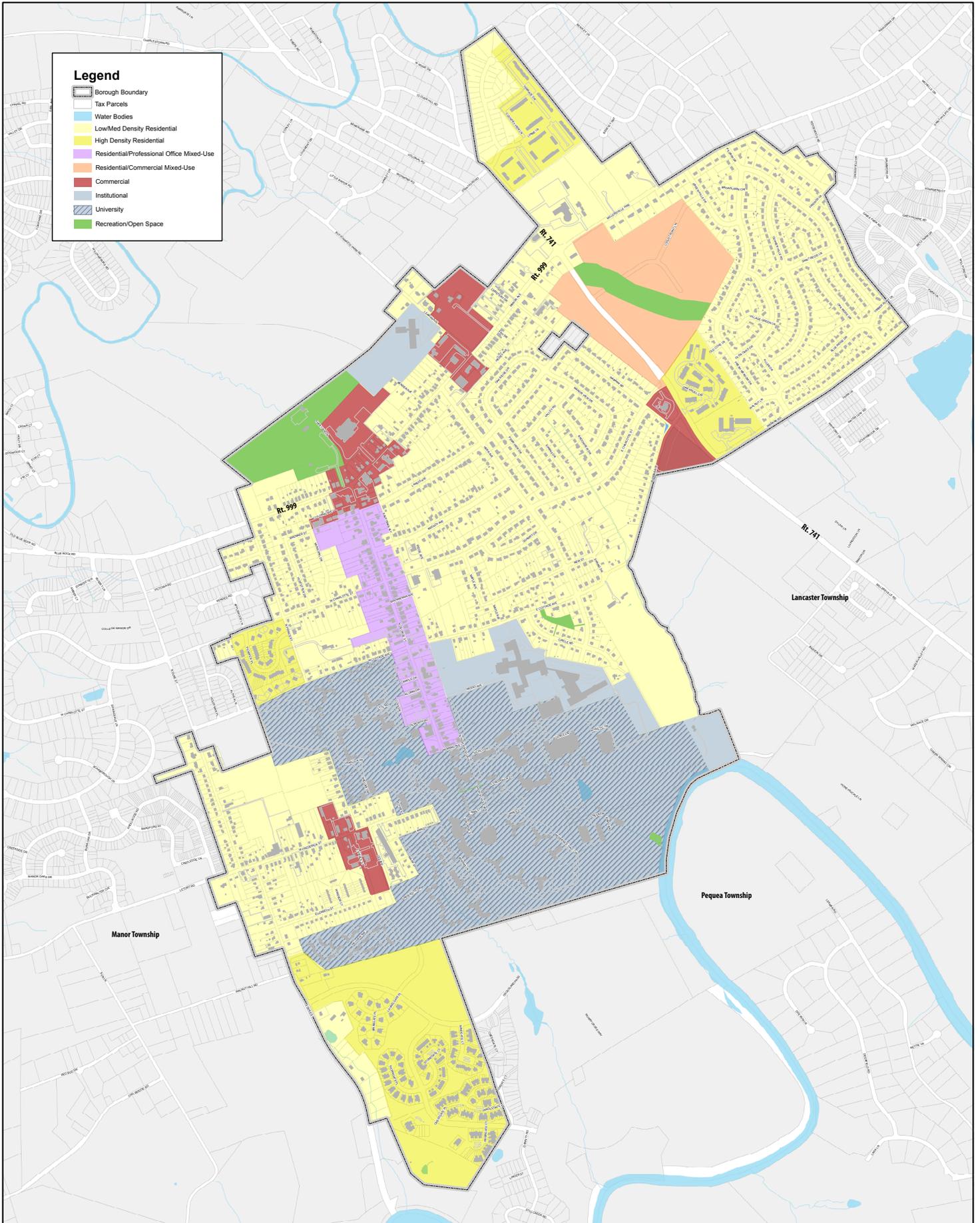


Figure 1: Future Land Use Map
 Millersville Borough Comprehensive Plan Update

0 205 410 820 1,230 1,640 Feet



Source: PASDA, Lancaster County, Millersville Borough

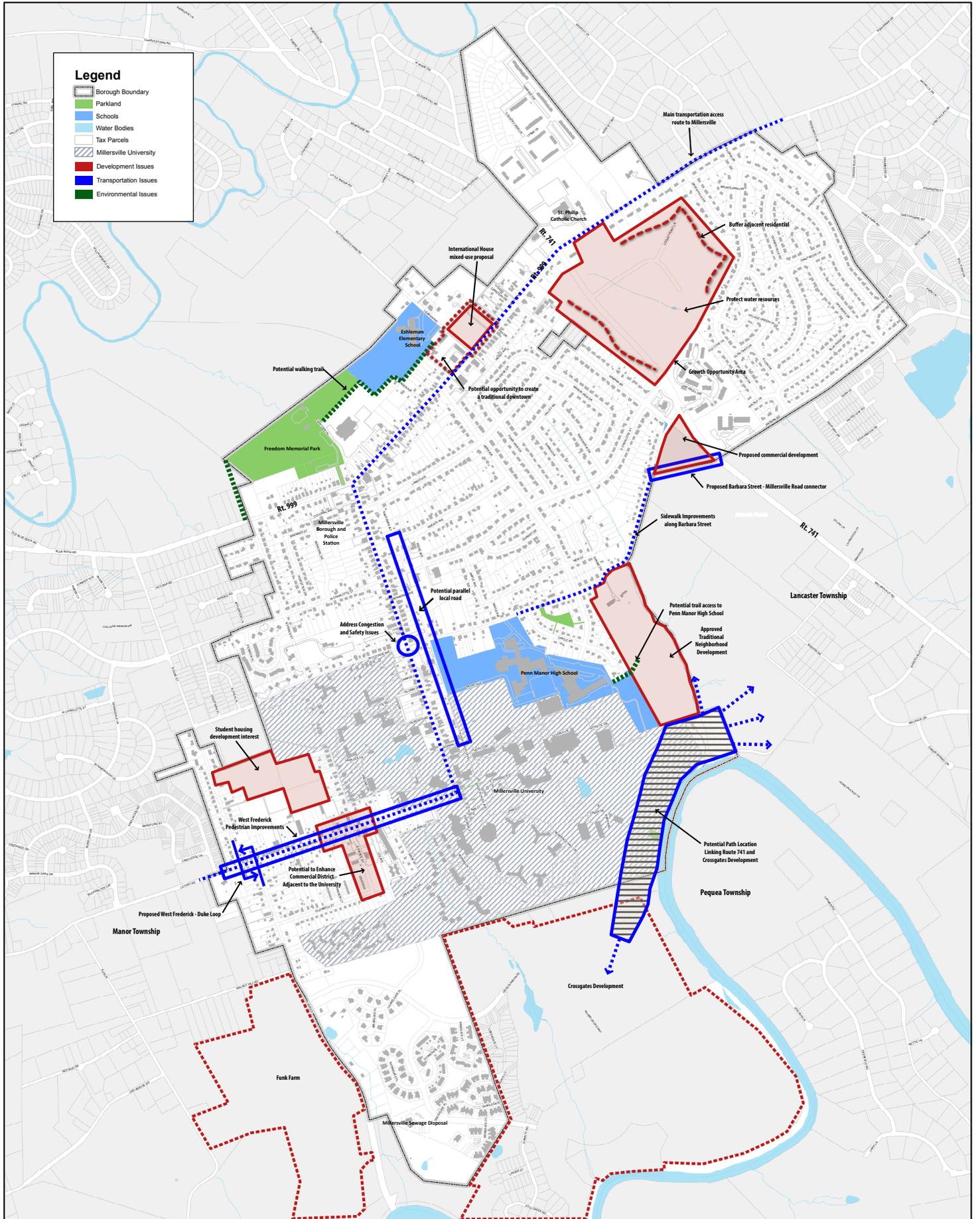


Figure 2: Comprehensive Plan Issues and Current Projects
 Millersville Borough Comprehensive Plan Update

0 205 410 820 1,230 1,640 Feet



Source: PASDA, Lancaster County, Millersville Borough

ACTION STRATEGY MATRIX

The following pages outline a series of strategies for the Borough to undertake to implement the goals and objectives outlined above. It is meant to provide a road map for moving forward, listing specific tasks to undertake, potential project partners, level of Borough/public partner investment needed to complete the task, and a time frame for implementation. Some proposed strategies are relatively simple and/or reflect projects already planned or underway. Others describe significant undertakings for the Borough and will take years and multiple, private, public and institutional partners to complete.

The level of investment needed to implement a specific project is described as “high,” “medium,” or “low” according to the following definitions:

- Low: Can be achieved with existing staff resources
- Medium: Requires outside resources, up to \$50,000
- High: Requires outside resources, more than \$50,000

Implementation time frames are described as “short,” “medium,” or “long” according to the following definitions:

- Short-term: 0-3 years
- Medium-term: 4-7 years
- Long-term: 8-15 years

In addition to the partners and resources listed in the matrix, Millersville Borough should use the Lancaster County Planning Commission’s Smart Growth Toolbox, which includes a variety of tools to implement smart growth principles consistent with plan recommendations. Many of the tools provided, such as model ordinances, programs and best management practices are directly related to the action items discussed in the Action Strategy Matrix.

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
LAND USE				
	<p>Protect and enhance the physical character and economic vitality of Millersville by using remaining vacant land wisely, incorporating public and green space, and maximizing the economic potential of new development and redevelopment.</p>			
1	<p>Take proactive steps to ensure that the 58-acre vacant site at the intersection of Manor Avenue and Millersville Road - designated a growth opportunity area in Growing Together - is developed in a manner that is consistent with the Borough's small town character and an effective contributor to the local tax base. Participants in the comprehensive planning process were open to the concept of mixed use development at this location, but any such development must protect the water resources on the site and be appropriately set back and buffered from surrounding single-family neighborhoods.</p> <p>At a minimum, the Borough should prepare zoning for this parcel that is consistent with these needs and opportunities. The Borough should also consider preparing a specific plan for the site. A specific plan goes farther than zoning and lays out the Borough's desired development of the site to the level of detail of a preliminary plan in land development. Once adopted by the Borough, any future development application must follow the specific plan. Any changes - proposed by a future developer or the Borough itself - must be formally adopted by Borough Council and be consistent with the Borough Comprehensive Plan and Growing Together.</p> <p>The zoning language and/or specific plan needs to address the following issues at a minimum:</p> <ul style="list-style-type: none"> • Permitted uses and development densities • Development and design standards that provide adequate buffering from adjacent residential neighborhoods • Community gateway feature • Management of traffic impacts • Public space and/or recreation opportunities • Protection of water resources on the site 	<p>Lancaster County Planning Commission, Pennsylvania Department of Economic and Community Development, LIMC, Private Developers</p>	<p>\$\$\$ Medium</p>	<div style="text-align: center;">  Short-term to develop policies </div> <div style="text-align: center; margin-top: 20px;">  Long-term to implement </div>

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
2	<p>Ensure that the development standards and processes contained in the Borough's development ordinances support the goals and objects stated in this Strategic Plan Update.</p> <ul style="list-style-type: none"> Review zoning, subdivision, and other ordinances to make the process simpler and clearer for development proposals consistent with Borough goals and objectives. Specific issues/locations to consider are listed in the economic development and housing sections below. 	Lancaster County Planning Commission	\$ Low	 Short-term
ECONOMIC DEVELOPMENT				
Diversify the Borough's economy and tax base.				
1	<p>Create a downtown streetscape and development plan for the Manor Avenue commercial area, and work with private property owners and developers to implement physical improvements identified in the plan. Plan elements should include:</p> <ul style="list-style-type: none"> Permitted land uses, including consideration for expanding options for mixed used development Commercial district development and design standards Pedestrian, streetscape and connectivity standards Wayfinding signage to key community assets, such as Millersville University and Freedom Memorial Park 	Lancaster County Planning Commission, Pennsylvania Department of Economic and Community Development	<u>Plan:</u> \$\$\$ Medium	 Short-term
			<u>Implement:</u> \$\$\$\$\$\$ High	 Medium-term
2	<p>Encourage high-quality commercial development along South Prince street adjacent to Frederick Street.</p> <ul style="list-style-type: none"> Determine appropriate densities and design for new development and codify them in the Zoning Ordinance. Pursue the creation of business incubator space. 	Lancaster County Planning Commission, DCED	\$ Low	 Short-term

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
3	<p>Work with Millersville University to transition former homes on George Street to private use as the University consolidates functions currently located along George Street into larger structures. Reuse could include residential, office uses, or a mix of the two.</p>	Millersville University	<p>\$\$\$ Medium</p>	 Medium-term

HOUSING

Sustain strong and diverse neighborhoods by providing high-quality housing opportunities to meet the needs of Borough residents and Millersville University students.

1	<p>Work with Millersville University and Student Lodging, Incorporated to identify steps needed to ensure that future student housing development is integrated into the Borough in a manner that balances University needs and local resident quality of life. Specific steps include:</p> <ul style="list-style-type: none"> • Expand ongoing coordination initiatives with Millersville University and Student Lodging, Incorporated to fully understand Borough and University needs and concerns and integrate them into effective solutions. • Pursue amendments to the R1A zoning district or create a new zoning district that can accommodate high-quality student housing at a scale and density that is appropriate to Millersville’s small town atmosphere. Issues to consider include: <ul style="list-style-type: none"> • Permitted densities, building height and bulk standards • Whether to permit ground floor commercial uses, and under what conditions (e.g. access onto a street with existing commercial zoning/uses, etc.) • Definition of management and security requirements • Design standards to integrate appearance 	Millersville University, Student Housing, Incorporated, Lancaster County Planning Commission	<p>\$\$ Low-Medium</p>	 Short-term
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ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
1 (CONT.)	<p>into surrounding neighborhood</p> <ul style="list-style-type: none"> • Buffering standards to set back and screen from adjacent residential uses • Maximum distance from campus • Parking requirements <p>Negotiate and establish an ongoing fee in lieu of taxes for student housing owned by a non-profit entity to offset municipal costs for providing public services.</p> <ul style="list-style-type: none"> • Continue to work with the University and Student Lodging, Incorporated on service partnerships to support security and other service needs generated by student housing built off campus. 	<p>Millersville University, Student Lodging, Incorporated, Lancaster County Planning Commission</p>	<p>\$\$ Low-Medium</p>	 Short-term
2	<p>Facilitate ongoing investment in the Borough's existing housing stock so that it remains attractive to owner occupants.</p> <ul style="list-style-type: none"> • Ensure Zoning Ordinance includes provisions for flexible development standards for house additions/alterations in neighborhoods with small lots. 	<p>Lancaster County Planning Commission</p>	<p>\$ Low</p>	 Short-term
3	<p>Encourage appropriate residential infill and redevelopment.</p> <ul style="list-style-type: none"> • Review zoning and subdivision ordinances and amend as needed to encourage such development. Specific issues to consider include ensuring minimum lot sizes, setbacks and other development standards are consistent with those that exist in the Borough's neighborhoods. 	<p>Lancaster County Planning Commission</p>	<p>\$ Low</p>	 Short-term

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
4	<p>Encourage development of additional senior housing options.</p> <ul style="list-style-type: none"> • Consider changes zoning and development standards that structurally support aging in place, such as the development of “in-law” apartments. • Consider locations that could be appropriate for higher density or mixed-use development that could support residential life with limited access to a car – and zone them appropriately. 	Lancaster County Planning Commission	 Low	 Medium-term

SUSTAINABILITY

Promote a better quality of life for current and future generations by ensuring that our economy, our society and our environment develop in a balanced way.

1	<p>Promote energy conservation in land use regulations.</p> <ul style="list-style-type: none"> • Modify Subdivision and Land Development Ordinance to provide incentives for energy conservation. 	Lancaster County Planning Commission	 Low	 Medium-term
2	<p>Promote water conservation in land use regulations</p> <ul style="list-style-type: none"> • Modify Subdivision and Land Development Ordinance to provide incentives for or require water efficient landscape designs. 	Lancaster County Planning Commission	 Low	 Medium-term
3	<p>Encourage green building practices</p> <ul style="list-style-type: none"> • Amend the zoning and subdivision ordinances to provide incentives. 	Lancaster County Planning Commission	 Low	 Medium-term

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
TRANSPORTATION				
Expand travel options and improve traffic flow by making strategic new connections and improving management of the existing network to better serve the needs of pedestrians, bicyclists, drivers and transit users.				
1	Construct the Duke/West Frederick Street loop, as proposed in Figure 2: Comprehensive Map, to separate north and southbound turning movements at this off set intersection.	Private Developers, PennDOT	 High	 Short-term
2	Construct the Barbara Street to Wabank Road extension to create a direct connection between the two streets and create a four-point intersection where Wabank and Route 741 currently intersect as proposed in Figure 2: Comprehensive Map.	Private Developers, PennDOT	 High	 Short-term
3	Continue to pursue options to reduce University and pass through traffic from George and Frederick Street. <ul style="list-style-type: none"> • Create a second access route to Millersville University from Route 741 that bypasses the center of town consistent with the one recommended in Figure 2: Comprehensive Plan Map. • Consider the creation of a new route parallel to George Street through the heart of the Borough by improving alleys and High School Avenue as shown in as proposed in Figure 2: Comprehensive Map. 	Private Developers, PennDOT, Millersville University, Lancaster County Planning Commission	 High	 Long-term

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
4	<p>Continue to expand and enhance the pedestrian and bicycle network.</p> <ul style="list-style-type: none"> • Ensure new sidewalks and bike facilities are incorporated into streetscaping initiatives. • Strictly enforce sidewalk requirements in the Subdivision and Land Development Ordinance. 	Private developers, PennDOT	 Low	 Ongoing
5	<p>Address congestion and safety issues at the West Cottage Avenue and North George Street intersection. Issues to consider include:</p> <ul style="list-style-type: none"> • Signal retiming to better manage traffic flow • Improved pedestrian crossing facilities (such as bulb outs and enhanced crosswalks) and prohibition of right turns on red to increase pedestrian safety • Creation of a one-way couplet for Cottage and Charlotte Avenues to manage traffic volumes. 	PennDOT	 High	 Medium-term

NATURAL, CULTURAL, AND HISTORIC RESOURCES

Conserve and enhance Millersville's natural, historic and cultural resources.

1	<p>Continue to pursue and implement best management practices for stormwater management.</p> <ul style="list-style-type: none"> • Review and revise ordinances as new best management practices emerge. • Implement street and parking lot design standards that encourage or require bio-retention. 	Lancaster County Planning Commission, Lancaster County Conservation District, Pennsylvania Department of Environmental Protection	 Low	 Ongoing
2	<p>Include stormwater retrofits in redevelopment and rebuilding projects.</p> <ul style="list-style-type: none"> • Ensure projects include stormwater retrofits that meet the standards of the current stormwater management ordinance. 	Project Developers	 Low	 Ongoing

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
3	<p>Participate in a regional approach to stormwater management and environmental protection.</p> <ul style="list-style-type: none"> Work with LIMC and neighboring municipalities to develop a regional stormwater management and protection plan 	LIMC, Lancaster County, Neighboring Municipalities, Lancaster County Conservation District	<p>Medium</p> <p>\$\$\$</p>	 <p>Medium-term</p>
4	<p>Consider adopting natural resource protection standards as identified in Lancaster County's Greenscapes Plan.</p>	Lancaster County Planning Commission	<p>Low</p> <p>\$</p>	 <p>Short-term</p>

COMMUNITY FACILITIES, SERVICES AND INFRASTRUCTURE

Maintain and enhance high-quality and cost-effective infrastructure and community services that will enable the Borough to attract and retain a diverse population while ensuring long-term financial stability.

1	<p>Expand trail connections between Millersville Community Park and surrounding parks, schools, and neighborhoods consistent with the improvements shown in as proposed in Figure 2: Comprehensive Map.</p>	Penn Manor School District, Millersville University, Lancaster County	<p>Medium-High</p> <p>\$\$\$\$\$</p>	 <p>Ongoing</p>
2	<p>Continue to explore opportunities to sell excess waste water treatment capacity to developments outside of the Borough.</p>	Private Developers, Neighboring Municipalities	<p>Low</p> <p>\$</p>	 <p>Ongoing</p>
3	<p>Prepare an Official Map that is consistent with but not limited to facilities identified in Figure 2: Comprehensive Plan Map.</p>	Lancaster County Planning Commission	<p>Low</p> <p>\$</p>	 <p>Short-term</p>

ACTION STRATEGY MATRIX

No.	TASKS	SUGGESTED PARTNERS & FUNDING SOURCES	INVESTMENT NEEDED	TIME FRAME
REGIONAL COORDINATION				
Work with regional partners to provide high-quality, cost effective public services and maximize preservation of natural resources.				
1	Continue active participation in Lancaster Inter-Municipal Committee (LIMC).	LIMC, Lancaster County	\$ Low	 Ongoing
2	Continue to explore options to share service provision with neighboring municipalities, Millersville University and Penn Manor School District.	Millersville University, Penn Manor School District	\$ Low	 Ongoing
3	Continue to participate in intermunicipal cooperation in development applications that affect the Borough and its neighbors.	Neighboring Municipalities, LIMC	\$ Low	 Ongoing

APPENDIX

Below is an update to selected census data from the Millersville's 2001 Comprehensive Plan.

Millersville Borough experienced a large surge in population in the 1960s, due primarily to increased enrollment at Millersville University and the annexation of Quaker Hills from Lancaster Township. Growth continued at a more moderate pace in the 1970s, and slowed considerably in the 1980s as the buildable land base decreased. The Borough actually lost population during the 1990s. The 2010 Census shows a modest population increase of 5 percent from levels in 2000.

Total Population Growth			
Year	Total Population	Net Change	Percent Change
1960	3,883		
1970	6,396	2,513	65%
1980	7,668	1,272	20%
1990	8,099	431	6%
2000	7,774	(325)	-4%
2010	8,168	394	5%

Source: 2010 Census

A comparison of growth in adjacent municipalities shows that Manor Township has shown the largest gains in population between 1960 and 2000, both in terms of absolute numbers and rate of growth. This is not surprising as Manor Township has large areas of undeveloped land as well as available public utilities in growing areas.

Millersville Borough experienced the next highest rate of population growth, doubling in population over the 40 year time period. Like Manor Township, it has a full complement of public utilities and services. Much of the Borough's growth can be attributed to the annexation of the Quaker Hills area and rising University enrollment. The absolute population increase for Pequea Township was the smallest, but it represents an 80 percent increase over a small starting population. Lancaster Township has experienced the lowest rate of growth, increasing less than 40 percent over 40 years. As with Manor Township, recent development has continued to add population since 2000.

Population Growth in Adjacent Municipalities						
Municipality	1960	1970	1980	1990	2000	2010
Lancaster Township	10,020	10,329	10,833	13,187	13,944	16,149
Manor Township	6,939	9,769	11,474	14,130	16,498	19,612
Millersville Borough	3,883	6,396	7,668	8,099	7,774	8,168
Pequea Township	2,435	3,002	3,557	4,512	4,358	4,605
Total for Region	23,277	29,496	33,532	39,928	42,574	48,534
Lancaster County	278,359	320,079	362,346	422,822	470,658	519,445

Source: 2010 Census

Population Projections in Adjacent Municipalities			
Municipality	2020	2030	2040
Lancaster Township	17,735	19,107	20,291
Manor Township	22,167	24,489	26,598
Millersville Borough	8,376	8,493	8,542
Pequea Township	4,866	5,067	5,219
Total for Region	53,144	57,156	60,650
Lancaster County	569,343	613,208	651,982

Source: Lancaster County Planning Commission 2012

Nearly half of Millersville residents are between the ages of 18 and 24 years of age, reflecting a high proportion of college students living the Borough. The number and proportion of residents in this age cohort did not change significantly between 1990 and 2010. However, the Borough experienced significant shifts in population in other age groups. The number of preschool aged children and adults aged 25 to 44 dropped by about 25 percent in each age category. These losses were offset by increases in residents aged 45 to 64 and 65 and older. The median age for the Borough in 1990 was 21.9 and has increased only slightly to 22.1 in 2010. This number is much lower than seen in the County, Commonwealth and nation due to the large number of college students residing the Borough; however, the Borough is clearly experiencing an aging of its year-round population consistent with national trends.

Millersville Change in Age Characteristics					
Age Group	1990 Population	Proportion	2010 Population	Proportion	Proportion Change
0-4	244	3%	197	2%	-24%
5-17	564	7%	591	7%	5%
18-24	3,988	50%	3,997	49%	0%
25-44	1,338	17%	1,048	13%	-28%
45-64	973	12%	1,263	15%	23%
65+	922	11%	1,072	13%	14%
Total	8,029	100%	8,168	100%	2%

Source: 1990 and 2010 Census

Lancaster County Change in Age Characteristics					
Age Group	2000 Population	Proportion	2010 Population	Proportion	Proportion Change
0-4	32,680	7%	35,521	7%	8%
5-17	92,611	20%	93,494	18%	1%
18-24	43,193	9%	50,638	10%	15%
25-44	133,185	28%	124,619	24%	-7%
45-64	102,929	22%	137,393	26%	25%
65+	66,060	14%	77,780	15%	15%
Total	470,658	100%	519,445	100%	9%

Source: 2000 and 2010 Census

Millersville Borough's population is composed of 54 percent females and 46 percent males, compared to a Lancaster County Split of 51 percent to 49 percent. This difference may be due in part to enrollment patterns at Millersville University.

2010 Population by Sex							
Area	Total Persons	Total Females	% of Total	% Change 1990-2010	Total Males	% of Total	% Change 1990-2010
Millersville Borough	8,168	4,376	54%	-3%	3,792	46%	3%
Lancaster County	519,445	265,609	51%	0%	253,836	49%	0%

Source: 1990 and 2010 Census

Nearly 91 percent of Millersville Borough’s residents are white, compared to 89 percent for Lancaster County as a whole. The Borough has become slightly more racially diverse since 1990, when 93 percent of the population was white. The number of people of Hispanic origin nearly doubled, from 120 to 351 between 1990 and 2010, and the number of black people increased by 26 percent from 327 to 411. While these are large percentage increases, the absolute numbers remain low. Millersville Borough lost population among Asians and Pacific Islanders between 1990 and 2010.

1990 Population by Race							
Area	Total Persons	White	Black	American Indian, Eskimo and Aleutian	Asia & Pacific Islander	Other	Hispanic Origin (of any race)
Millersville Borough	8,099	7,593	327	9	129	41	120
Lancaster County	422,822	397,815	10,038	484	4,652	9,833	15,639

Source: 1990 Census

2010 Population by Race							
Area	Total Persons	White	Black	American Indian, Eskimo and Aleutian	Asia & Pacific Islander	Other	Hispanic Origin (of any race)
Millersville Borough	8,168	7,427	411	17	104	96	351
Lancaster County	519,445	460,171	19,035	1,195	10,024	18,819	44,930

Source: 2010 Census

1990-2010 % Change in Population by Race							
Area	Total Persons	White	Black	American Indian, Eskimo and Aleutian	Asia & Pacific Islander	Other	Hispanic Origin (of any race)
Millersville Borough	1%	-2%	26%	89%	-19%	134%	193%
Lancaster County	23%	16%	90%	147%	115%	91%	187%

Source: 1990 and 2010 Census

Only 40 percent of Borough households consist of married couples, compared to 56 percent for the County as a whole. This is a reflection of the large number of unmarried students living in the Borough. Thirty percent of Borough households are made up of just one person, compared to 34 percent for Lancaster County. Further the Borough has more people living in group quarters - 2,546 - than it has households. This is again a reflection of the high student population, with a full 31 percent of residents living in group quarters.

1990 Household Statistics								
Area	Total Households	Family Households				Non-Family Households		Group Quarters
		Married Couple	% of Total	Male Head (no wife)	Female Head (no husband)	One Person	% of Total	
Millersville Borough	2,214	1,098	50%	31	127	544	25%	2,629
Lancaster County	150,956	95,559	63%	4,547	12,000	31,547	21%	13,042

Source:
1990 Census

2010 Household Statistics								
Area	Total Households	Family Households				Non-Family Households		Group Quarters
		Married Couple	% of Total	Male Head (no wife)	Female Head (no husband)	One Person	% of Total	
Millersville Borough	2,452	989	40%	71	154	739	30%	2,546
Lancaster County	193,602	109,118	56%	6,350	19,127	46,793	24%	12,638

Source:
2010 Census

1990-2010 % Change in Household Statistics								
Area	Total Households	Family Households				Non-Family Households		Group Quarters
		Married Couple	% of Total	Male Head (no wife)	Female Head (no husband)	One Person	% of Total	
Millersville Borough	10%	-11%	-10%	129%	21%	36%	5%	-3%
Lancaster County	22%	12%	-7%	39%	59%	48%	3%	-3%

Source:
2010 Census

Millersville Borough residents are more educated than those in surrounding Lancaster County. Nearly 83 percent of persons 25 and older have a high school diploma and nearly 29 percent have completed four or more years of college, compared to 70.5 percent and 16.7 percent for the county as a whole. This statistic represents the presence of University graduate students and that – as a major employer – Millersville University attracts highly educated faculty members and professional staff to the community.

1990 Education Data		
Area	Persons 25+ With High School Diploma	Persons 25+ with 4+ Years of College
Millersville Borough	82.8%	28.8%
Lancaster County	70.5%	16.7%

Source: 1990 Census

2010 Education Data		
Area	Persons 25+ With High School Diploma	Persons 25+ with 4+ Years of College
Millersville Borough	87.5%	31.3%
Lancaster County	82.4%	23.3%

Source: 2006-2010 Census Estimates

Nearly three-quarters of Millersville’s housing stock consists of single-family homes, and 76 percent of those are single-family detached units. The remaining 24 percent are attached – row houses or twin homes. These numbers are comparable to the averages seen in Lancaster County as a whole. Twenty-nine percent of the Borough’s housing units are located in multi-family structures, compared to 20 percent for the County – again reflecting student housing demands. The Borough does not contain mobile homes, while such units represent four percent of the County’s housing stock.

2010 Housing Types									
Area	Total Units	SFDs	%	SFAs	%	MFDs	%	MH	%
Millersville Borough	2,672	1,464	55%	442	17%	766	29%	-	0%
Lancaster County	199,965	112,173	56%	40,044	20%	39,019	20%	8,709	4%

Source: 2006-2010 Census Estimates

Change in Housing Types						
Housing Type	1990 Housing Mix	%	2010 Housing Mix*	%	1990-2010 Housing Units Gained	%
Single-Family Detached	1,211	52%	1,464	55%	253	20.9%
Single-Family Attached	349	15%	442	17%	93	26.6%
Multi-Family	763	33%	766	29%	3	0.4%
Mobile Home	1	0%	0	0%	(1)	100.0%
Total	2,324	100%	2,672	100%	348	15.0%

Source: 2010 Census

At 4.2 percent, the Borough's housing vacancy rate is healthy - representing a market where homes are available and sellers/landlords are generally able to find buyers/tenants. It is slightly lower than the County vacancy rate of 4.6 percent.

2010 Housing Vacancy			
Area	Total Units	Vacant	% of Total
Millersville Borough	2,560	108	4.2%
Lancaster County	202,952	9,350	4.6%

Source: 2010 Census

Median family income in Millersville is comparable to that of Lancaster County and grew slightly more than the County family median; however, household and per capita incomes are considerably lower. This is again a reflection of student population and their lower incomes.

1990 Income					
Area	Per Capita	Median Household	Median Family	Individuals Below Poverty Level	% of Total
Millersville Borough	\$10,258	\$30,046	\$37,656	906	11%
Lancaster County	\$14,235	\$33,255	\$37,791	32,638	8%

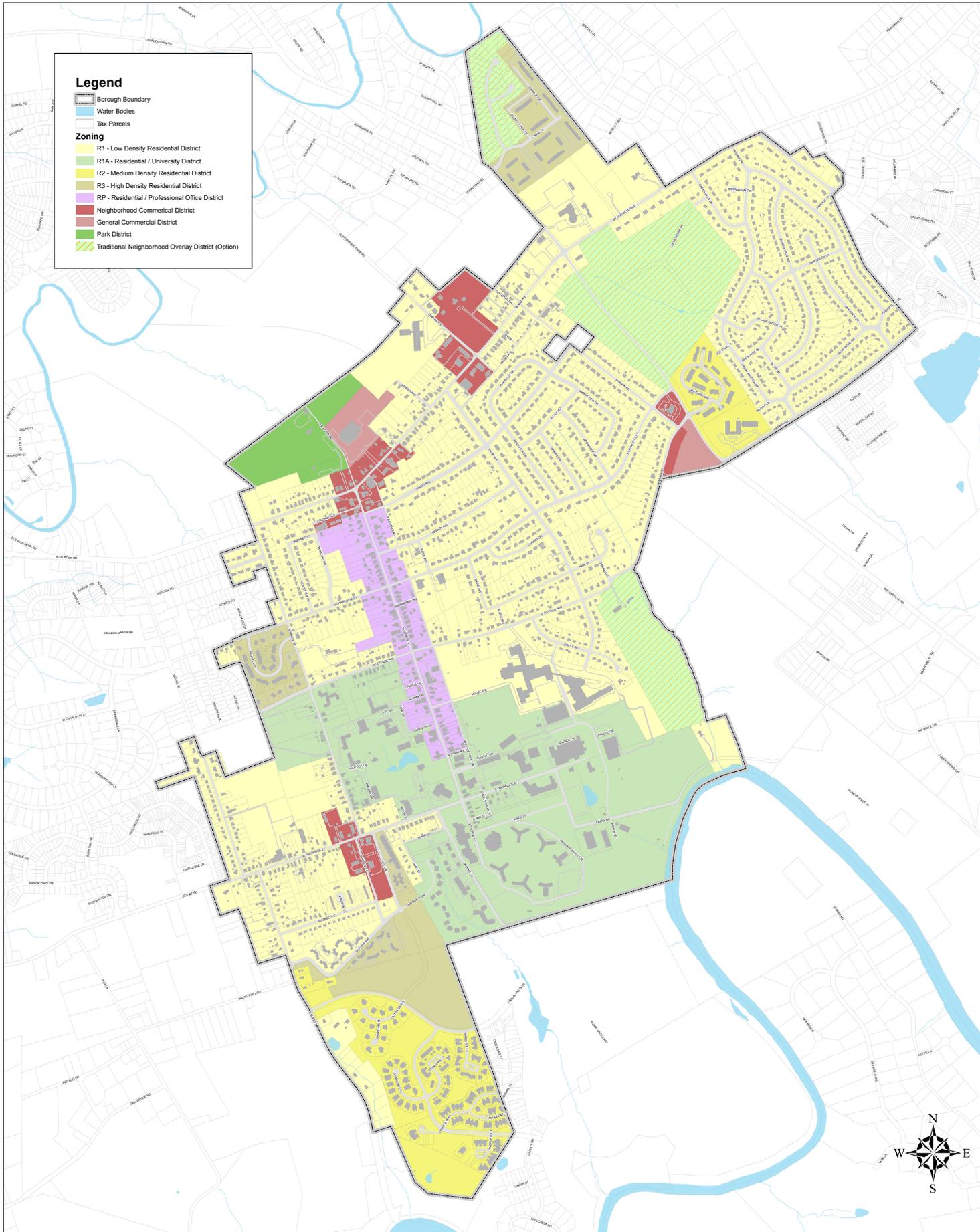
Source: 1990 Census

2010 Income					
Area	Per Capita	Median Household	Median Family	Individuals Below Poverty Level	% of Total
Millersville Borough	\$17,053	\$40,529	\$65,134	1,772	21.7%
Lancaster County	\$25,854	\$54,765	\$64,672	50,386	9.7%

Source: 2006-2010 Census Estimates

1990-2010 % Change in Income					
Area	Per Capita	Median Household	Median Family	Individuals Below Poverty Level	% of Total
Millersville Borough	66%	35%	73%	96%	10.7%
Lancaster County	82%	65%	71%	54%	-1.7%

Source: 1990 and 2006-2010 Census Estimates



Legend

- Borough Boundary
- Water Bodies
- Tax Parcels

Zoning

- R1 - Low Density Residential District
- R1A - Residential / University District
- R2 - Medium Density Residential District
- R3 - High Density Residential District
- RP - Residential / Professional Office District
- Neighborhood Commercial District
- General Commercial District
- Park District
- Traditional Neighborhood Overlay District (Option)

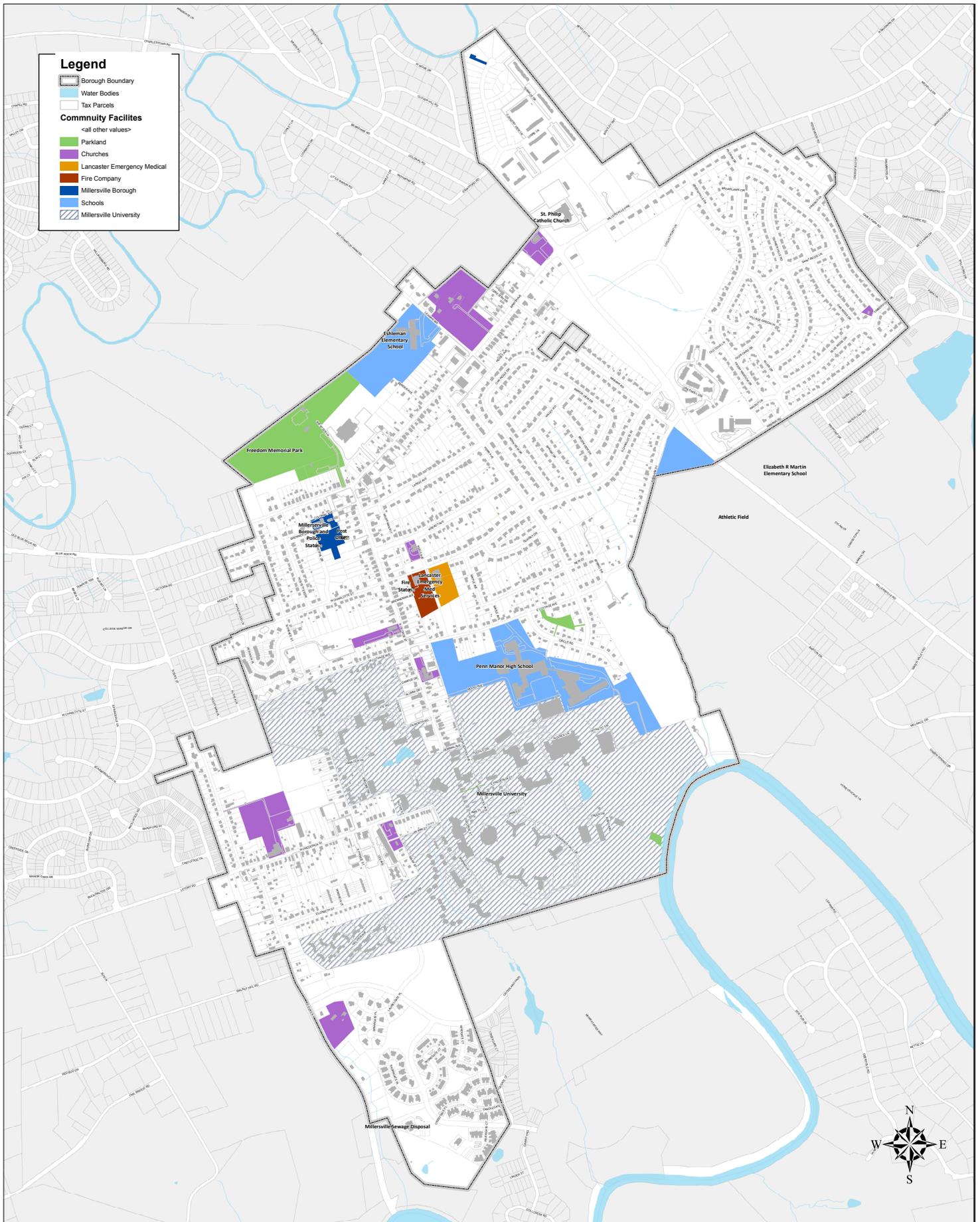
Existing Zoning

Millersville Borough Comprehensive Plan Update

0 200 400 800 1,200 1,600 Feet



Source: PAS&A, Lancaster County, Millersville Borough



Community Facilities and Parks

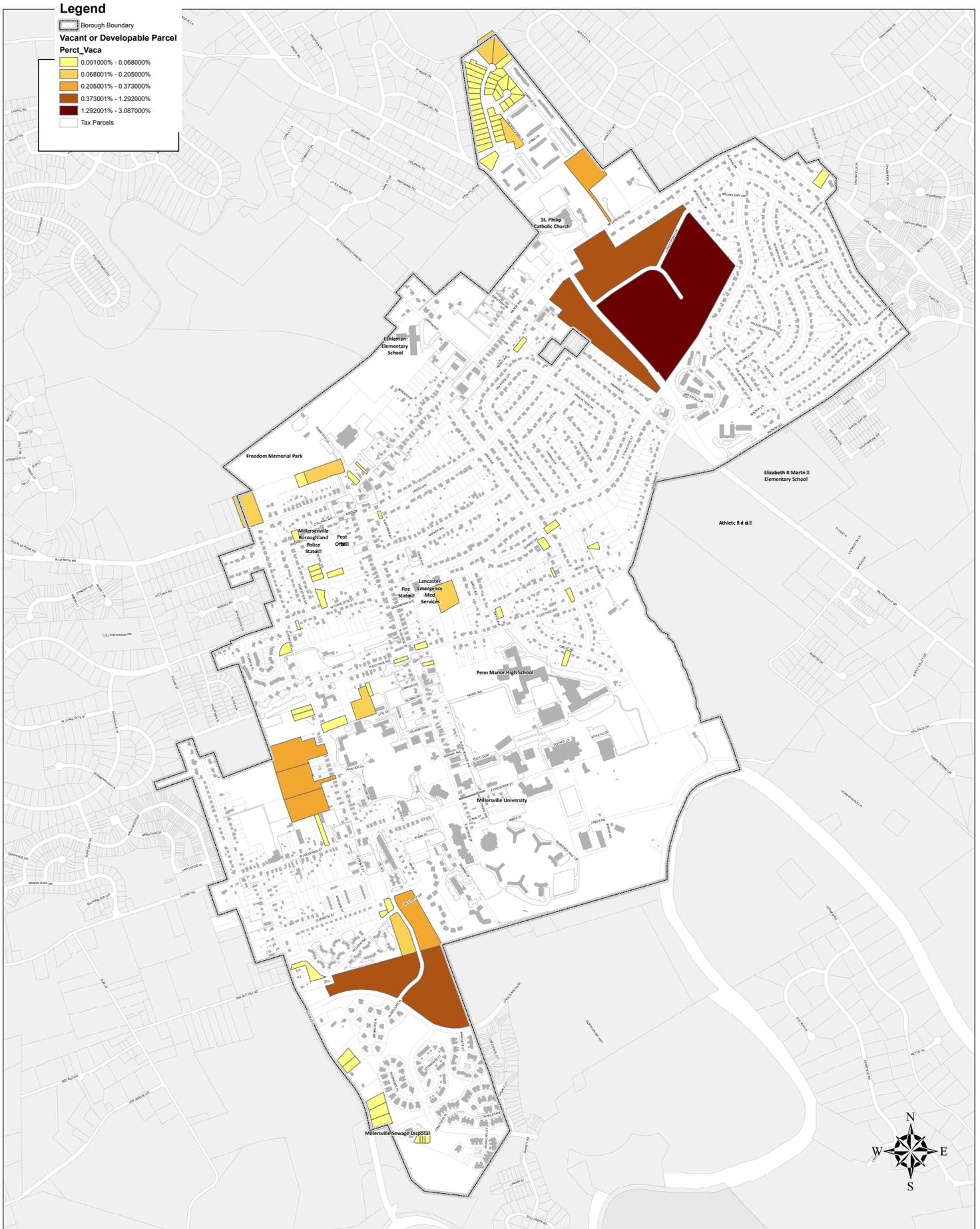
Millersville Borough Comprehensive Plan Update

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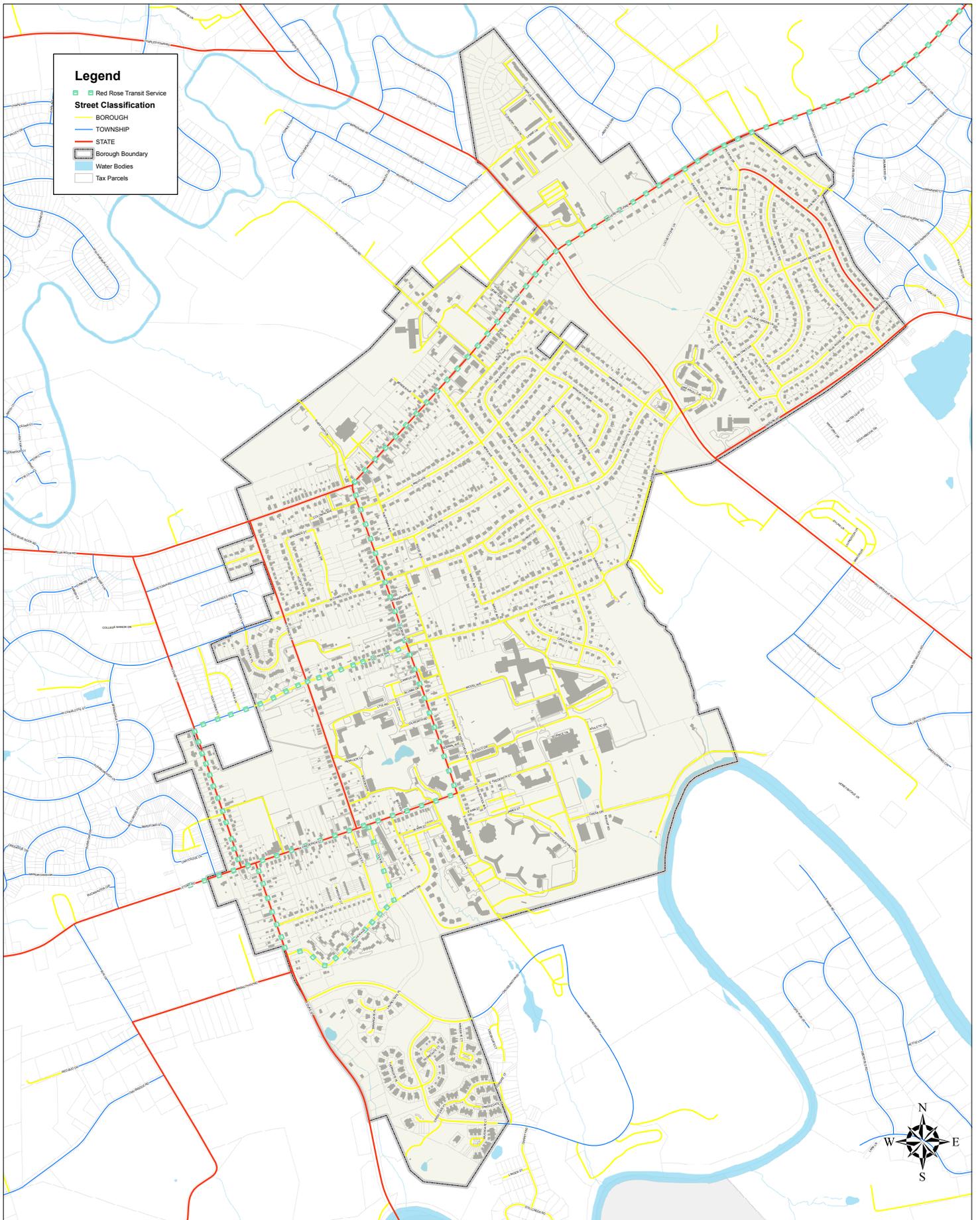
Source: MDA, Lancaster County, Millersville Borough



Vacant or Developable Land

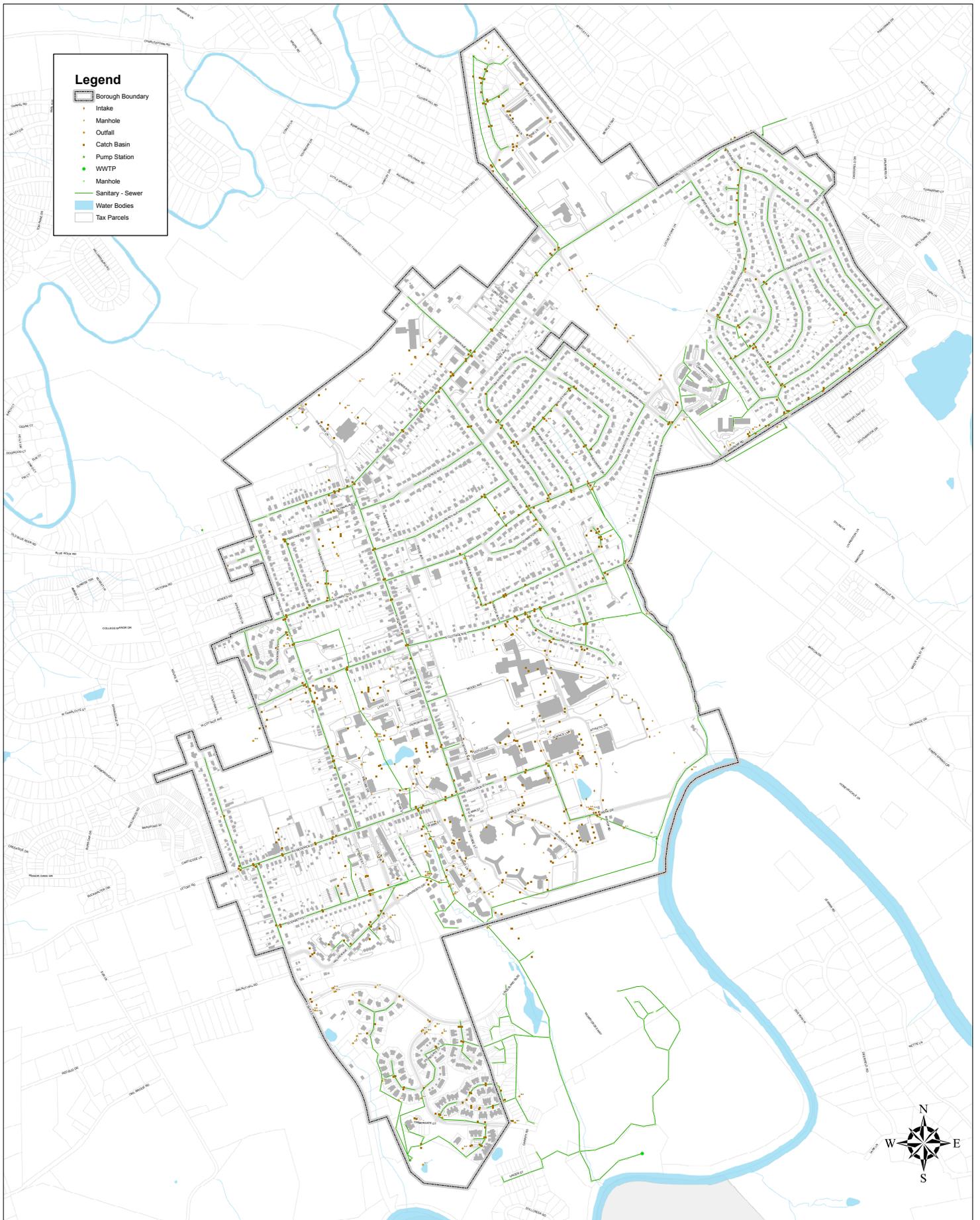
Millersville Borough Comprehensive Plan Update





Transportation

Millersville Borough Comprehensive Plan Update



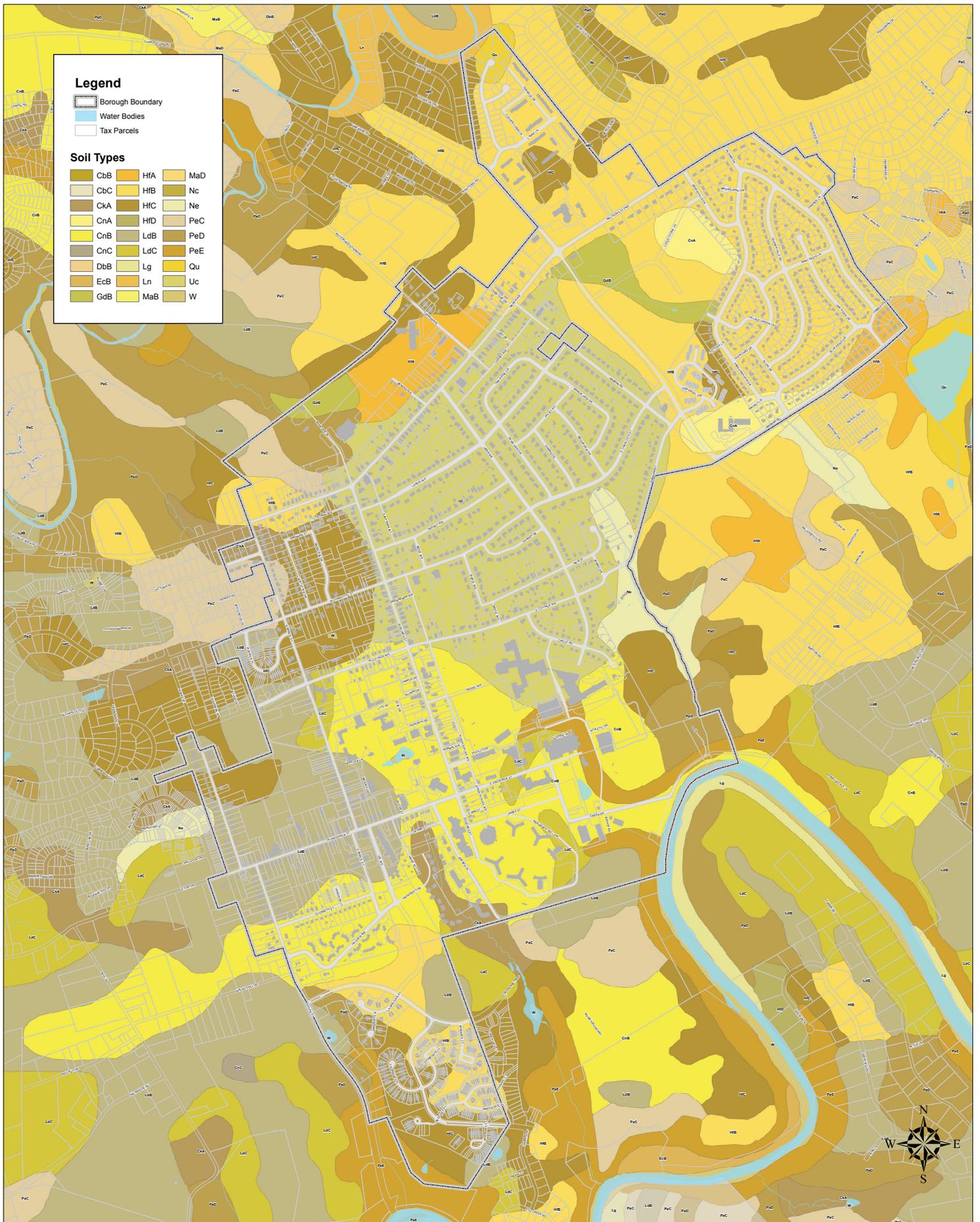
Sewer and Stormwater System

Millersville Borough Comprehensive Plan Update

0 200 400 800 1,200 1,600 Feet



Sources: PAS&A, Lancaster County, Millersville Borough



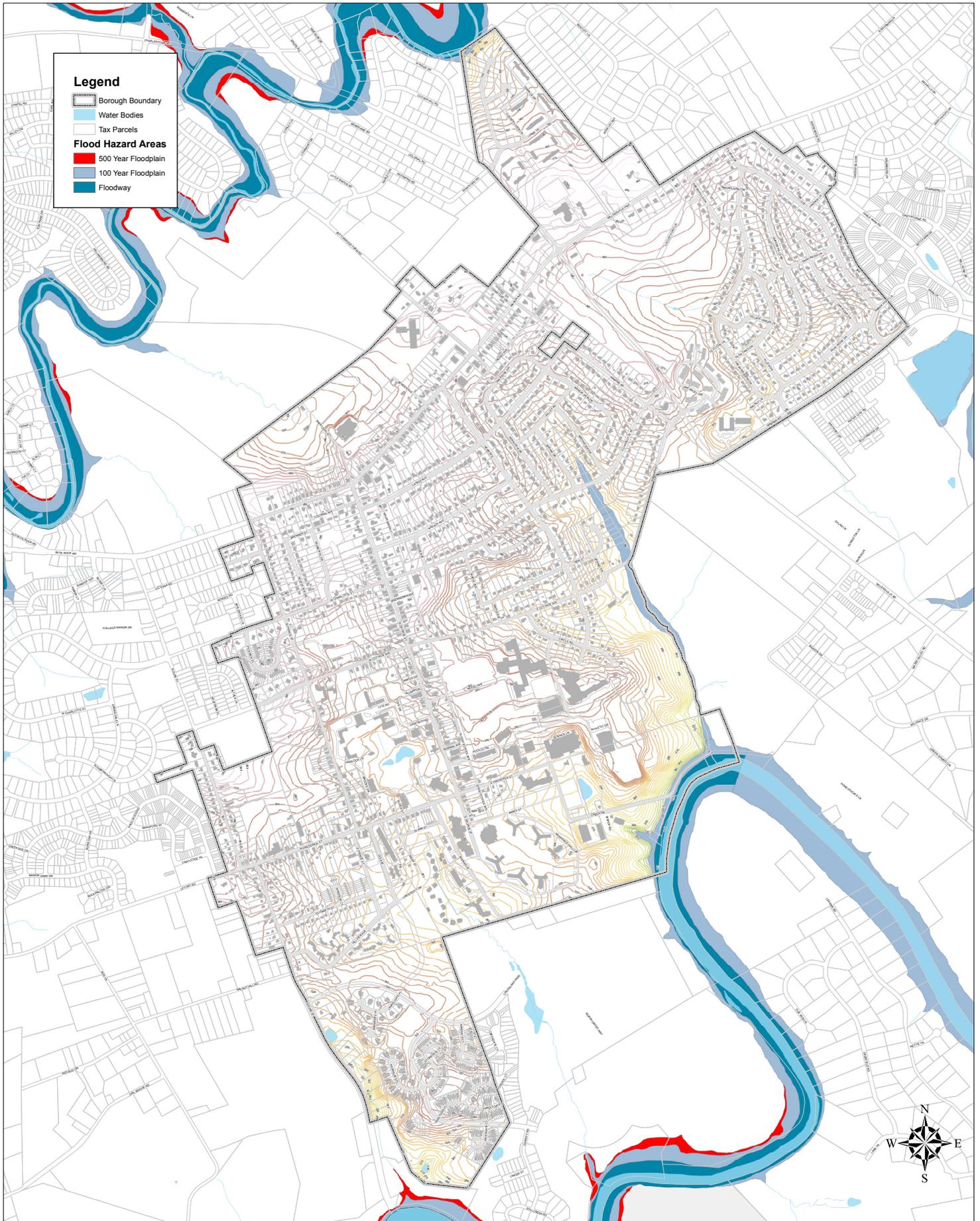
Environmental Features - Geology

Millersville Borough Comprehensive Plan Update

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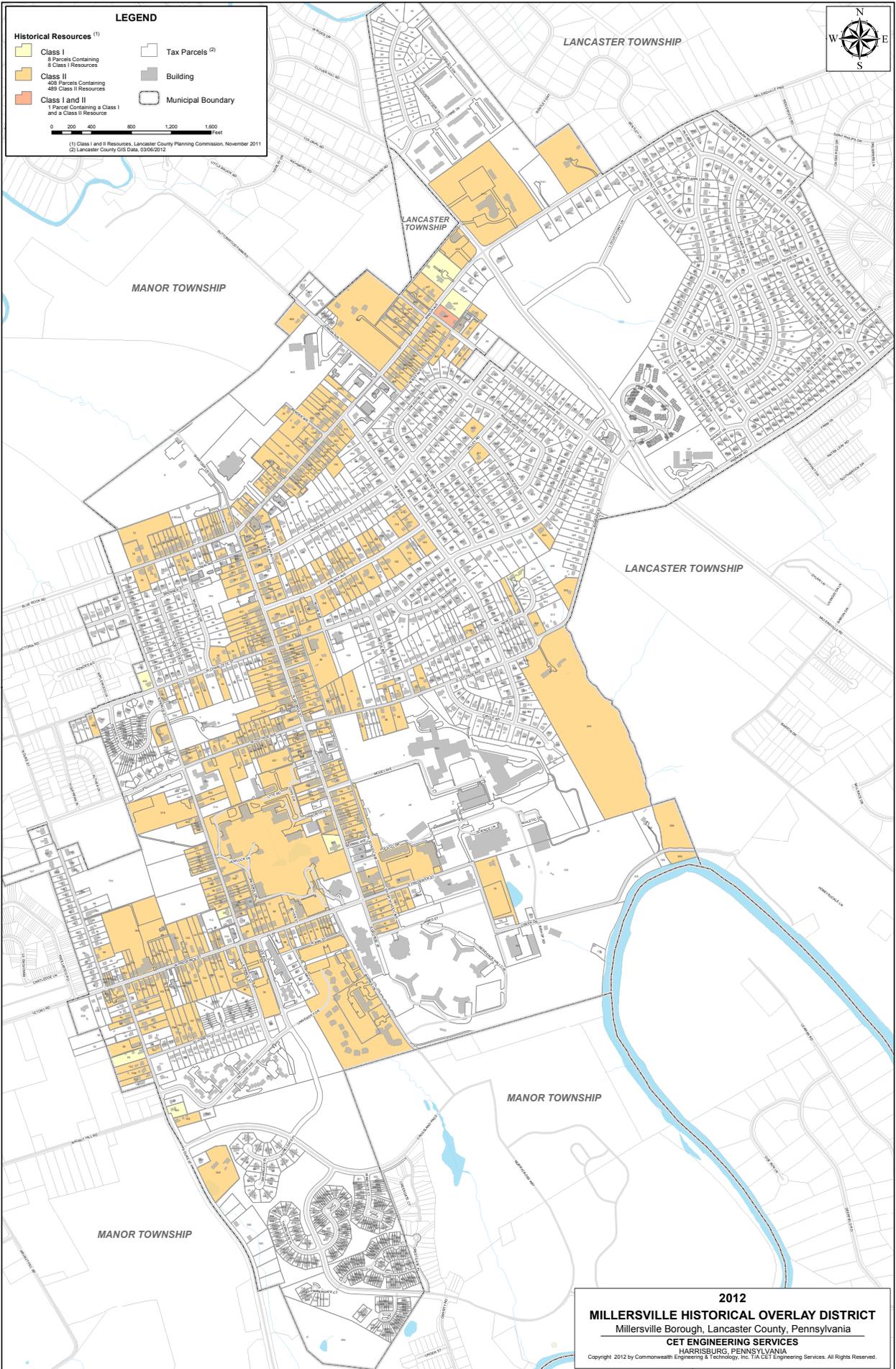


Source: PKDA, Lancaster County, Millersville Borough



Environmental Features - Contours and Floodplains

Millersville Borough Comprehensive Plan Update





MILLERSVILLE BOROUGH
COMPREHENSIVE PLAN STRATEGIC UPDATE

ADOPTED AUGUST 28, 2012