



# Millersville Borough Lancaster County

## Comprehensive Plan



Draft August 31, 2022

With Minor Revisions February 2023

Draft - August 2022, With Revisions February 2023 to Address County Planning  
Commission Comments  
*Significant revisions from the August 2022 draft are highlighted in italics.*

# **Borough of Millersville**

## **Comprehensive Plan**

Lancaster County, Pennsylvania

A Plan for the Development and Conservation  
of the Borough of Millersville

Adopted by the Millersville Borough Council  
on \_\_\_\_\_ 202\_.

Community Planning Consultants  
Urban Research & Development Corporation  
Bethlehem, Pennsylvania

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## INTRODUCTION

This Comprehensive Plan is presented to the citizens of Millersville as a guide for development of the community, as well as conservation of features that are valuable to protect. This Plan is intended to be implemented through many short-term actions that are carried out within a long-term perspective.



This Comprehensive Plan is authorized by the Pennsylvania Municipalities Planning Code (MPC). The MPC also guides the Borough's development regulations and the processes to approve new development. The MPC provides valuable tools to municipalities to enhance the lives of residents. The Borough should continually monitor positive and negative trends, and update this Plan and the Borough development regulations as needed in the future.

### **What is the Comprehensive Plan?**

This Comprehensive Plan provides an overall set of policies and recommendations for the future development, redevelopment and conservation of Millersville over the next 10 to 15 years.

This Plan helps to ensure that Millersville retains the qualities that make people want to live, study, work and enjoy recreational activities within the Borough. This Plan is not a regulation, but instead provides the basis for suggested changes and associated strategies related to the Borough's development regulations.

### **How Was This Plan Prepared?**

This Plan was developed in draft form during monthly meetings of the Comprehensive Plan Committee, which included participation by Borough Staff, Planning Commission members, other Borough officials, and representatives of the general public. First, maps showing existing conditions were prepared, as well as summaries of previous plans and reports. Information was collected on existing conditions. An online citizen survey was conducted, and the results were discussed.

A Vision Statement and a set of Goals were then prepared to provide overall direction for the Plan. A major participatory public meeting was then held to discuss the initial set of overall recommendations. Various subject areas and alternatives were discussed at workshop meetings, additional ideas were offered by the public. The Plan document was then prepared.

Next, a public meeting was held by the Planning Commission to obtain public input on the Plan. A public hearing will be held by Borough Council, prior to consideration for adoption.

### **Major Benefits of the Comprehensive Plan**

The Comprehensive Plan offers many benefits, including the following:

- Addressing land uses in coordination with transportation issues, to avoid future mobility problems;
- Avoiding conflicts between different types of development, such as not allowing intense business uses adjacent to a residential neighborhood;
- Considering development policies in a comprehensive and coordinated manner for an entire area, as opposed to piecemeal review of individual parcels or lots; and
- Increasing the likelihood of receiving State grants, for projects based upon carrying out this Plan.

## **THE OVERALL DIRECTION OF THIS PLAN**

The following draft Vision Statement and Goals provide overall direction for this Comprehensive Plan.

### **Community Vision Statement**

Millersville will become an even more vibrant community, with highly livable and safe residential neighborhoods and a great park. Millersville will continue to be a major educational center, including the University and public schools. Millersville will guide development and redevelopment to protect residential neighborhoods and to carefully manage traffic. An emphasis will be placed upon strengthening existing older business areas to create a stronger sense of place, while improving their functionality and appearance.

Millersville will also improve accessibility by public transit, walking and bicycling. Environmental sustainability will be a priority in many different efforts. This Vision will be carried out with the involvement of residents and businesspersons in planning efforts and by thoughtfully prioritizing community projects.

### **Major Goals**

The following are the major goals for this Plan:

#### Land Use and Housing Plan

Provide for compatible transitions between different land uses, while making sure that the livability of residential areas are prioritized.

Maintain an attractive and walkable historic "small town" character throughout Millersville, with new development that is similar in scale and setbacks to existing older development.

Seek that new developments recreate the best features of older neighborhoods, with a pedestrian-friendly design.

Promote opportunities to expand neighborhood-oriented commercial opportunities in key areas, with a mix of office, retail, service, arts, cultural, entertainment and residential uses. Work to create more of a Town Center in key areas adjacent to the University.

Encourage compatible mixes of land uses, in a way that reduces dependence upon motor vehicles for everyday needs and to promote a more enjoyable and healthy lifestyle.

Provide areas for a range of housing types and densities, to meet needs of various types and ages of households, including older persons, persons with disabilities, and student housing with proper management.

Promote appropriate types of business development in different areas, to increase tax revenues and employment opportunities, while promoting entrepreneurship.

### Historic Preservation Plan

Work to preserve important historic buildings and the historic character of key blocks, using a mix of development controls, incentives and public education.

Promote suitable adaptive reuses within historic buildings, with rehabilitation that preserves architectural features.

### Sustainability Plan

Encourage modes of transportation, patterns of land uses, tree planting, designs of sites and other actions that conserve energy and promote environmental sustainability.

Protect and enhance important natural features, including the Conestoga River corridor, adjacent wooded steep slopes, and major drainage swales.

### Community Facilities and Services Plan

Continue to provide high-quality community facilities and services in the most cost-efficient manner.

### Transportation Plan

Make well-targeted cost-effective street improvements, while improving safety, in cooperation with PennDOT, adjacent landowners and developers.

Manage streets according to "complete streets" principles that fully consider public transit, pedestrian and bicycle travel, moderating traffic speeds, managing stormwater, and providing room for trees and greenery.

Make Millersville more bicycle and pedestrian-friendly, including offering safe connections between residential areas and stores, schools, parks and trails within Millersville and neighboring municipalities.

Promote expanded use, availability and frequency of service of public transit.

### Putting This Plan Into Action

Promote citizen input, including making sure residents are well-informed about community issues and have adequate opportunities to provide their opinions on Borough matters.

Coordinate transportation, development and infrastructure across municipal borders, and seek opportunities for additional shared municipal services.

Coordinate the Borough's planning and development with Millersville University.

Continually work to put this Plan into action through a program of updated planning and short-term actions, in accordance with a long-range perspective.

## **Consistency With the Lancaster County Places 2040 Comprehensive Plan**

“Places 2040 - Thinking Beyond Boundaries” the Comprehensive Plan for Lancaster County. The Plan was adopted by the County Board of Commissioners in 2018.

Places 2040 is policy-oriented document that works to create a vision for the future development and conservation of various areas of the County. Millersville is part of the “Central Lancaster County” Urban Growth Area (UGA), which includes the City of Lancaster and the surrounding area. The plan identifies a target average residential density in Central Lancaster County UGA of approximately 9 dwellings per acre.

Places 2040 is built on the following five “big ideas”:

1. Creating Great Places,
2. Connecting People, Places, and Opportunities,
3. Taking Care of What We Have,
4. Growing Responsibly, and
5. Thinking Beyond Boundaries.

## Land Use and Housing Plan

### Land Use Categories

The Comprehensive Plan Map shows the proposed locations for various land use categories. Most of the land use categories relate to current zoning districts. In the Borough's zoning ordinance, the Borough is divided into various zoning districts, with different districts providing for different types of residential, business and institutional uses.



Low Density Residential District (Relates to current R-1 district) - These areas include most residential areas of the Borough, except for denser twin, townhouse and apartment developments. For example, these areas include most of the developed neighborhoods in the eastern parts of the Borough north of Wabank Road, and most of the central part of the Borough north of the High School and east of High School Avenue, most of the Manor Avenue corridor, and the area surrounding N. Duke and W. Frederick Streets.

In order to promote Traditional Neighborhood Development (TND, as described below), the R-1 option should be removed from the undeveloped tract along Route 741 south of Route 999, and instead TND would be required on the land.

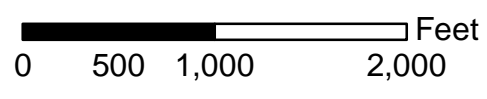
The minimum lot size for a single family detached house in these areas (except for the undeveloped land on Route 741) should continue to be 7,500 square feet. There currently is a definitive prohibition of conversions of one family homes into 2 or more dwellings.

Medium Density Residential (Relates to the R-2 District) - This category mainly includes the Crossgates Development and the Oak Knoll apartments and Oak Leaf Manor South to the east of Route 741. An average density of 8 twins or townhomes are allowed per acre, with 30 percent minimum open space. This is similar to the standards that were used over the years for the Crossgates development. The minimum lot size for single family detached homes is currently 6,000 square feet. Apartments are not allowed, except as part of a retirement community. Retirement communities are allowed with a mix of housing types, and which could include a nursing home or personal care center.

**Millersville Borough**  
**LANCASTER COUNTY**  
**AERIAL**



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

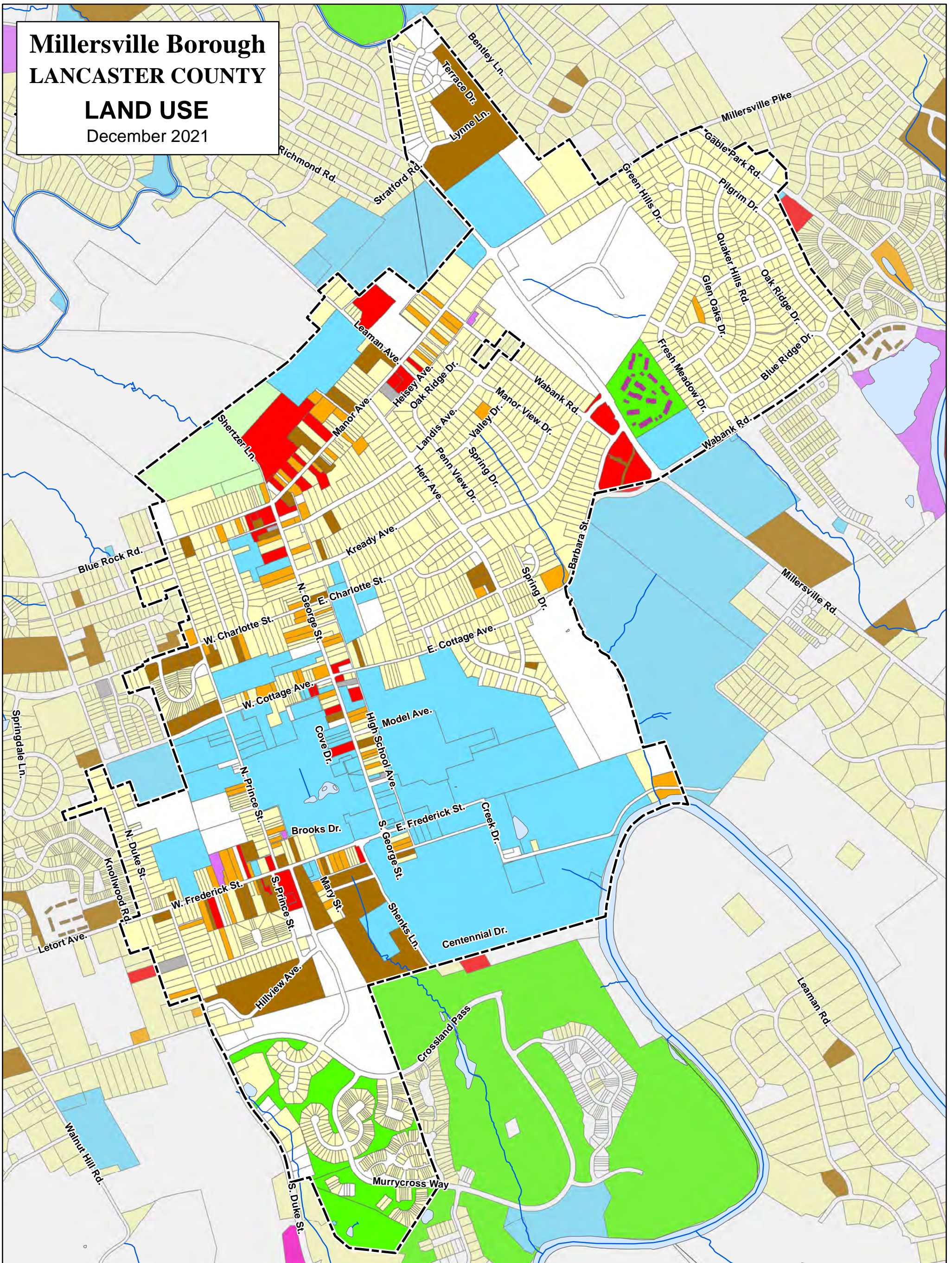


SOURCE: PASDA and ESRI.

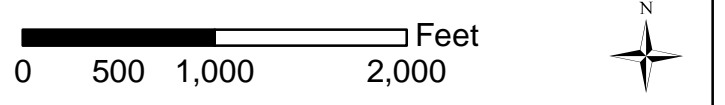


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**Millersville Borough**  
**LANCASTER COUNTY**  
**LAND USE**  
 December 2021

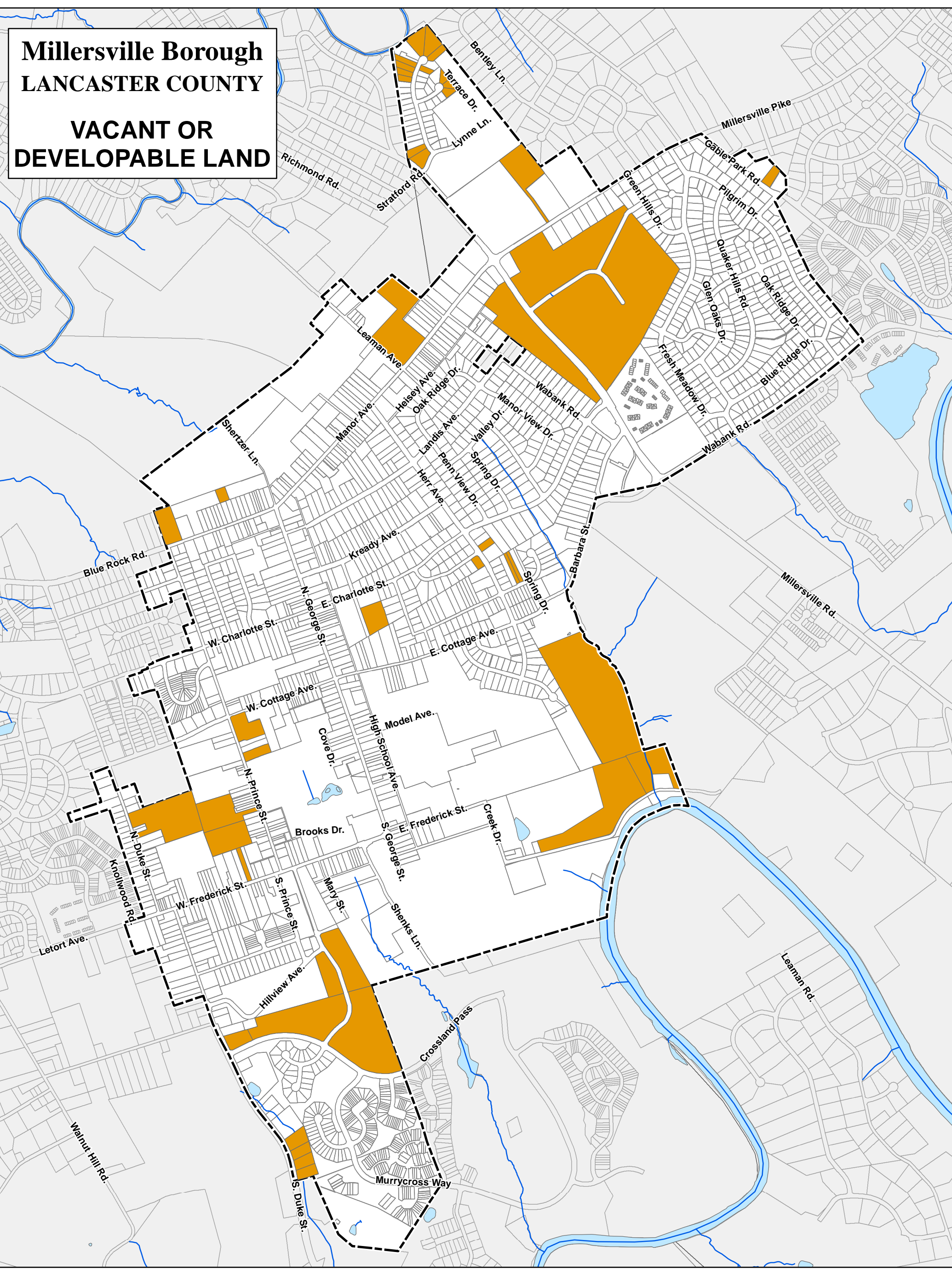


- |                           |  |
|---------------------------|--|
| Undeveloped/Agriculture   | Public/Semi-Public                     |
| Single Family Residential | Mixed Use                              |
| Multi-Family Residential  | Industrial                             |
| Apartments                | Golf Course & Other Private Recreation |
| Commercial                | Public Recreation                      |

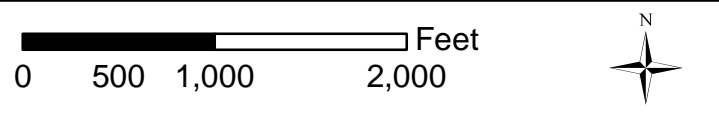


SOURCE: PASDA and ESRI.

**Millersville Borough**  
**LANCASTER COUNTY**  
**VACANT OR**  
**DEVELOPABLE LAND**



 Vacant or Developable Land



SOURCE: PASDA and ESRI.



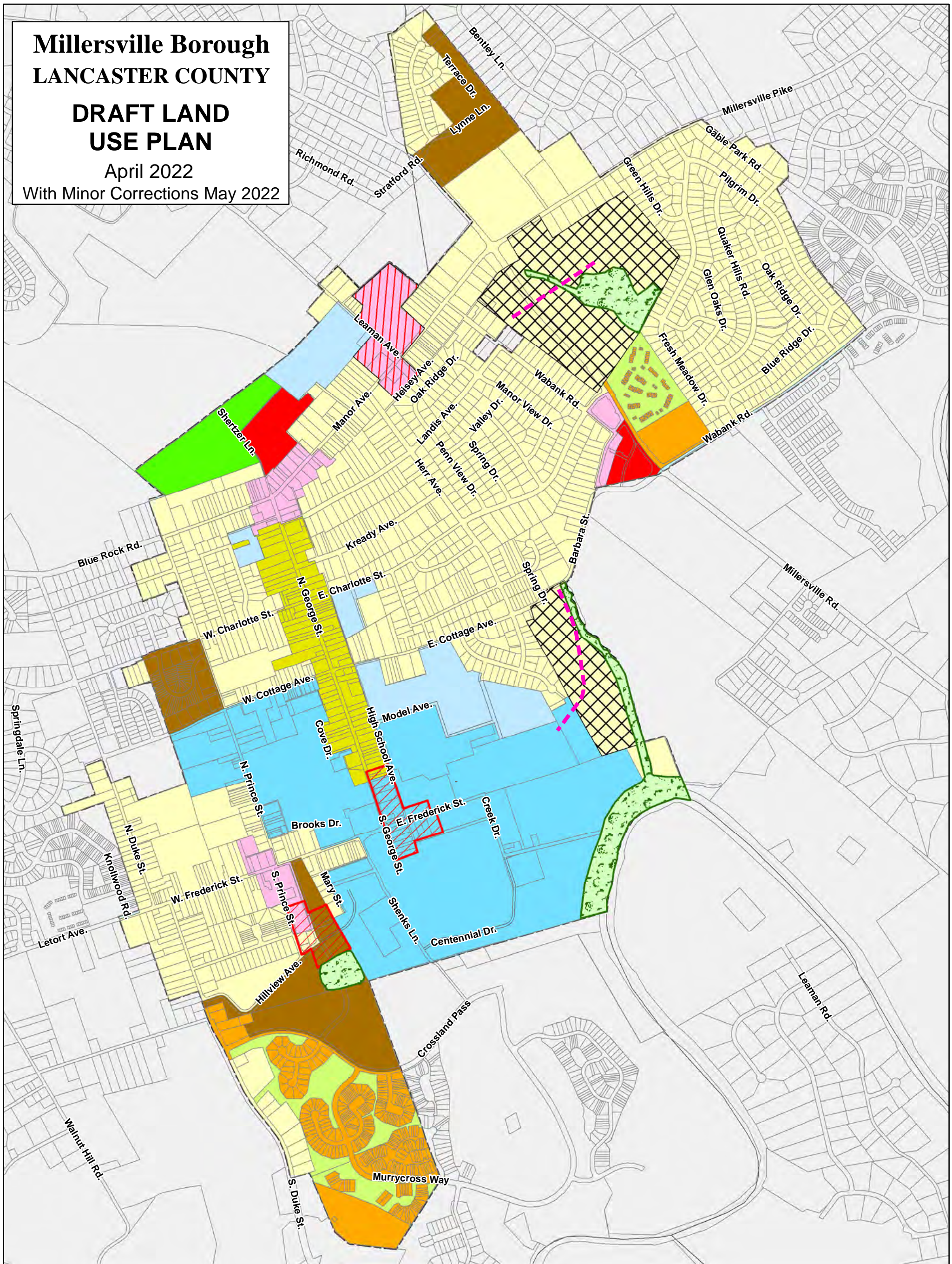
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**DRAFT - October 2021**

# Millersville Borough LANCASTER COUNTY DRAFT LAND USE PLAN

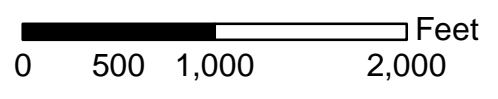
April 2022

With Minor Corrections May 2022



- Low Density Residential
- Medium Density Residential
- High Density Residential
- Neighborhood Commercial
- General Commercial
- Park
- Residential/Professional Office

- Residential/University
- Private Recreation
- Public Schools and Major Public Facilities
- Downtown Overlay/Neighborhood Commercial
- Traditional Neighborhood Development Overlay
- Neighborhood Commercial Option Overlay
- Environmental Protection Areas
- Proposed Roads

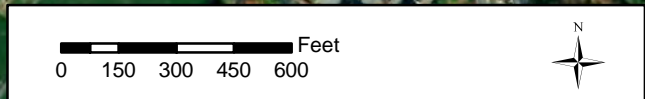
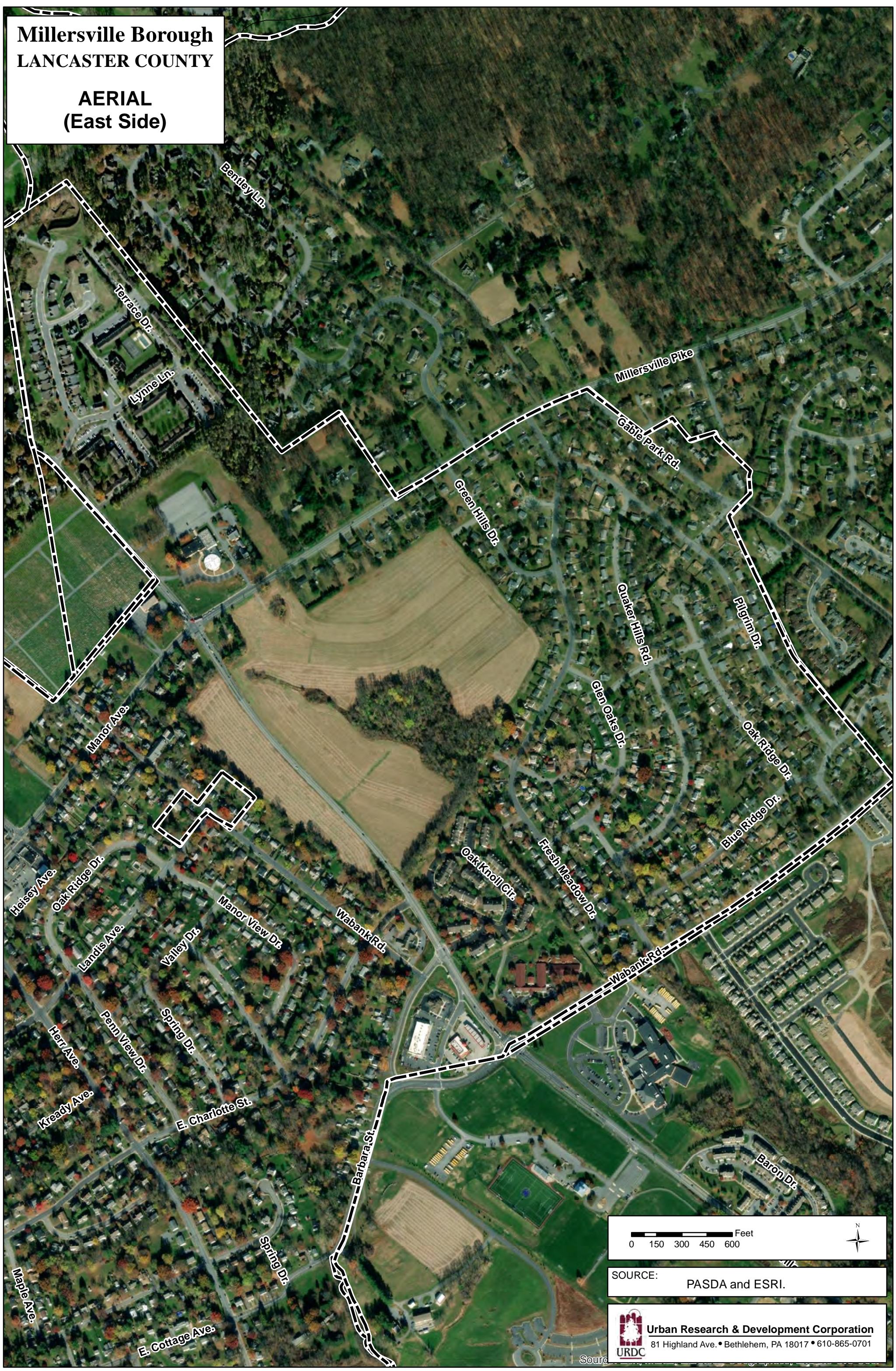


SOURCE: PASDA and ESRI.




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**Millersville Borough**  
**LANCASTER COUNTY**  
**AERIAL**  
**(East Side)**



SOURCE: PASDA and ESRI.

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Traditional Neighborhood Development (TND) - There are 58 acres of undeveloped land on both sides of Route 741, south of Route 999, as seen on the aerial photo on the previous page. The goal is to provide for traditional neighborhood development that seeks to recreate the best features of older development in new development. TND allows reasonable flexibility in lot sizes and lot layouts, in return for a much higher quality of site design. There are typically limits on the numbers of front-loaded driveways, and the use of rear alleys are encouraged. Any alleys are typically required to be maintained by a homeowner association, and not the Borough. The rear alleys allow the front yards to be landscaped, allow lots to be less wide (which reduces improvement costs per unit), and allow the sidewalks to be more safely used by children and wheelchairs without having to negotiate driveway cuts. This type of design also allows the entire curbside to be used for on-street parking. Where garages cannot be accessed from alleys, narrow driveways should be encouraged along a side of a home to reach a garage located towards the back of the home. In this way, driveways can widen out closer to the garage.

An emphasis would be required to be placed on making the development accessible for walking and bicycling, including making it convenient for residents to walk or bicycle to a restaurant or a recreation area.

Buildings should be placed relatively close to the street, with front porches, to encourage interaction among neighbors. If residents spend time on their front porch, they can help oversee the neighborhood and report suspicious activity to the police.

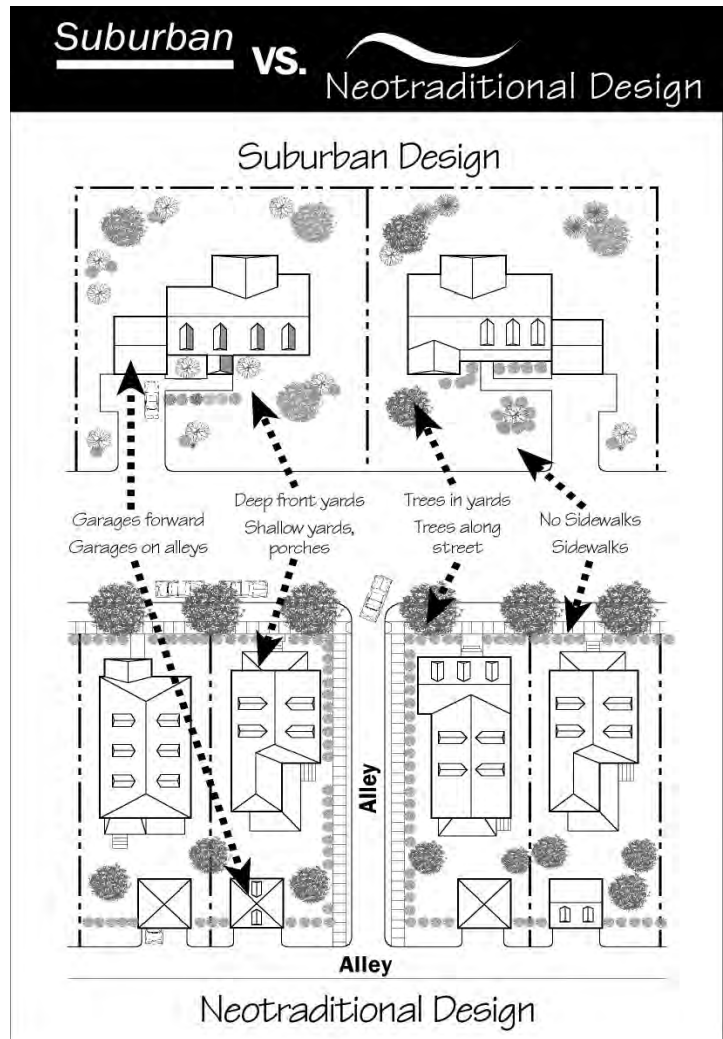
The following are examples of developments in Pennsylvania that incorporate traditional neighborhood development concepts.



The intent is to allow a mix of single family detached houses, side-by-side twin houses and townhouses, but not apartment buildings. A limited number of apartments should be allowed above commercial uses. The commercial uses and their parking should be limited to a maximum of 12 percent of the total tract, and should be limited to lower-intensity commercial uses that are primarily designed to serve the surrounding neighborhoods. These uses should include offices, restaurants without drive-through service, small retail stores, day care centers, banks and personal services. The current intent is to limit retail stores to a maximum of 5,000 square feet of floor area per establishment, with other commercial uses limited to 6,500 square feet.

On this tract along Route 741, the Borough should utilize a provision of the State Municipalities Planning Code that allows the Borough to require use of traditional neighborhood development, instead of offering TND as an option.

In areas immediately adjacent to pre-existing single family detached houses, the development should be limited to a row of single family detached houses.



A minimum amount of the tract (such as 20 to 25 percent) should be permanently preserved as common open space, a public park and trails. This open space should include the wooded area on the site, which includes a natural drainage swale through the property. A trail system should be required. An emphasis should be placed upon street trees, parking lot trees and other extensive landscaping.

Traffic is a critical concern along the Route 741 corridor. An extensive traffic study would be required as part of any major new development. Improved signal timing can also reduce congestion. The developer of the adjacent land is likely to be required by the Borough to add a traffic signal at the main entrance to the development, and to provide turn lanes along Route 741. PennDOT has the authority to require improvements beyond the developer's property, such as at the Route 741/999 intersection.

There also are public concerns about the potential costs of serving new school children. A high-quality traditional neighborhood development typically provides a premium in market value, which results in more tax revenue per home. Also, if the development is primarily townhouses, there are likely to be many fewer public school children resulting from the development than if the development was primarily comprised of single family detached houses. That is because households often move into new single family detached houses when they have school-aged children, versus townhouses are more likely to be occupied by households with no children (such as empty nesters or young single persons) or households with pre-school children.

The current maximum TND density is 4 homes per acre, with a density of 6 homes per acre being possible through bonus provisions. On the Routes 741/999 tract, under the current zoning, if 5 percent of the land is assumed to include steep slopes and floodprone land, and 5 percent would be used for commercial uses, and an average of 6 dwellings per acre would be approved, this land could result in a total of 314 new housing units under current zoning.

A TND is also allowed on the land south of Cottage Avenue/ Barbara Street between Pucillo Gym and the creek, east of Herr Drive. The development of that land has been delayed over the years by the high costs of road construction and some of the slopes on the site. As seen on the Land Use Plan Map, the Borough wishes to see a new collector road and trail built through this site, to provide an alternative route into the University. That land had previously been approved for a TND project, but the approval expired. That site in particular could benefit from a density bonus for housing for persons 55 and older. A draft zoning amendment has been prepared that would make it easier to achieve a reasonable yield of housing units on the property to pay for the needed infrastructure.

High Density Residential (Relates to the R-3 District) - These areas include most existing apartment developments and higher density townhouse developments, including the student housing on Hillview Avenue. In addition, this district applies to undeveloped land along the north side of Crossland Pass, which is being approved for new twin houses. These areas should continue to provide for all housing types, at up to 10 homes per acre.

Residential/Professional (Relates to the RP District) - These areas include the majority of lots along both sides of N. George Street, and mainly allow residences and offices. Many of the properties in this district south of Cottage Avenue are owned by Millersville University. Most of the buildings along George Street are within the Borough's Historic Preservation Overlay District.

The RP district allows singles, twins and townhouses, but apartments are limited to within existing buildings. Offices and day care centers are currently limited to within existing buildings. This district also allows University educational uses, but not residence halls. If a parking lot would be the main use of a lot, it would need special exception approval from the Zoning Hearing Board.

Where parking is proposed along Manor, George and certain other streets, a 15 feet wide planting area is required including shade trees and shrubs. This provision is intended to maintain the "urban fabric" along the street.

Residential/University (Relates to the R-1A District) - This category applies to most of the University's campus. The R-1A district also applies to student apartments along Shenks Lane, plus some parcels that are surrounded by University property or that are logical acquisitions. This district allows most educational and related recreational uses as by right uses, and also allows single family detached houses.

The maximum height in most of this area is 9 stories. At the time that zoning was established, the University had 9 story dormitories, but they were replaced with 4 and 5 story buildings. As a result, a maximum height of 6 stories may be more appropriate today. A relatively tall height is intended to encourage the University to "grow up, not outward," to make best use of their existing land. The goal is compact development that encourages walking and shuttle buses, instead of having university uses sprawl into additional neighborhoods. Currently, the maximum height is reduced to 40 feet if the building would be within 200 feet of a R-1 or R-2 district or a dwelling in any district that is not owned by the University.

The University regularly updates their Master Plan for physical development. The Plan proposes replacement of certain buildings on the existing campus with new or expanded buildings, but does not propose an expansion of the University into new blocks.

Student Housing - The main current limit upon student housing and rooming houses is a maximum limit of 3 unrelated persons in any dwelling unit, which is established in the Zoning Ordinance. This same type of limit is used in many municipalities in Pennsylvania. The numeric limit is not intended to apply for developments in the R-1A district, such as University residence halls.

Downtown Overlay (Relates to the D District) - This optional district includes land on both sides of Leaman Avenue along Manor Avenue, on the Immerse International property and adjacent commercial lots. The intent was to allow a mix of lower intensity commercial uses, apartments and townhouses to create a town center for the Borough, in area that was within walking distance of many residents. The district includes an extensive set of design standards, some of which may be overly detailed to the point of limiting design flexibility on a modest-sized site that is separated by two existing streets. A specific maximum density should be established. The maximum heights vary from 2.5 to 4 stories in different areas. The existing historic buildings are intended to remain on the property and to be coordinated with new development. The owner of the land currently has the option of developing the land under the regular Neighborhood Commercial District instead of using the Downtown standards.

Neighborhood Commercial (Relates to the NC District) - Most commercial areas are within the Neighborhood Commercial District. This district is intended to allow for lighter commercial uses that are less likely to cause nuisances for neighbors. For example, retail stores, personal services, day care centers and banks are allowed, but not auto repair, auto sales or gas stations. Drive-through restaurants should continue to be specifically prohibited.

Neighborhood Commercial Option - In the Citizen Survey, 73% of survey respondents said it was “very important” or “somewhat important” to create a town center with restaurants and shops within Millersville. Many of the persons who responded to the survey specifically asked for a wider variety of restaurants, cafes, outdoor dining, and coffee shops. Many opinions were also expressed at public meetings that Millersville lacks a traditional downtown, and that there are limited commercial businesses within walking distance of the University.

The intent is to offer a wider range of stores, services and types of restaurants, beyond pizza restaurants and convenience stores. A large amount of spending of students and residents occurs outside the Borough’s borders, which also increases the need for driving. Comments have been received that additional businesses are needed in Millersville to increase the tax base over the long-run, because so many properties are exempt from real estate taxes. Tax exempt properties currently comprise about 39 percent of the total real estate value in the Borough. The University’s Student Lodging affiliate currently pays the Borough based upon the full assessed value of their properties. However, properties owned directly by the University do not pay taxes. Therefore, it would be desirable to have additional businesses that pay local taxes, including on some properties that are currently tax-exempt.

Many students at other universities greatly value the presence of a walkable downtown, and it becomes a center for social and community activities, and helps to attract new students and staff, as well as serving other residents. In response to these issues, a new town center is proposed to be achieved by allowing a broader use of existing buildings along the east side of the southern portion of George Street. Most of these buildings are already owned by the University, and are occupied by institutional uses. This

Neighborhood Commercial Option would involve an area of approximately two blocks on S. George Street and an adjacent area on E. Frederick Street, as well as a block on S. Prince Street.

The intensity of the new commercial uses should be limited in order to protect nearby residential areas. The allowed uses could include retail stores, restaurants, outdoor dining, personal service uses (such as nail salons or hairstyling), day care centers, and similar non-intense uses. Drive-through uses, gasoline sales, vehicle sales and vehicle repair would be prohibited. The commercial uses could be mixed with other allowed institutional and residential uses. The property could also be used under the regular zoning (which is Residential/University). It may be advisable to limit the hours of operation of businesses after midnight.

Most of these buildings are designated historic buildings that require approval by the Borough before they could be partially or completely demolished. The preservation regulations do allow internal changes and additions onto the rear of buildings.

The University's Master Plan also states that they wish to demolish the 1960s Witmer Student health building near Pucillo Avenue and N. George Street, and replace it with a new building. That new building could include some first floor commercial uses, as well as any proposed new building on the adjacent block of E. Frederick Street.

The issue arises because the current zoning ordinance limits commercial uses in the Residential/University zoning district to uses that primarily serve students and staff of the university, and does not allow exterior signage of the businesses. That standard was primarily intended to allow for a student union building with a book store and dining facilities.

Most municipalities with a walkable downtown near a university reduce the parking requirements in that area. While there is currently very limited on-street parking, the University typically allows public use of most of its nearby parking lots during evening hours.

Another opportunity to provide for new commercial development is shown on the attached map, along Hillview Avenue, east of Prince Street. There are parcels that are currently zoned for High Density Residential development near existing student housing complexes and south of Jack's Restaurant. A Neighborhood Commercial option (as described above) could be added to these lands, so they could be developed commercial, residentially, or as a mix of residential and commercial uses. These areas are near areas that are currently commercial zoned across the border in Manor Township. There also are opportunities to encourage existing one story commercial buildings to be replaced with two or three story buildings, which may involve upper story apartments or offices.



Streetscape Improvements - The main streets of Millersville would benefit from streetscape improvements, including installing older styles of street lights, safer pedestrian crossings, more visible crosswalks, and additional directional signage.

General Commercial (Relates to the GC District) - These areas provide for a wide range of commercial uses, including drive-through restaurants, auto repair, gas stations, auto sales and car washes. The heavier commercial uses, such as gas stations, require Zoning Hearing Board approval. This district includes the

area around the Sheetz at Wabank Road, and Herr's Village Market north of Manor Avenue. The GC district that includes Herr's has some room new commercial development to the east.

Under State court decisions, most municipalities are expected to provide opportunities for all types of uses, unless the municipality is able to provide that there are no feasible locations for that use anywhere within its borders. However, Millersville has no area that is suitable for industrial uses because of the proximity of homes to all areas of land, and the limited amount of undeveloped land. Millersville may gain some protection against an exclusionary zoning challenge because it participated in a multi-municipal comprehensive plan in the past.

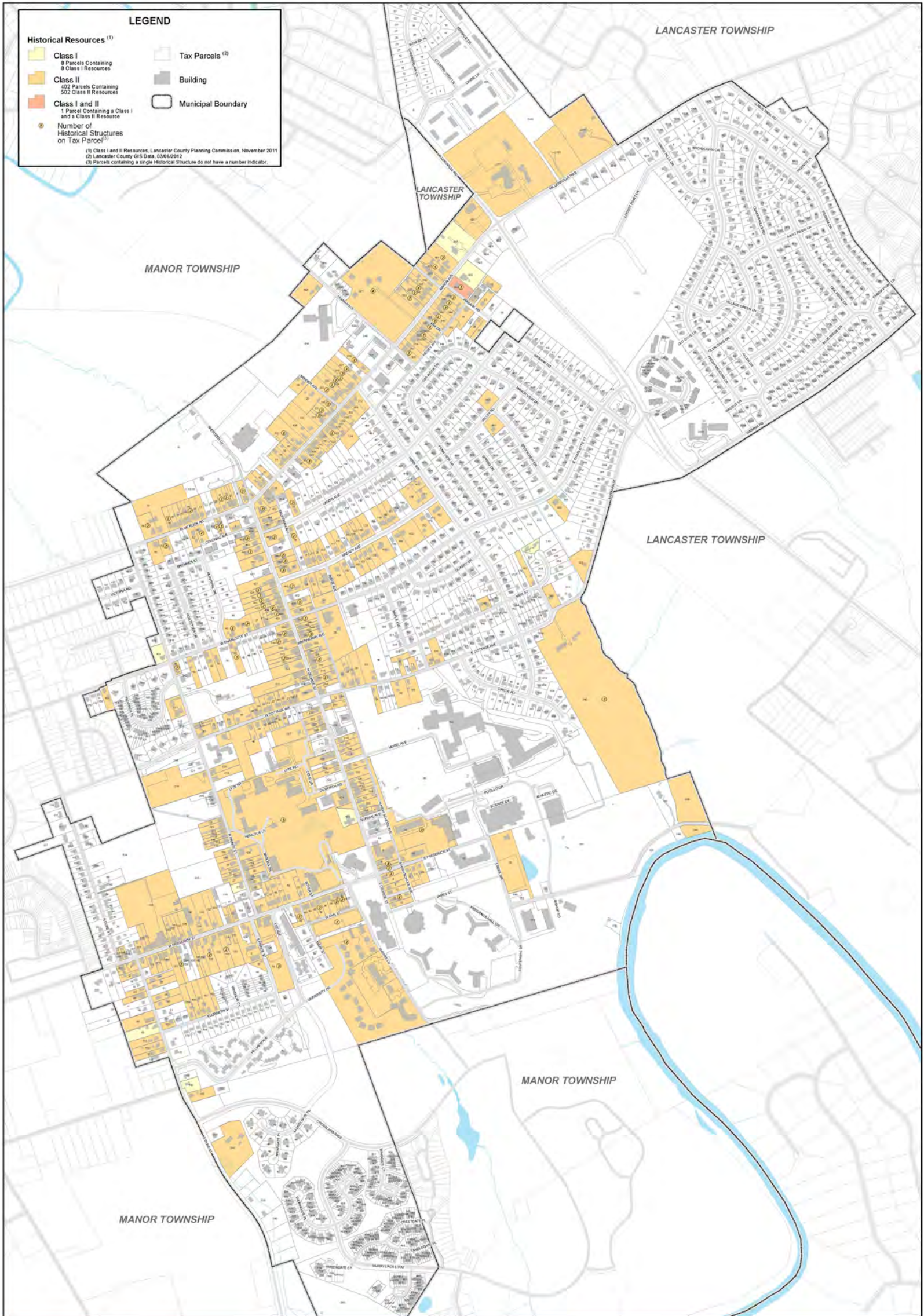
## **Historic Preservation Plan**

The Zoning Ordinance should continue to include provisions to control demolition and major exterior alterations of important historic buildings, which are identified on a Historic Preservation Overlay District Map on the following page.

These provisions do not involve a Historic District with a Historic Architectural Review Board (which is used in parts of Lancaster City). Instead, Millersville's provisions are placed in the zoning ordinance and require special exception use approval by the Zoning Hearing Board. The intent is to avoid the need for Borough approval and strict regulations regarding routine changes to a building, such as window replacements and changes in roofing materials. Instead, the emphasis is placed upon avoiding demolition and removal of important features, such as front porches. Before a demolition could be approved, the applicant needs to prove to the Board that there are no reasonable alternatives to the demolition. For example, a building may be structurally unsound or may not have any reasonable reuse. A Borough Historic Commission provides reviews of proposed alterations.

It would be desirable to promote greater public interest in Millersville's historic architecture. This could be achieved by preparing a Historic Walking Tour that could be posted online and could be a mobile app. That type of project may be of interest to college students seeking a practical way to achieve college credit for an independent study class.

# Historic Preservation Overlay District Map [Amended 4-22-2014 by Ord. No. 2014-1]



**LEGEND**

**Historical Resources <sup>(1)</sup>**

- Class I  
8 Parcels Containing  
8 Class I Resources
- Class II  
422 Parcels Containing  
502 Class II Resources
- Class I and II  
1 Parcel Containing a Class I  
and a Class II Resource
- Number of  
Historical Structures  
on Tax Parcel<sup>(3)</sup>

**Tax Parcels <sup>(2)</sup>**

- Building
- Municipal Boundary

(1) Class I and II Resources, Lancaster County Planning Commission, November 2011  
(2) Lancaster County GIS Data, 03/06/2012  
(3) Parcels containing a single Historical Structure do not have a number indicator.

Paper Size ARCH D  
0 200 400 800 1,200  
Feet



**Exhibit "A"**

**2014**  
**HISTORICAL OVERLAY DISTRICT**  
MILLERSVILLE BOROUGH  
MILLERSVILLE, LANCASTER COUNTY, PENNSYLVANIA

Job Number	8910762
Revision	A
Date	Jan 20, 2014

## **TRANSPORTATION PLAN**

### **Seek Improvements to the Routes 741/999 Intersection and Approaches.**

There are relatively few major crash-prone intersections in Millersville, except at Routes 741/999 which is the location of the majority of crashes within Millersville. The high number of crashes can be partly explained by the high volumes of traffic. Route 741 experiences serious congestion, with backups during much of the day. Route 741 will experience higher traffic even without new development in Millersville, because there are a limited number north-south routes serving through-traffic in the area (including only three crossings of the Conestoga River in the area). Route 741 also connects interchanges at Routes 30 and 283 to fast-growing areas south of Lancaster City.

As described in the Land Use and Housing Plan section, any developer of the open land along Route 999 is likely to be required to complete major road improvements as part of that development. These improvements are likely to involve a new traffic sign with turn lanes to enter the development, wider shoulders, improved and coordinated signal timing, and longer turn lanes approaching the intersection. One of the turning movements at Route 741/999 does not have a left turn signal.

Concerns were expressed about whether the existing residential streets in Quaker Hills may or may not be interconnected into the new development at Routes 741 and 999. The Borough would have control over any extensions of the two adjacent stubbed public streets as part of any future development plans. One option would be to limit one or two stub streets to only being connected to the new streets for pedestrians, bicyclists and emergency vehicles, with an electronically controlled gate that prevents access by other vehicles.

### **Implement Traffic Calming Measures.**

PennDOT has published a Traffic Calming Handbook that describes alternative methods to reduce speeding and improve pedestrian and bicycling safety along streets.

Millersville University has installed speed humps on certain of their internal streets. The Borough should consider a few selected Borough-owned local residential streets and alleys for the installation of speed humps. Speed humps are much less abrupt than speed bumps, and have a flat area on top. A speed hump is typically three to four inches above the road surface. The speed humps need to be well-marked with prominent painting of the street and warning signs. Speed humps work best when two or more are placed in succession. On a residential street, there could be a requirement to show local support by signing a petition.

Because speed humps are not abrupt, they do not cause a significant delay for emergency vehicles. Also, the gentleness of the side slopes reduces traffic noise, compared to an abrupt speed bump. The reduction in speed can result in a net reduction in traffic noise.

Speed humps would be particularly beneficial at major pedestrian crossings, near schools, and along local residential streets that are used for large amounts of cut-through traffic. There were many concerns expressed about traffic by residents of the Quaker Hills Development, because local streets are mis-used to avoid congestion along Route 741. Consideration should be given to adding speed humps along Pilgrim Drive and all-way stop signs at Pilgrim Drive and Quaker Hills Drive.

Extensions of curbs at a street intersection can be used to reduce the width of the travel lanes that need to be crossed by pedestrians. The curb extensions can be designed to still allow an adequate turning radius for buses and trucks. The curb extensions work best where there is on-street parking.

Efforts are needed to make the crosswalks highly visible. The University uses colored textured crosswalks. Thick white bars are preferable to simple white lines to mark crosswalks. A flashing solar light can be added to a crosswalk sign, or can be placed above a crosswalk. A new flashing pedestrian crossing beacon has been added at Shenk's Lane and W. Frederick Street. This type of light can be lit all of the time, or can be activated by a button or by a sensor that identifies approaching pedestrians. Some crosswalks have lights embedded into the road surface. Solar lights can also be used to make stop signs more visible.

It will be important to require sidewalks of at least five feet width on the east side (Immerse side) of Leaman Avenue to reach the Eshleman School as part of the proposed development. There is only a relatively narrow sidewalk on the west side of the road.

A plan was prepared to realign the intersection of N. Duke and S. Duke Street along W. Frederick Street. However, the project proved to be too expensive, even with a County grant. The current system of stop signs has reduced problems at the intersection.

Pennsylvania is the only state that does not allow local police officers to use radar for speed enforcement. Millersville should participate through municipal associations in seeking that the Legislature pass a bill to allow use of radar.

Excessive traffic noise is also a serious problem throughout Pennsylvania, particularly when it affects sleep. The noise is often created regularly by the same few vehicles, including many that have modified their muffler system. As a result, police enforcement is important. Millersville has two sets of noise regulations. One is designed to be used by the police, and it prohibits modifications of vehicle muffler systems, among many other nuisances. The zoning ordinance also includes noise regulations, but they are intended to be used mainly for noisy business operations.

### **Improve or Stripe Shoulders to Improve Safety for Bicyclists.**

Few of the streets in Millersville are wide enough to allow designated on-road bicycle lanes. An alternative approach is to paint white lines along the edges of the travel lane to seek to keep vehicles out of the shoulders, but without bike lane signs. This approach can make it easier for the shoulder to be used by bicyclists (and pedestrians where sidewalks are not provided). However, to be suitable for bicyclists, the shoulders need to be relatively smooth and should be the subject of regular street sweeping. PennDOT should consider selected roads for installation of wider shoulders for this purpose, such as Route 741, which has only narrow shoulders.

E. Cottage Avenue would also benefit from wider shoulders that are striped to separate the shoulders from the cartway, particularly west of where the existing bike lane ends at the creek. This route is particularly important for bicyclists and pedestrians traveling to Comet Field, and will see increased use if the land is developed near Routes 999/741. As the adjacent land south of E. Cottage Avenue west of the creek would be developed in the future, the intent is that a new bike lane would be built adjacent to a new road, to provide an alternative route into the University.

**Continually Work to Improve Traffic Safety.**

Through cooperative efforts of the Police Department and the Borough Engineer, efforts should be made to reduce the number of vehicle, bicycle and pedestrian crashes in Millersville. Trends in traffic crashes should be regularly observed. While many crashes involve driver error that cannot be avoided with design improvements, other crash-prone areas can often be improved with simple improvements. For example, there may be a need for additional signage, better lighting, adjustments of traffic signal timing, or removal of a sight obstruction, such as overgrown vegetation. Other projects would need State funding, which typically requires a professional traffic study to be competitive for funding.

The following information reports locations where multiple crashes of vehicles were reported to the Police. The numbers are slightly skewed because there was a reduction in total traffic during much of 2020 because of the pandemic. There were multiple locations scattered throughout the Borough with one to four crashes during this period.

The number of crashes at Routes 741/999 is partially explained by the large volumes of traffic passing through that intersection and the high volumes of turning vehicles.

<u>Location</u>	<u>Number of Crashes 2018-2020</u>
Routes 741/999	43
Route 741/Wabank Road	20
1790 Millersville Road (Sheetz Lot)	8 (not reported for 2018)
George St./Cottage	7
25 Manor Av. (John Herr’s entrance)	7
26 Manor Av. (Turkey Hill entrance)	7
George St./Charlotte	6
Manor Av./Leaman	6
25 Manor Av. (John Herr’s lot)	5
Blue Rock Rd./N. Prince St.	5
300 Block N. Barbara St.	5
Route 741/Barbara St.	5
George St./Manor	5

Source - Millersville Borough Police Department, 2021.

**Seek to Increase Use of Public Transit.**

The Borough and University should continue to provide information about available public transit services. Additional bus passenger shelters are needed at bus stops with the most activity, which are particularly important during rainy, windy, snowy and icy conditions.

There is bus service from the City of Lancaster along Manor Avenue and George Street, but not to the eastern part of Millersville. Also, during the academic year, there is a Millersville University shuttle that serves neighborhoods adjacent to the University. In addition, there is service from Millersville University, to Manor Avenue, then north on Route 741 to the Park City Mall.

It would be desirable to eventually have public bus service along Route 741, particularly to serve the large number of older residents in the attached housing developments. If the land develops at Routes 741/999,

it should include provisions for a bus stop with proper room for turns, even if the bus route is not initially provided. Red Rose Transit sponsors a door-to-door paratransit service for senior citizens and persons with disabilities. It is mainly designed for persons who cannot use the fixed route system, and it requires advanced reservations.

13000

15000

462

Estimated  
Average  
Weekday  
Traffic  
Volumes -  
2020

Source - PennDOT

15000

999

14000

MILLERSVILLE

3034

LANCASTER

14000

741

7700

5000

5900

9300

14000

2900

5200

3032

2400

3027

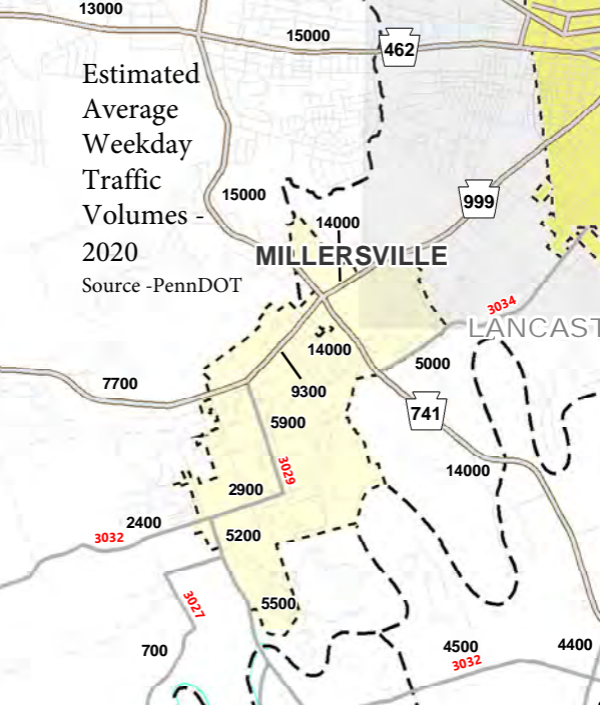
5500

4500

3032

700

4400



## Sustainability Plan

### **Promote a full range of public, institutional and private measures to improve sustainability.**

There is a need to protect and enhance important natural features and ecosystems, to reduce energy consumption, to increase use of renewable energy, and to reduce emissions that contribute to global climate change. In 2022, Borough Council accepted a Climate Action Framework for the Borough that was prepared with the assistance of Penn State University students.

The main greenhouse gas emissions are Carbon dioxide, Methane, and Nitrous oxide. Energy consumption has a direct effect on climate change, because the burning of fossil fuels in vehicles or building systems or through use of electricity generated from fossil fuels results in increased gases that cause climate change. The use of more fuel-efficient or electric vehicles can have a dramatic effect in reducing greenhouse gas emissions.

Energy efficiency can also be accomplished through more efficient indoor and outdoor lighting (such as LED or solar-power lights), as well as increased insulation and more efficient HVAC systems. Educational efforts can encourage residents and businesses to upgrade to more energy-efficient appliances, lighting, heating and air conditioning systems, including Energy-Star rated appliances. Any available State or Federal funding assistance or incentives should be publicized. The Borough should complete a conversion of its outdoor lighting to LED fixtures, which will likely pay for itself within a few years in lower electric costs.

Sustainability also needs to involve promotion of walking and bicycling and use of public transit as alternatives to many types of vehicle trips, including use of the University's trolley loop. Sustainability involves greater use of renewable energy (such as solar, wind and geothermal). It involves increased use of recycling and reducing the amount of waste that is generated.

Millersville University has completed its own Climate Action Plan, which is available online. The Lombardo Welcome Center is a Net Zero Energy Building, with its energy provided by rooftop solar panels and geothermal energy.

Millersville University, Millersville and Lancaster Township should encourage the extension of the existing City of Lancaster bike sharing program into the area. This effort should involve identifying sites where there would be the most demand and where there is sufficient room for the bicycle station. Most stations are placed within the public right-of-way, unless a landowner wishes to volunteer use of their space. The program is designed to be expanded through financial sponsorships by various companies or entities.

The photo to the right is of a typical bike sharing station.



Solar canopies should be encouraged to be placed over parking lots, which helps to keep vehicles cool on hot summer days. Buildings should also be encouraged to install light colored roofs, which in the aggregate can reduce the overall heat in a neighborhood town on hot summer days.

An example of solar panels installed over a parking area.



The Borough should make sure that development regulations do not unnecessarily interfere with the installation of solar panels on roof tops and over parking. For example, solar panels could be allowed to extend five feet above the height limit on the top of existing buildings. That additional height is often needed to allow panels to be angled for maximum solar exposure, especially on flat-roofed buildings. Solar canopies attached to buildings should be allowed to extend into building setbacks. Minimum setbacks should be relaxed as needed to allow solar canopies over parking areas.

Solar-powered outdoor lights can be valuable in parks, particularly if they avoid the need for expensive or unattractive electrical wiring.

The Borough Zoning Ordinance can include incentives for green practices. For example, a higher percentage of a lot may be allowed to be covered by buildings or by all buildings and impervious surfaces if a building includes a green vegetated roof or is LEED-certified. LEED stands for Leadership in Energy and Environmental Design, and is a set of standards administered by the U.S. Green Buildings Council. An alternative set of standards, using portions of the International Codes Council's International Green Construction Code (GCC), may be the basis for incentives. In general, a municipality in Pennsylvania is strictly limited in its ability to add mandatory requirements to the statewide Construction Codes, but can provide incentives. There could be some flexibility in meeting maximum impervious requirements in the zoning ordinance if suitable porous paving materials are used. However, care is needed that there still are adequate landscaped areas, and that stormwater calculations do not assume that the materials will remain porous over long-term.

An impervious bonus could also be provided based upon the amount of the roof that is covered by solar panels.

Carpooling is one of the most energy efficient methods of commuting. Carpool matching services of the Commuter Services of Pennsylvania should be promoted. The University has discussed offering preferential parking spaces for carpoolers. Additional carpool parking should be provided in the region.

The Borough could have a long-term goal of transitioning to 100 percent clean renewable energy use for most municipal operations. This includes municipal electricity purchases.

The Borough could offer discounted permit fees for construction and remodeling projects that incorporate green practices, using a point-based incentive system.

The Borough should help advertise the availability of weatherization programs for low-income residents of homes. As of 2022, the program in Lancaster County was operated by the Community Action Agency

of Delaware County. Residents should also be connected with objective independent information sources about rooftop solar panels.

Trees are critical to convert Carbon dioxide into Oxygen, to store carbon, to reduce the need for building and vehicle air conditioning, and to reduce stormwater problems. Substantial additional federal funding is expected to be available for municipal tree planting programs. An emphasis should be placed upon street trees along streets that currently have the least shade. The Borough should review its landscaping requirements for new development to make sure it is sufficient, particularly within parking areas.

State grants are available to install electric vehicle charging stations. Millersville University has some electric vehicle charging stations, and plans to install additional ones. A modest zoning incentive could be considered if a property-owner installs electronic vehicle charging stations, such as a slightly higher impervious coverage.

The Zoning Ordinance can require that bicycle parking provisions be included for major new developments. The University has added many bike racks and two bike repair stations. Larger new residential developments should also be encouraged to provide secure bicycle lockers or other indoor parking.

As Borough vehicles are replaced, hybrid, electric or other alternative fuel vehicles should be considered. Also, many municipal wastewater treatment systems to capture methane from the Borough wastewater plant could be investigated.

The University has added recycling containers in many locations. The Borough could add recycling containers next to trash containers in the Borough Park.

The Borough and University should publicize information on transit services, including the locations of transit stops and routes. The University has discussed providing a shuttle service to the Lancaster train station, which would be particularly useful on weekends.

There should be efforts to promote a greater amount of composting by residents and businesses. This can involve selling composting barrels at wholesale prices, as well as providing educational information about the proper ways to compost in order to avoid odors and vectors. Restaurants should also participate in efforts to collect their food waste for composting or other purposes.

### **Carefully Manage Stormwater Runoff**

Stormwater needs to be carefully addressed to promote infiltration into the ground to recharge groundwater, and to avoid excessive amounts and velocities of runoff. Where feasible, porous paving materials should be used on residential driveways, walkways and less-used portions of parking lots. Rain gardens with moisture-loving plantings should be installed to absorb stormwater and filter out pollutants. Existing trees and thick understory vegetation should be preserved when possible and the planting of new trees should be emphasized.

Millersville is required to work to improve the water quality of stormwater runoff and to reduce sedimentation of the Conestoga River as part of the Federal MS4 program. The portion of the Conestoga River in Millersville is owned by Millersville University and is used as an environmental education center. The Borough also owns the sewage treatment plant site along the Conestoga River, which is in Manor

Township. By adding and preserving trees and thick understory plantings to reduce erosion, the amount of sediment entering the river can be reduced.

The Federal MS4 program also requires that the Borough conduct a public education program, and requires the use of pollution prevention measures in municipal public works operations, such as during vehicle maintenance, washing and fueling, as well as in the storage of road salt and other materials. Also, periodic street sweeping helps to meet these requirements.

In the future, the MS4 program may require more expensive measures, such as retrofitting existing stormwater basins to promote groundwater recharge and to add thicker vegetation in basins and near outfalls to trap sediment.

The following methods can be used to reduce stormwater runoff and improve the water quality of runoff:

- Methods can be used to promote infiltration into the ground, such as using porous pavement wherever practical. Porous pavement can involve types of asphalt, concrete or paving blocks. Where paving materials are regulated, the Borough could establish a set of specifications for pervious sidewalks and parking that can receive quick permits.
- Methods using vegetation to absorb and slow runoff and filter out pollutants and sediment, such as rain gardens that are low-lying areas with plantings above a sand or gravel infiltration bed.
- Methods to capture and reuse runoff, particularly to water plants, such as by using cisterns or water barrels.
- Methods to reduce the amount of stormwater runoff, such as installing vegetated green roofs on top of buildings, and disconnecting downspouts from storm sewers and directing the water instead over vegetated areas.

Vegetated curb extensions can be installed where pavement width can be reduced along segments of a street. These curb extensions can be placed where no parking areas already exist, such as near intersections. They can be combined with bulb-out curbs to reduce the width of street that must be crossed by pedestrians.

Streetscape improvements should also be designed with stormwater management in mind. Pervious brick pavers are available, which can be installed without the use of mortar, which reduces runoff and also allows easier removal and reinstallation when underground utilities need repair. Where the main pedestrian pathway is constructed of concrete, un-mortared pavers can be used between the main sidewalk and the curb, and between the main sidewalk and a building.

### **Emphasize tree plantings.**

The goal is to have most streets, parking lots, creeks and parks covered by a tree canopy. Trees improve air quality, add natural beauty, reduce air conditioning costs, and increase property values. An urban forestry program involves planting trees, making sure street trees are properly maintained, and removing trees when necessary.

The Borough could offer to pay to plant a new street tree if the adjacent property owner pays the wholesale cost of the tree. In many communities, street trees are not typically planted unless the adjacent property owner agrees to the planting and agrees to maintain the tree. While this policy is logical, on blocks with many rental or intensive commercial properties, this policy can result in a lack of street trees. One option would be for the Borough to plant street trees on the most bare blocks even if the property owner does not approve it.

The Borough maintains an approved list of tree species for street trees. With proper selection of species and proper installation, conflicts between trees and sidewalks and utility lines can be avoided. There are also root barrier systems that are designed to inhibit street tree roots from growing under a sidewalk. Alternatively, where an adjacent concrete sidewalk is being installed adjacent to the street, a concrete lip can be installed.

The more open area that is provided around tree trunks, the less chance there is that the tree roots will damage sidewalks. Un-mortared pervious pavers that resemble brick or tree grates should be used near street trees, where a hard surface is needed. These pavers allow more air and water to reach the tree roots, which reduces the likelihood that the tree roots grow in a manner that heaves the sidewalk. If a tree root heaves these pavers, the pavers can be easily removed, the root can be trimmed, and then the pavers can be laid back into place.

The Borough could require that a street tree that is removed for development or an improvement must be replaced somewhere along a street. Some municipalities require that any existing street tree that is removed must be replaced by a new street tree, where physically feasible. After a street tree is removed, when the existing tree well is not ready for re-planting, the tree well should be required to be kept open to allow for a future tree planting. Vegetated areas around trees should not be allowed to be paved.

Where there is insufficient room for a street tree within the public right-of-way, street trees should be encouraged to be planted with the trunks immediately outside the right-of-way, where feasible. Alternatively, part of a sidewalk could be shifted to be outside of the right-of-way (with a pedestrian easement), in order to provide sufficient room for a street tree. In commercial areas, a raised planter or hanging baskets can be reasonable alternatives where it is impossible to plant street trees.

Significant additional federal funding is expected to be available for local tree planting programs. If additional funding is needed, a resident or business owner could be offered the opportunity to pay a certain fee to have a new street tree planted on their property by a Borough contractor. When low cost trees are available (such as through the County Conservation District), the opportunity should be advertised by the Borough.

### **Carefully manage flood-prone and wetland areas.**

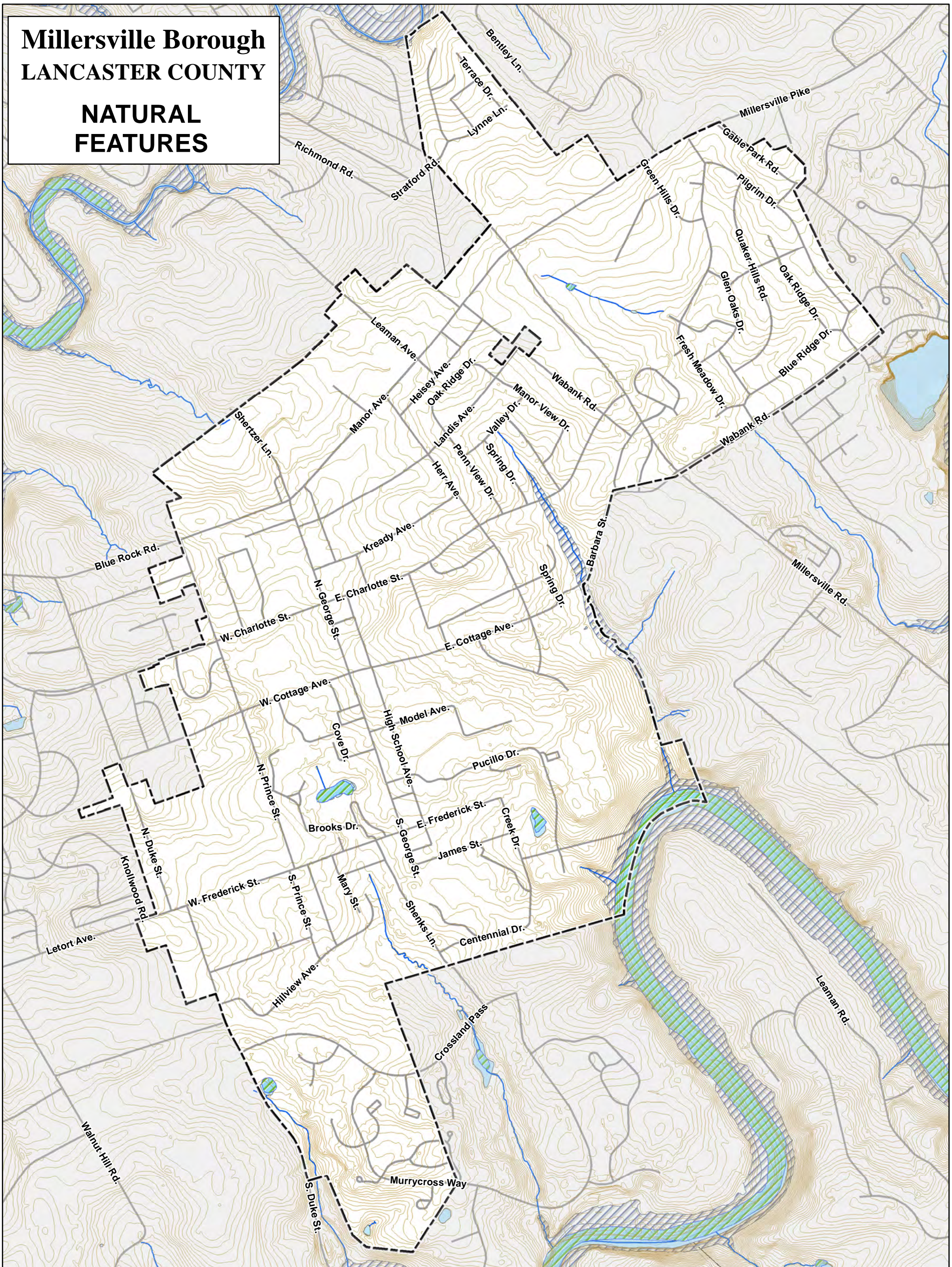
The 100-Year Floodplain is the area expected to be flooded during the worst storm in a 100-year period. More recently, it has been said to have a one percent chance of being flooded each year. However, throughout the nation, the frequency and severity of severe storms have been increasing. The area is shown on the Natural Features Map on the following page.




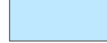

The Floodplain is comprised of the Floodway (which is the main flood channel) and the Flood-fringe (which typically has more shallow floodwaters). The Borough has existing regulations that strictly regulate development within the Floodplain.

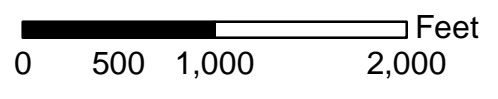
Wetlands are required to be identified as part of development plans for individual sites. A minimum setback (such as 20 feet) should be required between delineated wetlands and new buildings or parking areas.

# Millersville Borough LANCASTER COUNTY

## NATURAL FEATURES



-  5' Contours
-  National Wetlands Inventory
-  Streams
-  Water Bodies
-  Approximate 100 Year Floodplain



SOURCE: PASDA and ESRI.



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## Community Facilities and Services Plan

### Expand Recreation Opportunities in the Borough.

Millersville has a volunteer Parks Board that oversees public recreation activities and improvements.

Millersville has one public recreation area, Freedom Memorial Park. It includes 21.1 acres north of Blue Rock Road, west of Eshleman Elementary School. The park includes the following major facilities:

- 3 picnic pavilions,
- a 0.6 mile looped walking trail,
- 1 gazebo,
- picnic tables,
- 1 Little League/softball field,
- 1 skate park,
- playground equipment,
- 1 basketball court, and
- restrooms that are open during warmer months.

Eshelman Elementary School includes a youth baseball/softball fields, basketball courts and a playground. The Penn Manor School District also owns a complex of fields named Comet Fields that is adjacent to the southeastern border of the Borough. In addition to two softball fields and multiple soccer fields, the complex includes the Jeff Taylor Bullpens and Pitching Center. Comet Fields are used by several local sports organizations.

In the Citizen Survey, the most common requests for recreation facilities in order were for: trails, woods/natural parklands, a dog park, river access, children's playground and a water spray area. Similar results were received when the same question was asked during the initial Public Meeting.

It should be possible to find a location within Freedom Memorial Park for a dog park, expanded children's playground equipment, and a water spray area. Any dog park needs to be located a significant distance away from existing homes, to avoid a noise conflict. The Borough is also considering installing a pickle ball court, which is fast-growing activity that is particularly popular among older persons.

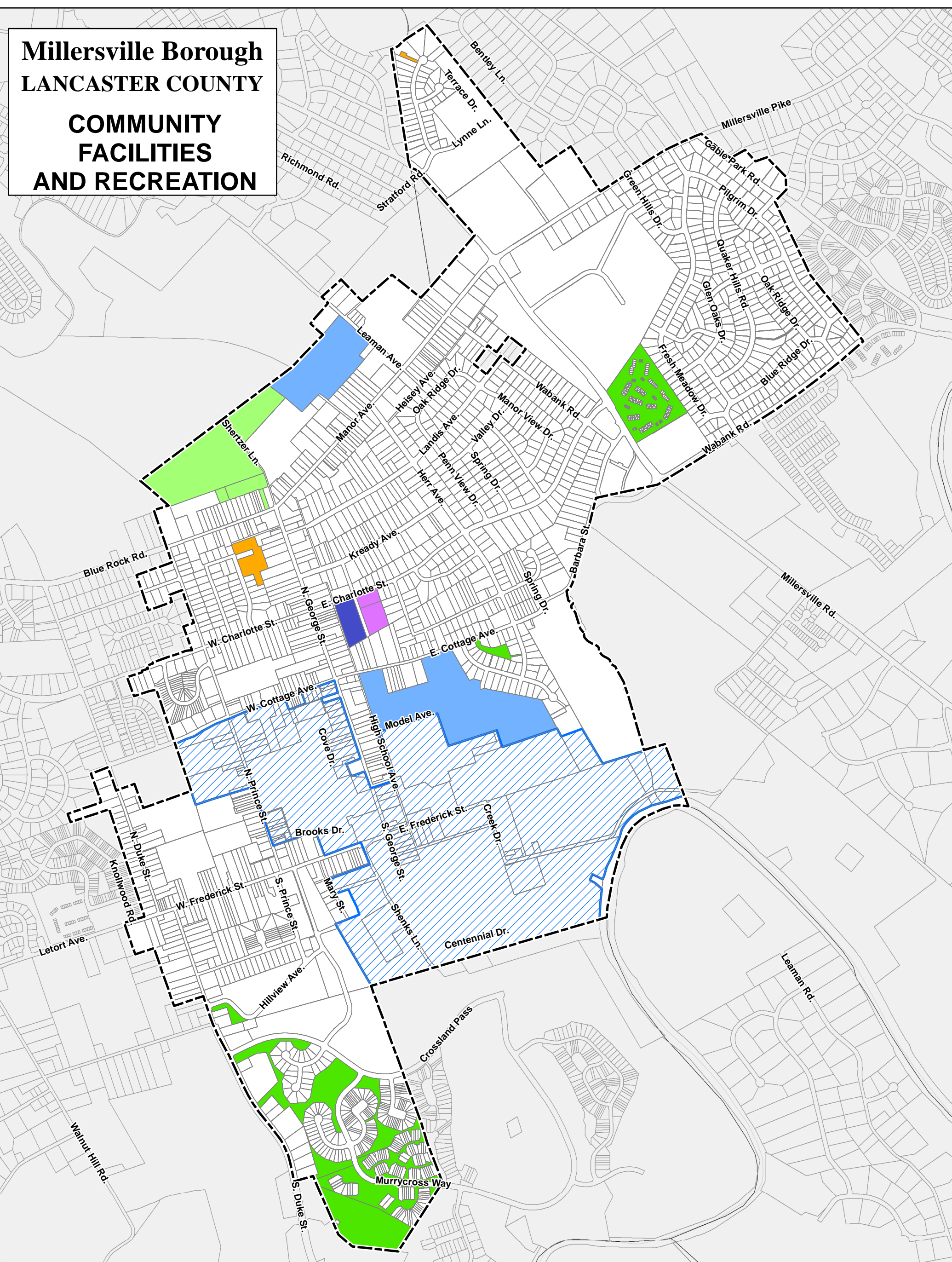
It would be desirable to obtain an area of woods south of Hillview Avenue as a natural park with paths. Some boardwalks may be needed to cross wet areas. Because that area is wet, it is expected that it may be able to be acquired at a low cost.

There are very few public access points to the Conestoga River in the region surrounding Millersville, particularly along the north side of the creek. There are only a few roads that cross the River. There is an informal access to the river on Creek Road on property owned by Millersville University, which is used for kayakers. However, there is limited parking. In cooperation with the University, the Borough could apply for a Fish and Boat Commission grant to improve the boat and kayak access and to add parking. The Fish and Boat Commission grants are designed to cover 50 percent of the cost of a project, but it could be matched with a Pennsylvania Department of Conservation and Natural Resources Community Recreation and Conservation grant to cover the other 50 percent of the cost.

A recreation trail should be completed between Freedom Memorial Park east to Eshleman Elementary School and Leaman Avenue, to connect to the existing trail in the Park. This trail can be achieved on existing publicly-owned lands.

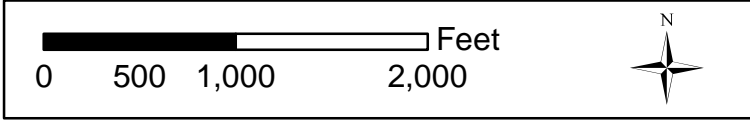
# Millersville Borough LANCASTER COUNTY

## COMMUNITY FACILITIES AND RECREATION



- Public Recreation
- Private Recreation
- Schools
- Fire Station
- Lancaster Emergency Medical

- Millersville Borough
- Millersville University



SOURCE: PASDA and ESRI.



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**Consider Seeking a Branch Library to Serve the School District**

Public library services are provided to Millersville residents through the Lancaster County Library System. The closest public library to Millersville is the Lancaster City branch, located at 125 North Duke Street, and will be moving to a new location on N. Queen Street. The only other nearby public library is a small branch library in Mountville. In addition, McNairy Library is located on the campus of Millersville University at 9 North George Street in the Borough. Over the long-run, it would be desirable to have a new branch library in the area that would primarily serve residents of the Penn Manor School District. Ideally, a suitable site would be reserved for a branch library, and then a fundraising effort would be started.

**Coordinate Efforts with the Penn Manor School District**

Millersville is part of the Penn Manor School District, along with the townships of Conestoga, Manor, Martic, and Pequea. According to the 2020 census, the Penn Manor School District serves an area with a total population of 44,361. In addition, local students attend other schools in the region, including charter and cyber-charter schools. The Penn Manor district has seven elementary schools, two middle schools, and one high school, with a 2021-2022 total enrollment of 5,378. Most students in the Borough attend Eshleman Elementary School, Manor Middle School, and Penn Manor High School.

A major renovation and construction project is being completed at Penn Manor High School.. It includes a new Science, Technology, Engineering, and Math (STEM) wing and auditorium, a new field house, a new academic wing, and a new media center. No other major building expansions are currently planned in the District.

In early 2022, the Superintendent reported that:

- Eshleman Elementary School, attended by most Millersville students, is at capacity, so students from additional growth in the area will have to be assigned to other schools.
- The District is currently updating its master facility plan.
- Manor Middle School and Penn Manor High School both have sufficient capacity.

**Building Capacities- Penn Manor School District**

School	Grades	Capacity (full-time equivalents)
		Current
Central Manor E. S.	K – 6	825
Conestoga E. S.	K – 6	350
Eshleman E. S.	K – 6	350
Hambright E. S.	K – 6	700
Letort E. S.	K – 6	350
Martic E. S.	K – 6	450
Pequea E. S.	K – 6	425
Manor M. S.	7 – 8	676
Marticville M. S.	7 – 8	541

		Capacity (full-time equivalents)
School	Grades	Current
Penn Manor H. S.	9 – 12	2,028
TOTAL		6,695

The School District commissioned a study of projected enrollments, which was issued in February 2021. The report projected continued modest increases in enrollment.

**Enrollment Projections  
Penn Manor School District, 2020-2025**

Year	Enrollment	Change	
		Number	Percent
2020	5,362	---	---
2021	5,594	232	4.3%
2022	5,670	76	1.4%
2023	5,734	64	1.1%
2024	5,748	14	0.2%
2025	5,922	188	3.3%

Source: Analysis of Enrollment Projections, DecisionInsite, 2021.

The Borough should regularly communicate with the School District to provide information about the expected timing of new housing construction. Opportunities should be sought to provide cooperative efforts in providing recreation programs and facilities.

**Work to Ensure that High-Quality Police, Fire Protection and Emergency Medical Services Continue to be Provided.**

The Millersville Police Department is based at Borough Hall. As of 2021, the Department included 20 personnel:

- 1 Chief,
- 1 Lieutenant,
- 1 Detective Sergeant,
- 1 Sergeant,
- 8 full-time patrolmen, including a School Resource Officer who is assigned to the Penn Manor School District,
- 2 part-time patrolmen,
- 2 secretaries, and
- 4 crossing guards.

The Department maintains a fleet of eight vehicles.

Millersville University also provides its own police and security force.

During 2011, Blue Rock Fire Rescue (BRFR) was formed to serve Millersville Borough and Manor Township. It is the result of a consolidation of the former Highville, Millersville, Washington Boro and West Lancaster fire companies. BRFR's service area covers 55 square miles of land, as well as six miles of the Susquehanna River.

BRFR operates under a Fire District Board that includes representatives of the two municipalities. The District owns and maintains all buildings and equipment, which reduces the need for fundraising by the firefighters. Each municipality provides an annual appropriation towards the operating costs of BRFR.

BRFR has four stations with the following apparatuses:

- Millersville Station 905 responds with Engines 905 and 906, Rescue 905, Collapse 905 and 906, and Squad 905. It is located on E. Charlotte Street, east of High School Avenue.
- West Lancaster Station 901 responds with Engine 901 and Squad 901.
- Highville Station 903 responds with Engine 903, Tanker 903, Brush 903, Squads 903 and 904, and Boat 903.
- Washington Boro Station 907 responds with Engine 907, Tanker 907, Squad 907, and Boats 907 and 908.

BRFR is currently studying the long-term suitability of their buildings and their locations. The Millersville station is centrally located to serve Millersville.

BRFR also provides Emergency Management services for the region.

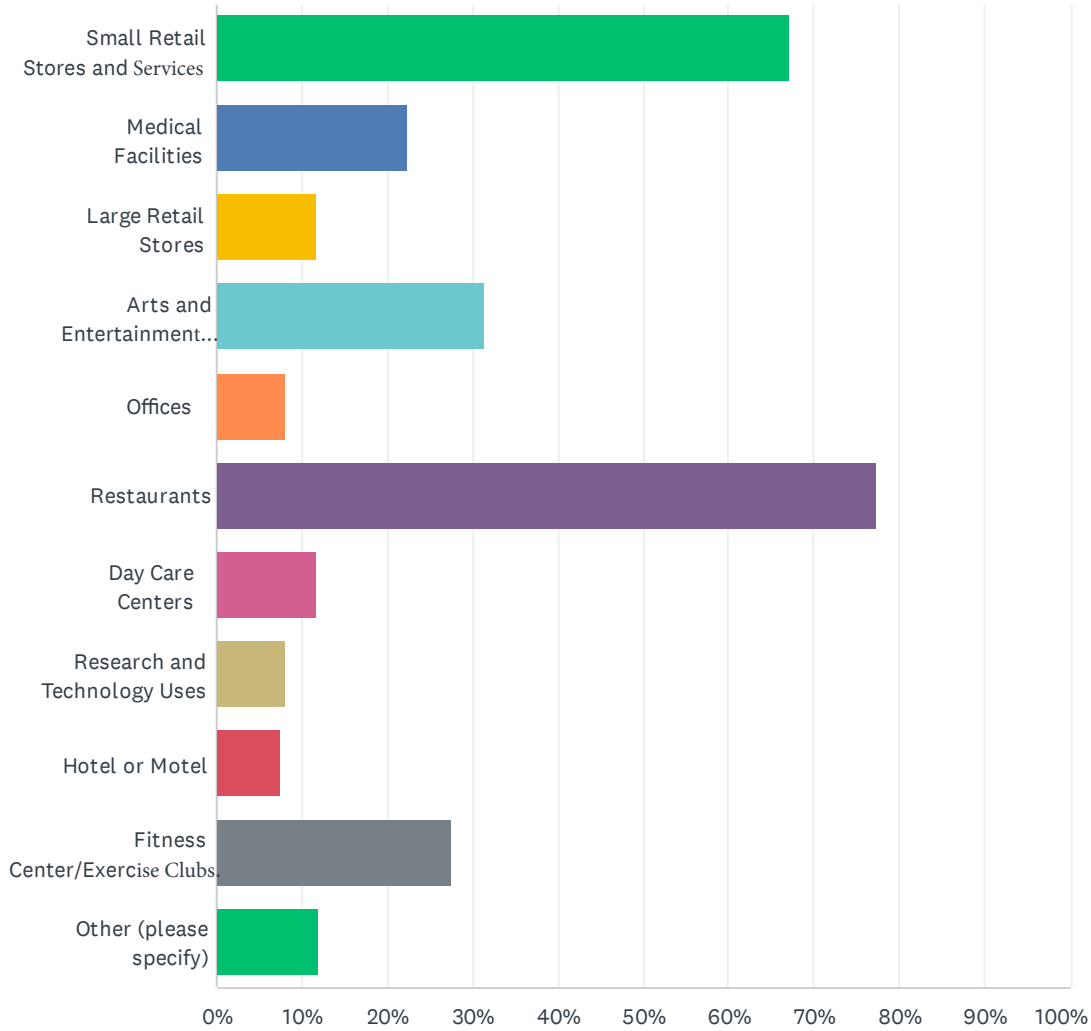
Lancaster EMS provides basic and advanced life support ambulance services to Millersville and most of the southern half of Lancaster County. Lancaster EMS also provides non-emergency medical transport. Lancaster EMS operates multiple stations, including one on E. Charlotte Street in Millersville, which is next to the BRFR station.

## APPENDICES - Appendix A - Millersville Citizen Survey Results

As compiled October 2022. The results of the hand-written surveys have been added to the tables, next to the online results.

### Q1 Please check the top three types of businesses you would most like to see emphasized in new development in Millersville.

Answered: 574 Skipped: 6

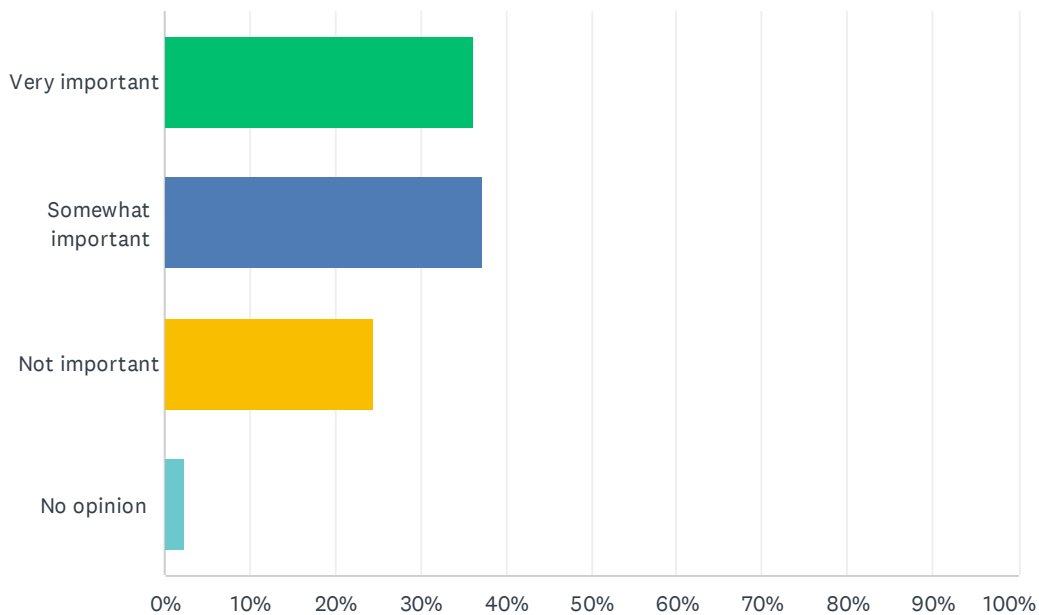


Millersville Citizen Survey

ANSWER CHOICES	PAPER RESPONSES	ONLINE RESPONSES	
Small Retail Stores and Services	15	67.07%	385
Medical Facilities	7	22.30%	128
Large Retail Stores	1	11.67%	67
Arts and Entertainment Uses	4	31.36%	180
Offices	4	8.19%	47
Restaurants	13	77.35%	444
Day Care Centers	1	11.67%	67
Research and Technology Uses	1	8.01%	46
Hotel or Motel	4	7.49%	43
Fitness Center/Exercise Club	0	27.53%	158
Other (please specify)		12.02%	69
Total Respondents: 574			

**Q2 How important do you believe it is to create more of a town center on one or two blocks of Millersville, with additional small stores and restaurants?**

Answered: 576 Skipped: 4

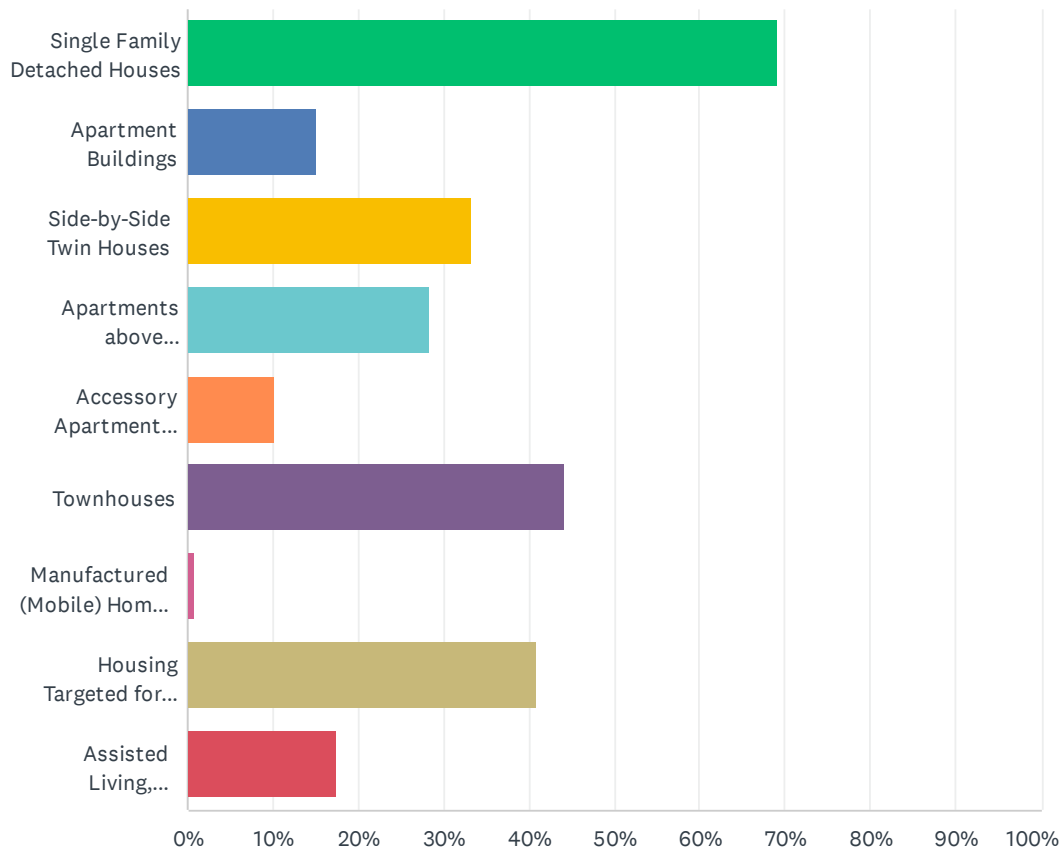


## Millersville Citizen Survey

ANSWER CHOICES	PAPER RESPONSES	ONLINE RESPONSES	
Very important	6	36.28%	209
Somewhat important	7	37.33%	215
Not important	7	24.48%	141
No opinion		2.26%	13
Total Respondents: 576			

### Q3 Please check the top three types of new housing that you believe are most needed in Millersville.

Answered: 529    Skipped: 51

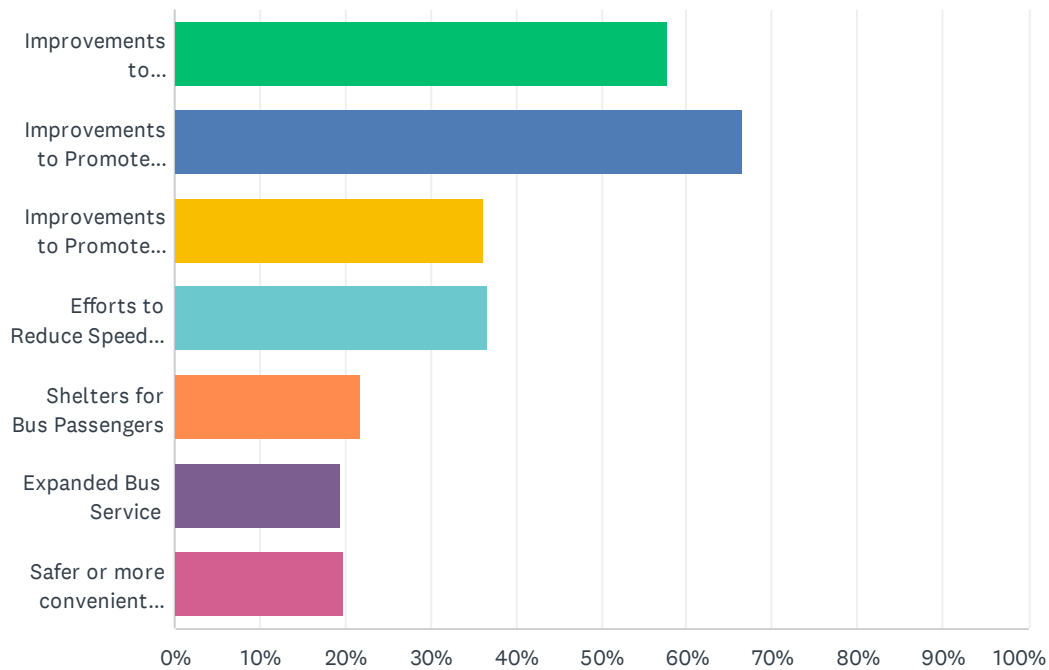


## Millersville Citizen Survey

ANSWER CHOICES	PAPER RESPONSES	ONLINE RESPONSES	
Single Family Detached Houses	9	69.19%	366
Apartment Buildings	6	15.12%	80
Side-by-Side Twin Houses	2	33.27%	176
Apartments above Businesses	2	28.36%	150
Accessory Apartment (Converted from part of a single family home or a garage)	0	10.21%	54
Townhouses	9	44.23%	234
Manufactured (Mobile) Home Parks	2	0.95%	5
Housing Targeted for Persons Over Age 55	12	41.02%	217
Assisted Living, Personal Care or Nursing Homes for Seniors	5	17.58%	93
Total Respondents: 529			

### Q4 Please check the top three types of transportation improvements you believe are most needed in Millersville.

Answered: 568    Skipped: 12



Millersville Citizen Survey

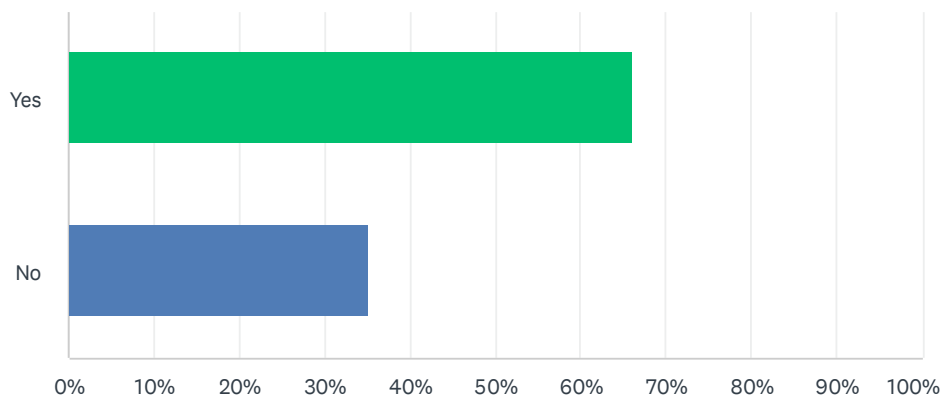
ANSWER CHOICES	PAPER RESPONSES	ONLINE RESPONSES	
Improvements to Intersections	7	57.75%	328
Improvements to Promote Walking (Sidewalks, Crosswalks, Pedestrian Signals at Intersections)	11	66.55%	378
Improvements to Promote Bicycling	9	36.27%	206
Efforts to Reduce Speeding	12	36.62%	208
Shelters for Bus Passengers	5	21.65%	123
Expanded Bus Service	2	19.37%	110
Safer or more convenient School Bus Stops	3	19.89%	113
Total Respondents: 568			

### Q5 Do you wish to describe a street or transportation problem that you would like to see addressed?

Answered: 279 Skipped: 301

### Q6 Do you believe that new parks and recreation improvements are needed?

Answered: 567 Skipped: 13



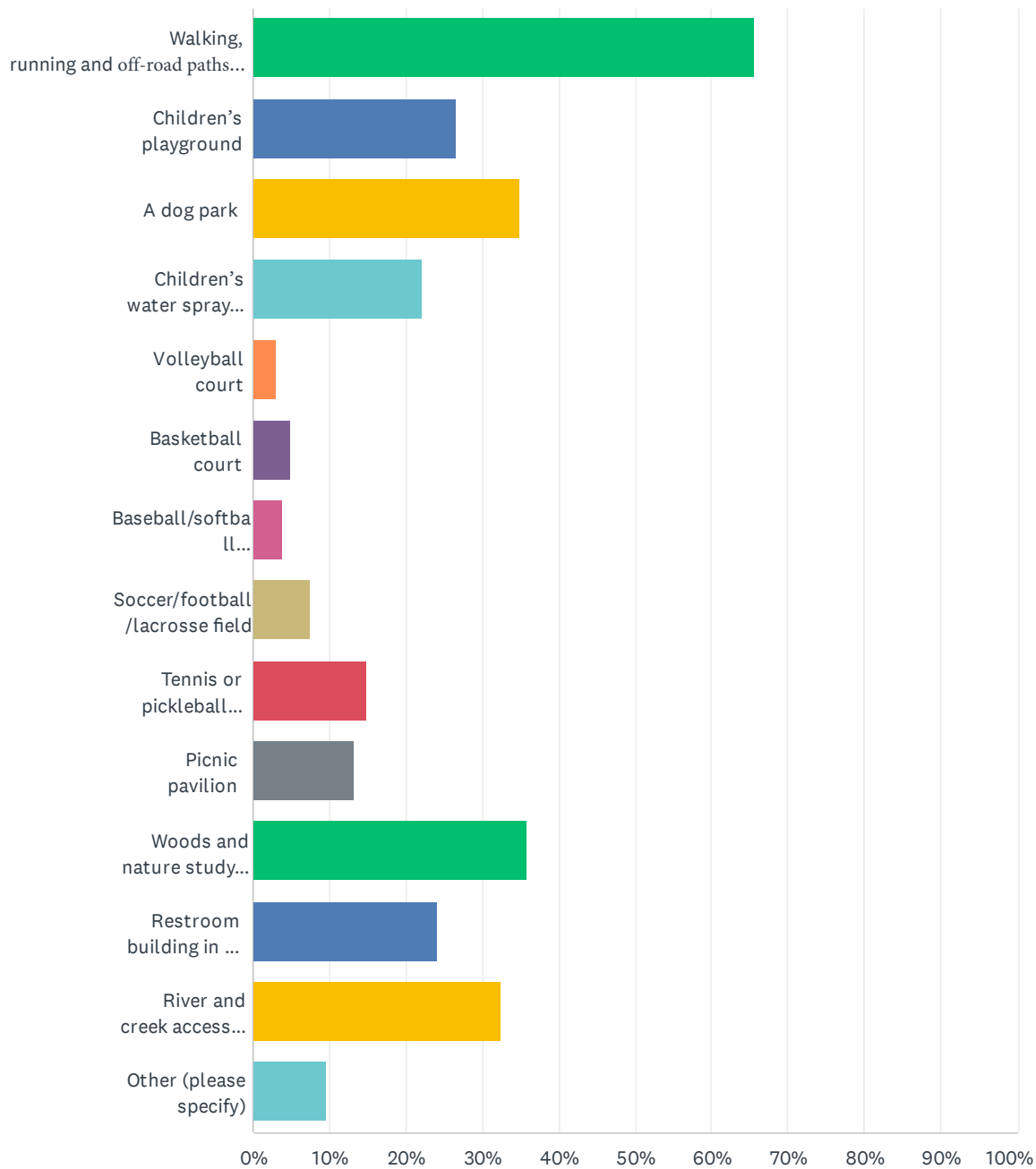
ANSWER CHOICES	PAPER RESPONSES	ONLINE RESPONSES	
Yes	14	66.14%	375
No	8	35.10%	199
Total Respondents: 567			

Q5 Do you wish to describe a street or transportation problem that you would like to see addressed?

Green Frederick street turn John Herra Landis turn arrow Manor Ave one way West Charlotte  
Many allow children Congestion worse better signal way close West Frederick driving  
much traffic pedestrian dangerous Letort parking cross Charlotte rd Frederick St  
s Herr Ave timing school issues high school Duke Frederick streets Cottage  
Intersection W Frederick Lane red lights George St Landis Ave light barrels  
traffic narrow sidewalks Fredrick Speeding Borough  
intersection also need Rt Street Rte road  
school buses Millersville Comet Field stop S Duke Street  
George Street North Herr Ave George development Duke Street  
especially traffic light MU Frederick S Duke hill N see cars Corner going housing  
Duke St direct Stop signs Crossgates St new directions bike Manor North Duke bus  
people speed Duke Frederick traffic congestion W Frederick S Shens Lane areas  
People running town made

**Q7 If you answered yes to question 6. above, please check which three types of new parks and recreation improvements you believe should be provided in Millersville?**

Answered: 394 Skipped: 186



Millersville Citizen Survey

ANSWER CHOICES	PAPER RESPONSES	ONLINE	
		RESPONSES	
Walking, running and off-road bicycle paths and trails	12	65.74%	259
Children's playground	7	26.65%	105
A dog park	4	35.03%	138
Children's water spray area	1	22.08%	87
Volleyball court	0	3.05%	12
Basketball court	1	4.82%	19
Baseball/softball field _	1	3.81%	15
Soccer/football/lacrosse field	3	7.36%	29
Tennis or pickleball court	2	14.97%	59
Picnic pavilion	0	13.20%	52
Woods and nature study areas	7	35.79%	141
Restroom building in a park	3	24.11%	95
River and creek access, such as for fishing	5	32.49%	128
Other (please specify)		9.64%	38
Total Respondents: 394			

**Q8 If there is a particular part of Millersville that you feel needs parks and recreation improvements, please list it below.**

Answered: 122 Skipped: 458

**Q9 What do you like most about Millersville?**

Answered: 394 Skipped: 186

**Q10 What do you like least about Millersville?**

Answered: 382 Skipped: 198

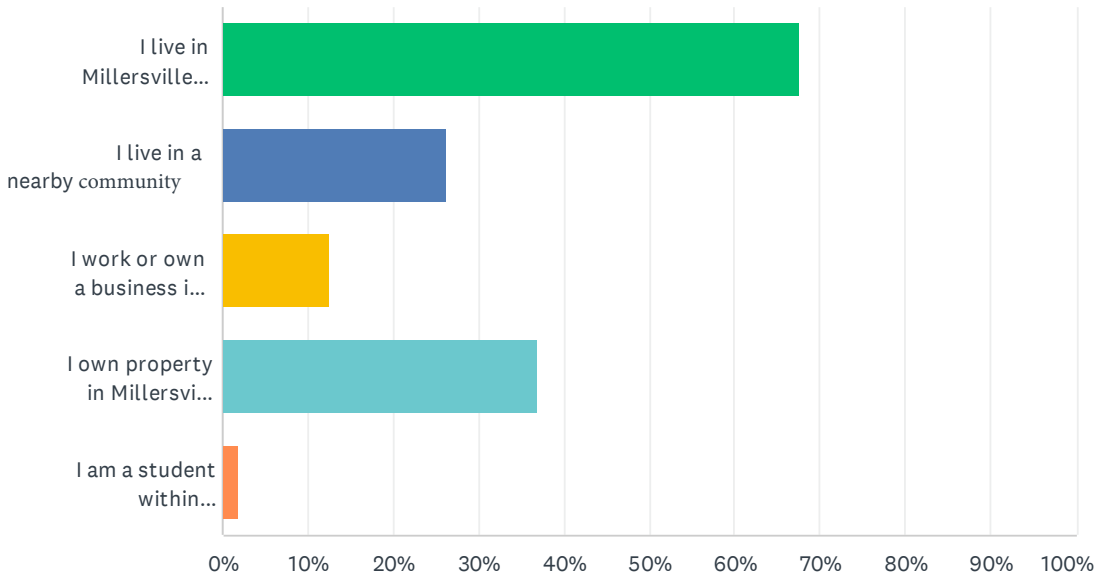
## Q9 What do you like most about Millersville?

around High School without Sense community Shops downtown Lancaster  
small community feel family friendly community feel campus size services lot land  
beautiful quite love small much neighbors access still home  
Small town atmosphere well maintained Small community John Herr  
quaint restaurants businesses residential area rural walking walkability  
college town vibe living good close nature people things safe  
sidewalks university close Lancaster community town feel  
quiet diversity Small town feel Lancaster city  
Small town housing Millersville places Small  
Lancaster friendly space feel local city yet college enough nice traffic  
family peaceful neighborhoods suburban love grocery store S built needing big  
stores resources atmosphere etc safety fairly offers convenience Schools opportunities  
great diverse quiet safe hometown feel able walk walk around walkable post office location  
park

## Q10 What do you like least about Millersville?

around times house better small community cafes grocery stores come George St bad  
Lack stores place condition options make small businesses Lititz little kids  
campus also drive Manor Traffic congestion neighborhoods enough  
seems Lack restaurants want borough retail Street parking going  
wish roads fast taxes George Street business town center  
restaurants limited college trash lack especially  
Millersville issues Traffic close need leaving  
shops Rt university small retail town many students  
side stores change area things intersection problems people pizza  
use way cars increased college students move residents Congestion  
coffee shop take much schools services create Nothing street lighting walking  
don't homes enough restaurants think property taxes S t High taxes build Run  
entertainment lights feel

### Q11: Please check all that apply

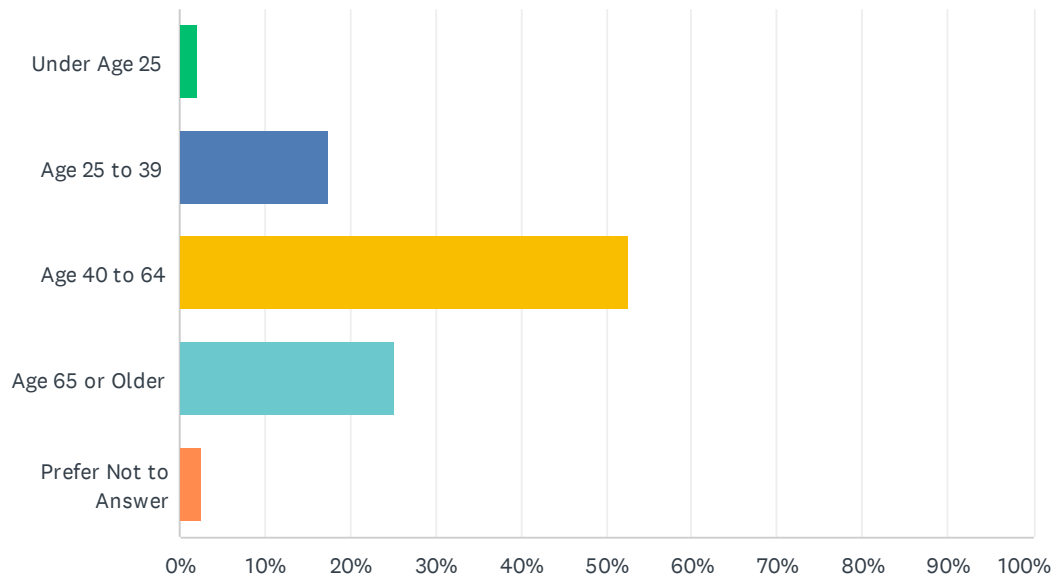


ANSWER CHOICES	PAPER RESPONSES	ONLINE	
		RESPONSES	
I live in Millersville Borough	17	67.66%	364
I live in a nearby community (such as Manor Twp. or Lancaster Twp).	1	26.21%	141
I work or own a business in Millersville Borough	4	12.64%	68
I own property in Millersville Borough	12	36.99%	199
I am a student within Millersville Borough	0	1.86%	10
Total Respondents: 538			

### Q12 Are you:

Answered: 539 Skipped: 41

## Millersville Citizen Survey



ANSWER CHOICES	ONLINE	
	PAPER RESPONSES	RESPONSES
Under Age 25	0	2.04% 11
Age 25 to 39	3	17.44% 94
Age 40 to 64	5	52.69% 284
Age 65 or Older	11	25.23% 136
Prefer Not to Answer	2	2.60% 14
<b>TOTAL</b>		<b>539</b>

**B. POPULATION, HOUSING AND ECONOMICS DATA**

The following section contains data regarding population, housing, income, education, and selected economic data for Millersville residents. In many cases, data for Millersville are compared to Lancaster County and Pennsylvania. Unless otherwise indicated, 2000, 2010, and 2020 data are from the U.S. Census decennial census, and 2019 data are 5-year estimates (2015-2019) from the Census’ American Community Survey (ACS).

**Total Population**

The 2020 US Census showed a population of 7,903 for Millersville Borough, a decrease of 265 residents (3.2%) from the 2010 decennial census (Table B-1). During the same period, Lancaster County’s population increased by 6.3 percent while population in the entire state grew by 2.4 percent.

Table B-1  
**Total Population, 2010–2020**  
**Millersville Borough, Lancaster County, and Pennsylvania**

	Total Population		Change, 2010-2020	
	2010	2020	Number	Percent
Millersville Borough	8,168	7,903	(265)	(3.2)%
Lancaster County	520,322	552,984	32,662	6.3%
Pennsylvania	12,702,379	13,011,844	309,465	2.4%

Source: U. S. Census

**Age**

The US Census reported that Millersville residents age 65 and older increased by 23.4 percent from 2010 to 2020, compared to an increase of 23.6 percent for the whole of Lancaster County (Table A–2). The “median” is the number at which 50.0 percent of persons or households are above and 50.0 percent are below. Millersville has a much younger population than both Lancaster County and Pennsylvania, based on median age, because of the presence of Millersville State University.

**Race / Ethnicity**

From 2010 to 2020, the Census Bureau reported that the population of white residents in Millersville, Lancaster County, and Pennsylvania all declined, while minority populations increased (Table B-3). Regarding ethnicity, the Hispanic or Latino population of the Borough, County, and Commonwealth all increased during the same period.

**Table B-2  
Population Age 65+ and Median Age, 2010–2020  
Millersville Borough, Lancaster County, and Pennsylvania**

	Population, Age 65+		Change, 2010–2020		Median Age (Years)	
	2010	2020	Number	Percent	2010	2020
Millersville Borough	1,072	1,399	327	23.4%	22.0	
Lancaster County	77,780	101,749	23,969	23.6%	37.7	
Pennsylvania	1,959,307	2,431,505	472,198	19.4%	39.8	

NOTE: 2010 data on median age are from the American Community Survey 2010 5-Year Estimates

Source: U. S. Census

**Table B-3  
Population by Race and Ethnicity, 2010-2020  
Millersville Borough, Lancaster County, and Pennsylvania**

	Race								Hispanic or Latino			
	White				Non-White and Mixed							
	Number		Change, 2010–2020		Number		Change, 2010–2020		Number		Change, 2010–2020	
	2010	2020	No.	Pct.	2010	2020	No.	Pct.	2010	2020	No.	Pct.
Millersville Borough	7,427	6,360	(1,067)	(14.4)	741	1,543	802	108.2	351	716	365	104.0
Lancaster County	460,171	452,646	(7,525)	0.0	50,274	100,338	50,064	1.0	44,930	61,171	16,241	36.1
Pennsylvania	10,406,288	9,750,687	(655,601)	(0.1)	2,296,091	3,252,013	955,922	0.4	719,660	1,049,615	329,955	45.8

**Housing**

The US Census reported increases in the number of housing units in Millersville, Lancaster County, and Pennsylvania from 2010 to 2020 (Table B-4). The housing stock in the Borough increased by 4.3 percent during the decade.

The U. S. Census Bureau reported that, from 2010 to 2020, the number of households (occupied housing units) was stable in Millersville. During the same period, the number of households increased in both Lancaster County and Pennsylvania (Table B-5).

Table B-4  
**Total Housing Units, 2010–2020**  
**Millersville Borough, Lancaster County, and Pennsylvania**

	Total Housing Units		Change, 2010–2020	
	2010	2020	Number	Percent
Millersville Borough	2,560	2,669	109	4.3%
Lancaster County	202,952	216,502	13,550	6.7%
Pennsylvania	5,567,315	5,742,828	175,513	3.2%

Sources: U. S. decennial census

Table B-5  
**Households (Occupied Housing Units), 2010–2020**  
**Millersville Borough, Lancaster County, and Pennsylvania**

	Households		Change, 2010–2020	
	2010	2020	Number	Percent
Millersville Borough	2,509	2,513	4	0.2%
Lancaster County	191,474	206,467	14,993	7.8%
Pennsylvania	4,940,581	5,210,598	270,017	5.5%

Household size — the number of persons per household — increased from 2010 to 2019 in Lancaster County and decreased in both Millersville and Pennsylvania (Table B-6). The increases represent a reversal of recent nationwide trends. Higher household sizes are often the result of adult children living with parents or older adults living with their children or other family members. Reasons may include health issues for older adults or difficulty in finding suitable, affordable housing and choosing to share living quarters or to live with family.

Table B-6  
**Average Household Size, 2010–2020**  
**Millersville Borough, Lancaster County, and Pennsylvania**

	Persons per Household		Change, 2010–2020	
	2010	2020	Number	Percent
Millersville Borough	3.26	3.14	(0.12)	(3.7)%
Lancaster County	2.56	2.68	0.12	4.7%
Pennsylvania	2.57	2.50	(0.07)	(2.7)%

### **C. COMPATIBILITY WITH ZONING IN ADJACENT MUNICIPALITIES**

Millersville shares a border with only three municipalities:

- western and southern border of the Borough with Manor Township,
- northeastern and eastern border of the Borough with Lancaster Township, and
- a small portion of the southeastern corner of the Borough with Pequea Township.

The following information describes the zoning in the areas immediately adjacent to Millersville. The comparisons begin at the northernmost point in Millersville and move clockwise around the Borough. Potential conflicts are noted.

- Zoning along Terrace Drive in Millersville is High Density Residential compared to R-1 Low Density Residential in Lancaster Township. Apartments exist in Millersville adjacent to single family detached houses in Lancaster Township.
- Zoning is Low Density Residential along the Borough border to Wabank Road near Fresh Meadow Drive in Millersville, compared to R-3 Residential in Lancaster Township. The land in Lancaster Township is already developed in single family detached houses.
- Along Wabank Road past Fresh Meadow Drive to Millersville Road, zoning in Millersville is Medium Density Residential compared to Campus/ Open Space in Lancaster Township, which is the site of the Martin Elementary School.
- From Millersville Road along Wabash Road just short of Barbara Street, zoning in Millersville is General Commercial compared to Campus / Open Space in Lancaster Township, which is the site of the Comet Field athletic complex.
- Along Barbara Street moving southwest, zoning in Millersville is Neighborhood Commercial compared to a small area of Local Commercial in Lancaster Township, which allows similar uses.
- Moving southward to the Conestoga River, zoning in Millersville is Low Density Residential compared to Residential R-1 in Lancaster Township. The property in Lancaster Township includes a church and outdoor recreation areas.
- Continuing southward along the Conestoga River, zoning in Millersville is Residential University, and zoning in Lancaster Township is Low Density Residential R-1. The land in Millersville is mainly an ecological research area and flood-prone land. There is an undeveloped farmfield south of the church property in Lancaster Township.
- Moving further southward along the Conestoga River to the Millersville Borough Line, the zoning in Millersville is Residential University, and the zoning in Pequea Township is Agricultural - A in a Flood Hazard Area overlay. The areas are separated by the river and by flood-prone lands.
- Westward along the border between Millersville and Manor Township, the zoning in Millersville is Residential University, and the zoning in Manor Township is LC Local Commercial

immediately along the river. The Manor Township zoning is GC General Commercial on both sides of Shenks Lane north of Crossland Pass on undeveloped lands. There is potential of conflict between this permissive commercial district in Manor Township and approved twin homes to the west in Millersville. The land in Manor Township would appear to be much more suitable for residential development. To the north, there are mainly utility uses and university parking lots in Millersville.

- Continuing southward to Murrycross Way, the zoning in Millersville is Medium Density Residential, and the zoning in Manor Township is Medium Density Residential Flex Zone. The land in Manor Township is mainly a continuation of the Crossland development and a golf course, so there is compatibility.
- Continuing west and north to South Duke Street and Murrycross Way (extended), the zoning in Millersville is Medium Density Residential and the zoning in Manor Township is High Density Residential.
- Continuing northward along South Duke Street to a point just south of Crossland Pass, the zoning in Millersville is Low Density Residential, and zoning in Manor Township is zoned Rural. The land has been proposed for an age-restricted development on property known as “Funk’s Farm.”
- Moving northward to a point just south of Walnut Hill Road, the zoning in Millersville is Medium Density Residential, and zoning in Manor Township is GC General Commercial. The property was the location of the Funk’s Farm Market. Since the General Commercial district allows a wide range of uses, a potential conflict may arise with single family homes across Duke Street in Millersville.
- Continuing northward near Hillview Avenue, Millersville’s zoning is Medium Density Residential, and zoning in Manor Township is also Medium Density Residential. Manor Township’s Medium Density Residential District allows an average of 3.5 to 5 homes per acre, with singles and twin homes allowed.
- Northward along the Borough line to West Frederick Street/Letort Avenue, zoning in Millersville is Low Density Residential, and zoning in Manor Township is Medium Density Residential.
- Continuing northward, Millersville zoning along North Duke Street is Low Density Residential compared to a Low Density Residential Flex zone along Knollwood Road in Manor Township.
- A small piece of the Borough is zoned Low Density Residential that juts northward, adjoins to RL Low Density Residential on the west side of North Duke Street in Manor Township and RM Medium Density Residential on the east side of North Duke Street in Manor Township.
- Continuing northward to West Cottage Avenue, Millersville’s zoning is Residential University compared to RM Medium Density Residential in Manor Township.
- Moving further northward to a point just short of West Charlotte Street, the zoning in Millersville is High Density Residential adjacent to Medium Density Residential in Manor Township.

- Continuing northward to West Charlotte Street, Millersville's zoning is Low Density Residential compared to Medium Density Residential in Manor Township.
- Moving eastward along West Charlotte Street, the zoning in Millersville is Low Density Residential, and zoning in Manor Township is Medium Density Residential.
- Turning northward to Blue Rock Road, zoning in Millersville is Low Density Residential compared to RM Medium Density Residential in Manor Township.
- Northward past Blue Rock Road, Millersville zoning is Low Density Residential, and Manor Township zoning is RL Low Density Residential. No conflict is indicated.
- Continuing northwest / northeast along the Borough border to Sherzer Lane (Millersville) / Buttonwood Farm Road (Manor Township), Millersville's zoning is Park, and the zoning in Manor Township is Low Density Residential Flex, which promotes clustering of homes.
- Moving further northeast along the Borough border to Leaman Avenue, the zoning in the Borough is Low Density Residential, and the Manor Township zoning is Low Density Residential Flex.
- A small group of parcels along Leaman Avenue in Millersville is zoned Low Density Residential, adjacent to a Low Density Residential zone in Manor Township.
- Moving southeast along Leaman Avenue, Millersville's zoning is Downtown Commercial that allows a mix of neighborhood commercial and residential uses, compared to Low Density Residential in Manor Township.
- A piece of the Millersville Mennonite Cemetery is in Lancaster Township and is zoned Campus/Open Space. The remainder of the Cemetery is zoned Low Density Residential in Manor Township.
- Completing the zoning comparison by continuing to the northernmost point of the Borough Line, Millersville's zoning is Low Density Residential, except for a large parcel of High Density Residential through which the streets of Terrace Drive, Lynne Lane, and Strafford Road pass. The adjacent zoning in Manor Township is Low Density Residential, except a golf course on the north side of the Little Conestoga Creek is zoned Low Density Residential Flex.

### **C. A BRIEF HISTORY OF MILLERSVILLE**

The Village of Millersburg was founded in 1761 by John Miller who operated a blacksmith shop and hardware store, during the middle of the 18th Century. The village's name was changed in the 1820s to Millerstown, and finally became known as Millersville in the mid-1850s. The original Miller homestead, built in 1763, is now used by Millersville University to house the campus police department.

Millersville was incorporated as a borough in 1932, with offices located at 25 East Charlotte Street. In 1970, borough offices were moved to 10 Colonial Avenue, and, in 2007, to a new facility at 100 Municipal Drive.

Millersville's significant growth began after 1855 with the founding of the first Pennsylvania Normal School, which became Millersville State College, and which has grown to become Millersville University.

Millersville's early growth was also influenced by the construction of a streetcar system throughout the region, with connections to the City of Lancaster and most of the larger boroughs in the County. The system functioned as a set of spokes running in each direction from Lancaster. a The local leg ran along Manor Avenue from Millersville to Center City Lancaster.

By 1940, the Borough's population was 1,867 residents, who were concentrated along Manor, George, Cottage and Frederick Streets. The highest rate of population growth occurred from 1950 to 1970, when the population increased from 2,551 persons to 6,396 persons. The population growth was also affected by the construction of many new student dormitories in the 1960s.