

**MILLERSBURG BOROUGH/
UPPER PAXTON TOWNSHIP
JOINT COMPREHENSIVE PLAN**



Millersburg Ferry

ADOPTED APRIL 11, 2007

**Prepared By
Tri-County Regional Planning Commission
112 Market Street – 2nd Floor
Harrisburg, PA 17101**

Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan

Adopted April 11, 2007

Acknowledgements

This Joint Comprehensive Plan was prepared under the direction of the Millersburg Borough Council, Millersburg Borough Planning Commission, Upper Paxton Township Supervisors and Tri-County Regional Planning Commission Staff.

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MILLERSBURG BOROUGH / UPPER PAXTON TOWNSHIP JOINT COMPREHENSIVE PLAN

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RESOLUTION NO. 07-01
A RESOLUTION TO ADOPT THE
MILLERSBURG BOROUGH / UPPER PAXTON TOWNSHIP
JOINT COMPREHENSIVE PLAN

WHEREAS, pursuant to Article III of the Pennsylvania Municipalities Planning Code (MPC) Millersburg Borough and Upper Paxton Township are authorized to prepare and adopt a Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan; and

WHEREAS, the Millersburg Borough Planning Commission and the Upper Paxton Township Board of Supervisors have prepared a draft Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan containing maps, charts and textual matter; and

WHEREAS, Millersburg Borough and Upper Paxton Township have followed MPC procedures to foster public participation at every stage of the preparation of a Joint Comprehensive Plan; and

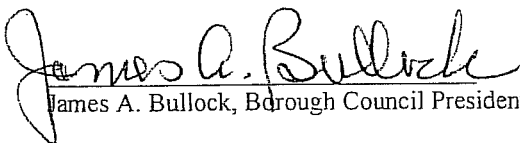
WHEREAS, the Millersburg Borough Planning Commission has held a public meeting on a draft Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan in accordance with Article III of the MPC; and

WHEREAS, the Millersburg Borough Planning Commission, by majority vote, as recorded in the official minutes, has recommended to Millersburg Borough Council the adoption of a Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan; and

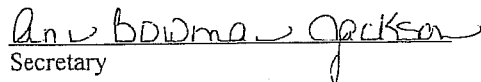
WHEREAS, the Millersburg Borough Council and Upper Paxton Township Board of Supervisors have held a joint public hearing on the draft Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan in accordance with Article III of the MPC.

THEREFORE, the Millersburg Borough Council does, by enactment of this resolution, formally adopt the document entitled MILLERSBURG BOROUGH / UPPER PAXTON TOWNSHIP JOINT COMPREHENSIVE PLAN, pursuant to Article III of the Pennsylvania Municipalities Planning Code.

Adopted this 11th day of April 2007.


James A. Bullock, Borough Council President

Attest:


Secretary

RESOLUTION NO. 2007-0411
A RESOLUTION TO ADOPT THE JOINT
MILLERSBURG BOROUGH / UPPER PAXTON TOWNSHIP
JOINT COMPREHENSIVE PLAN

WHEREAS, pursuant to Article III of the Pennsylvania Municipalities Planning Code (MPC) Millersburg Borough and Upper Paxton Township are authorized to prepare and adopt a Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan; and

WHEREAS, the Millersburg Borough Planning Commission and the Upper Paxton Township Board of Supervisors have prepared a draft Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan containing maps, charts and textual matter; and

WHEREAS, Millersburg Borough and Upper Paxton Township have followed MPC procedures to foster public participation at every stage of the preparation of a Joint Comprehensive Plan; and

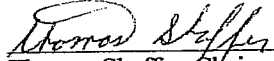
WHEREAS, the Millersburg Borough Planning Commission has held a public meeting on a draft Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan in accordance with Article III of the MPC; and

WHEREAS, the Millersburg Borough Planning Commission, by majority vote, as recorded in the official minutes, has recommended to Millersburg Borough Council the adoption of a Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan; and

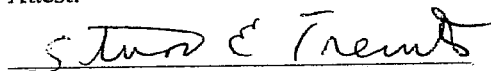
WHEREAS, the Millersburg Borough Council and Upper Paxton Board of Supervisors have held a joint public hearing on the draft Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan in accordance with Article III of the MPC.

THEREFORE, the Upper Paxton Board of Supervisors does, by enactment of this resolution, formally adopt the document entitled MILLERSBURG BOROUGH / UPPER PAXTON TOWNSHIP JOINT COMPREHENSIVE PLAN, pursuant to Article III of the Pennsylvania Municipalities Planning Code.

Adopted this 11 day of April 2007.



Thomas Shaffer, Chairman

Attest:


EXECUTIVE SUMMARY

Introduction

Millersburg Borough and Upper Paxton Township are seeking a balance between development and the desire to retain the unique character of the Borough and the Township. Quality of life is largely determined by a person's living environment. Throughout the development of the Joint Comprehensive Plan, maintaining the existing quality of life was a common thread among those who participated in the planning process. The Millersburg Borough / Upper Paxton Township Joint Comprehensive Plan is the long-term guide for maintaining that existing quality of life for the Borough and Township residents and business owners. The Joint Plan is divided into two parts. Part 1, Basic Studies and Trends, provides a statistical analysis past trends, U.S. Census data and population and housing projections. Part 1 provides the basis for Part 2 which contains various Plans with goals, objectives and implementation strategies. The goals are intended to function as direction setters, not specific actions. They set ideal future conditions toward which objectives are directed. They are general expressions of planning values and are often not quantifiable, time dependent or suggestive of specific actions for achievements. Objectives are action oriented statements comprised of policies, standards and/or principles that establish commitment to achievement of their related goals. Implementation strategies are specific steps to achieve the related goals and objectives.

Historic & Cultural Resources

Historic and cultural resources are important features that contribute to community character and heritage. Their preservation is a valid concern. Preserving the physical fabric of a community can involve recognizing and protecting a single structure or an entire district. Aesthetic character and traditional craftsmanship contribute to the value of the built environment. Preserving the character and human scale of traditional neighborhoods and a central business district makes them more pleasant, pedestrian friendly, and ultimately livable and vital places to live and work. There are 2 Historic and Cultural Resources goals in the Joint Comprehensive Plan: (1) Protect, preserve and enhance Millersburg Borough's and Upper Paxton Township's historic resources; and (2) Protect, preserve and enhance Millersburg Borough's and Upper Paxton Township's cultural resources. These two goals have 3 objectives and 18 implementation strategies.

Natural Resources

Most of the recent population growth in the Millersburg Borough / Upper Paxton area has been through new development in previously rural areas. Without careful planning of growth and development, the natural areas which comprise the area's native natural heritage could be lost. Protecting the integrity of these natural systems provides benefits to humans as well as providing for the survival of rare and/or indigenous flora and fauna. A balance between growth and conservation of scenic and natural resources can be achieved by guiding development away from the most environmentally sensitive areas. This Joint Plan identifies those areas and seeks their protection. There is 1 Natural Resources goal in this Joint Comprehensive Plan: Protection & preservation of Millersburg Borough's and Upper Paxton Township's natural environmental areas. This goal has 5 objectives and 20 implementation strategies.

Population / Socio-Economic Profile & Projections

An analysis of the characteristics of the Millersburg Borough / Upper Paxton Township population is vital to understanding and planning for the needs of their residents. Past trends, present profiles and projections of population data provide a very complete picture of the past, present and future composition of a community. Not only are they tools for monitoring the population's composition, but also for making planning decisions that will affect the future development of the Millersburg / Upper Paxton area. To that end, the amount and type of population being served directly dictates the land use scenarios required for residential, commercial, industrial and other development. Future population fluctuations will directly determine the size and number of public facilities needed, such as schools, parks and playgrounds. This Joint Comprehensive Plan has 4 Population / Socio-Economic goals: (1) Population growth; (2) Increased standard of living; (3) Well educated workforce; and (4) Provision of a data base. These 4 goals have 5 objectives and 11 implementation strategies.

Economic Development

An examination of the Millersburg Borough / Upper Paxton Township area's existing infrastructure reveals a system that is already intact, operational, and has the ability to handle future economic growth and redevelopment. Since the Millersburg / Upper Paxton area's economic future is tied to Dauphin County's, intergovernmental cooperation and coordination is encouraged to facilitate business development, retention and expansion. This Joint Comprehensive Plan contains 3 Economic Development goals: (1) Target economic development in areas where public investment has been made in infrastructure; (2) Encourage public / private partnerships; and (3) Retain and attract a high quality workforce. These goals have 5 objectives and 13 implementation strategies.

Land Use

To establish future development areas, a reasonable estimate of land required to accommodate future growth and development must be calculated. The Joint Comprehensive Plan analyzes trends and forecasts of population growth and estimates the amount of residential land that is needed to accommodate the projected population. This "land needs" concept is explored in more detail in the Basic Studies and Trends Chapter 6. It was found that that Millersburg Borough and Upper Paxton Township both have adequate Vacant Buildable Land with existing infrastructure to accommodate projected residential needs through 2020. The Vacant Buildable Land is land that has no environmental constraints and is suitable to be built upon. Hand-in-hand with the "land needs" is a concept known as "concurrency". Not only should land be developed where and when needed to serve existing or projected population, but it should also only be permitted when public services (i.e.: water, sewer, schools) are available or have a planned capacity.

The Future Land Use Map has eight land use designations. They are: Conservation, Agriculture, Residential, Village Mixed Use, Commercial, Industrial, Public / Semi-Public and Transportation. The land use designations are generally consistent with the Tri-County Regional Growth Management Plan.

This Joint Comprehensive Plan has 2 Land Use goals: (1) Direct growth towards developed areas where there is a full range of public facilities and services; and (2) Preserve the agricultural character. These 2 goals have 4 objectives and 14 implementation strategies.

Housing

As discussed above, both Millersburg Borough and Upper Paxton Township have enough Vacant Buildable Land where there is existing infrastructure to serve new development. It has become apparent that housing problems in Millersburg Borough and Upper Paxton Township are more related to affordability than availability. Basic Studies & Trends Chapter 7 examines housing affordability in detail. "Affordable Housing" is housing that requires no more than 30 percent of the household income to be spent on housing costs comprised of mortgage or rental payments, taxes and insurance, and fuel and utilities. Spending more than 30% is considered "cost burdened". It was found that rental housing in Millersburg Borough and Upper Paxton Township has a higher percentage of cost burdened households than owner households. Cost burdened households by both age and income were also examined. The Joint Comprehensive Plan has 1 Housing goal: Provide a sufficient supply of housing to meet the housing need through 2020. This goal has 3 objectives and 19 implementation strategies.

Transportation

The highway system of most areas is affected by two general problems. One is the inability of the highways, by virtue of their design, to cope with the demands of modern day vehicular traffic. The more common deficiencies include inadequate width, excessive grades and numerous poorly designed curves. Second, the indiscriminate development of land uses adjacent to highways. At the present time, the first problem is the more serious in the Millersburg / Upper Paxton area. Both Millersburg Borough and Upper Paxton Township provide inspections of their roadways to determine what improvements need to be made. That practice should continue and funding sources pursued to meet the needs of each municipality. This Joint Comprehensive Plan has 4 Transportation goals: (1) Provide a safe and efficient roadway system; (2) Provision of a transit system; (3) Safe, efficient freight rail system; and (4) Provide a safe, efficient bicycle / pedestrian system. These goals have 6 objectives and 16 implementation strategies.

Community Facilities, Services & Utilities

Almost all daily activities are influenced by the availability of various community facilities, services and utilities. It is the level of service and performance which have a significant impact on the quality of life and the nature and scale of land use and economic development. Community facilities, services and utilities are an important factor in determining the location and intensity of land development and the formulation of official land use policy recommendations. It is the policy of this Joint Comprehensive Plan that growth should be directed to where services exist or are planned. This will be more cost efficient for the borough and township to utilize those services where capacity exists, rather than to expand into new areas where expansion costs will be incurred. This Joint Comprehensive Plan has 2 Community Facilities, Services and Utilities goals: (1) Provide a complete and adequate system of community facilities and services (schools, libraries, etc.); and (2) Provide utility facilities and services (water, sewer, gas, etc.) to meet the needs of Millersburg Borough and Upper Paxton Township through 2020. These 2 goals have 12 objectives and 45 implementation strategies.

**Millersburg Borough /
Upper Paxton Township
Joint Comprehensive Plan**

**Part 1
Basic Studies & Trends**

CHAPTER 1: INTRODUCTION

PLANNING: A “PROCESS”

Comprehensive planning is a *process* of problem solving. After problems are diagnosed, goals and objectives are determined, alternative solutions explored, and implementation strategies developed to serve as a blueprint for future development.

The Plan is a fluid *process* and is meant to be modified from time to time. Conditions change, resources are shifted, and goals altered, making it necessary to revise, adapt, and update the plan. Public participation, through surveys and public meetings, is important in all phases of the planning process.

PURPOSE OF THE PLAN

Upon adoption, the plan will serve as a long range policy guide for evaluation of development proposals and other decisions concerning municipal affairs. The plan will serve the following purposes:

- (1) To provide an overall agreed upon framework of policy within which development proposals can be evaluated by Borough and Township officials.
- (2) To provide a framework within which physical planning for needed facilities and services can be accomplished.
- (3) To establish long-range development responsibilities and policies to which individuals can prepare and coordinate their plans for development
- (4) To establish a consensus on long-term growth potentials, objectives, and priorities so that the Borough and Township can undertake development projects based upon logic, realism, coordination and economy.

THE PLAN DOCUMENT

The Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan is presented in two (2) parts:

Part 1: Basic Studies & Trends

Basic Studies & Trends provides historical data and existing conditions in ten (10) chapters:

Introduction	Land Use
Historic & Cultural Resources	Housing
Natural Resources	Transportation
Population & Socio-Economic Profile	Community Facilities, Services & Utilities
Economic Base	Administration & Finance

Part 2: Action Plan

The Action Plan develops goals, objectives, and strategies to meet the needs identified in the Basic Studies & Trends chapters:

Plan 1: Introduction	Plan 6: Land Use
Plan 2: Historic & Cultural Resources	Plan 7: Housing
Plan 3: Natural Resources	Plan 8: Transportation
Plan 4: Socio-Economic	Plan 9: Community Facilities, Services & Utilities
Plan 5: Economic Development	Plan 10: Implementation

In each Plan chapter there are Goals, Objectives and Strategies. The Goals are intended to function as direction setters, not specific actions. They set ideal future conditions toward which objectives are directed. The goals are general expressions of planning values and therefore are somewhat abstract in nature. They are often not quantifiable, time dependent or suggestive of specific actions for achievement. The Objectives are action oriented statements comprised of policies, standards and/or principles that establish commitment to achievement of related goals. Strategies are specific steps to achieve the related goals and objectives.

COMMUNITY INVOLVEMENT

In an effort to provide for community input into the planning process, Borough and Township residents have been invited to attend public meetings held by Borough and Township officials. An additional effort to obtain public comment on both specific issues and general planning issues consisted of conducting a Community Attitude Survey. Approximately 500 were randomly distributed to property owners in both the Borough and Township. A total of 110 surveys were completed and returned (34 Millersburg; 76 Upper Paxton), resulting in a 22 percent rate of return. The results of the survey were utilized in the preparation of this plan. A copy of the survey form and compilation of the results appears as an **Appendix** to this plan.

CHAPTER 2: HISTORIC & CULTURAL RESOURCES

From the time of the erection of Peshtank Township (later Paxtang, then Paxton) in 1729 to the 1760's, the activities north of the First or Blue Mountain were confined to trading with the Indians and other frontier activities. There were occasional settlers, but they were always endangered by marauding Indians. The area along the Susquehanna River was used as a corridor of travel by both the Indians and the Whites. It was the road between the White and Indian settlements in lower Lancaster County and the lands of the Six Nations (Indians) to the north. Local government did not come to the upper part of what is now Dauphin County until after the French and Indian War.

In 1729 with the formation of the new Township, it may be assumed that the new Township encompassed at least all the territory later assigned to Dauphin County when it was erected in 1785. This is born out by the fact that every Township in Dauphin County now lying north of the First Mountain was erected out of Upper Paxton Township. The original township boundaries have been reduced to its present size by the formation of twelve other townships and the incorporation of nine boroughs. The last secession, bringing the Township to its present boundaries was the incorporation of Millersburg Borough on August 25, 1849. The present day Upper Paxton Township is located in the extreme northwest corner of Dauphin County. The Township contains approximately 25 square miles. Upper Paxton Township began in 1767 and extended from Fishing Creek Valley north along the east bank of the Susquehanna River to the Valley of the Mahantango Creek. The Township is now bounded on the south by Berry's Mountain, on the north by the Dauphin County line, on the west by the Susquehanna River, excluding Millersburg, and on the east by a generally north-south line approximately five miles from the Susquehanna River.

Present day Upper Paxton Township was settled rapidly. Land records for Lykens Valley show that some claims to properties were recorded in the 1760s. A few were filed in the 1750s. Most of the claims, however, were filed in the 1770s. With the exception of Millersburg Borough which was incorporated in 1849, the boundaries of the Township are the same as they were in 1840. The arrival of the first settlers caused the traders who were previously established to file claims on the lands they occupied. One early settler was Thomas Berry who was located at the present site of Millersburg. Daniel Miller, founder of Millersburg, purchased his property June 2, 1790.

The movement of the settlers into the frontier was so rapid that their homestead locations preceded the acquisition by the Provincial Authority of the land from the Indians. The usual pattern was the moving in of settlers, the land cleared and the crops planted. The Indians would protest and go to Philadelphia to complain to the authorities there. Eventually a treaty would be arranged and large tracts acquired by the Province. It was in 1749 that the Province acquired title to that portion of northern Dauphin County lying north of the First Mountain. As early as July 22, 1754 the governor of the Province was petitioned by the settlers for protection from the Indians. The resulting defense plans included the formation of a militia and the erection of forts. At Armstrong's trading post, a few miles south of now Millersburg, Fort Halifax was built.

The procedure for acquiring the ownership of land, with the exception of the earliest occupants, was first the purchase of a warrant at the county seat in Lancaster (then part of Lancaster County). In this document the prospective purchaser requested to be allowed to

locate or “take-up” a specified number of acres at a specified location. He agreed to pay five pounds sterling per 100 acres, have the property surveyed and the survey recorded all within six months of the date of the warrant. Upon completion of the provisions of this agreement a patent (deed) was issued to the new owner. Much of the land in the Lykens Valley was “taken-up” by non-residents for speculation or investment.

The first homes of the pioneers were log homes. Stone farmhouses were sometimes built a generation or two after the pioneer family had established a productive farm. In Upper Paxton Township there are several stone houses still in existence.

The Borough of Millersburg is located on the Susquehanna River at the confluence of the Wiconisco Creek, twenty-three miles north of the City of Harrisburg.

In 1790 Daniel Miller and his brother John Miller came from Lancaster County to the Lykens Valley and patented 400 acres at the mouth of the Wiconisco Creek at the Susquehanna River, extending north and eastward. This patent included land now within the boundaries of Millersburg Borough.

Daniel Miller was not the original settler of the Lykens Valley. Before him were French Huguenots and Germans. Frances (Jacobs) Jaques had built a log cabin and a small grist mill on the north bank of the Wiconisco Creek about 100 yards southeast of the foot of Race Street. The Millers stayed with Jacobs until they built their home.

In 1807 Daniel Miller made his plans for laying out the town of Millersburg. It is a standing tradition that the amount of timber on each lot was sufficient to furnish lumber for a dwelling. Miller mapped out the site of a school, church and public square as his free gifts to the town. The original town was composed of 200 lots of equal size, with a frontage of 66 feet and a depth of 165 feet, except for the lots on the north side of Center, North and Moore streets, which were only 155 feet in depth. Each block contained 6 lots. In order to sell the lots Daniel Miller held a public drawing and issued 200 tickets and each lot was numbered to correspond to the number on a ticket. The tickets were sold at \$33.33 each and the drawing took place in July 1807.

Millersburg Borough was incorporated August 25, 1849 upon petition of 72 freeholders of the town. The first election of borough officers was in February 1850. The Borough was reincorporated by an act of the assembly in 1864. Millersburg in 1847 had a population of about 500. It contained about 80 dwellings, two taverns, two stores, three churches, a grist mill and two tanneries. From 1847 to 1860 the borough nearly doubled in population and from 1860 to 1880 increased to 1400 in population. In 2000 the Census population was 2,562 and in 2004 the estimated population was 2,493.

Schools

Little is known about early education in what is now Millersburg Borough and Upper Paxton Township. Most of the early settlers relied on parental instruction for their children’s education. The earliest schools were a part of a service of the church, although in some instances the school was built first and church services held in it. The first known school was taught at the first house in the borough owned by Francis Jaques or “Jacobs” and was taught by Daniel Miller. About 1813 the second house was erected and in it was located the school. The next record is from the Free Grace Bretheren in Christ Church. In 1831 it purchased ground for a cemetery and Common School. It became known as Hinkle’s School and was in continuous use until 1891 when partially destroyed by a storm. The next

summer, 1892, a new, much larger brick schoolhouse was built and was known as Keifer's School. In 1844 the free school system was adopted after being twice defeated. The town of Millersburg and Upper Paxton Township were at that time one school district. As early as 1882, the town had five graded schools. By the late 1800's there were nine schools, eight one-room rural schools where pupils from age 6 to 18 or 19 years were taught. During the late 1800s and early 1900s the school was the center of social and cultural life in a community. The remaining one-room schools were dissolved in 1950. Seventh and eighth grade pupils from the entire Township were enrolled in the Junior-Senior High in Millersburg. In 1956, by decree of the voters in Upper Paxton Township and Millersburg Borough, a unified school district was formed using the name Millersburg – Upper Paxton Union School District. There had not been a unified school district since 1845. In 1966 the name of the District was changed to the Millersburg Area School District.

Agriculture & Industry

The first settlers were frontier farmers and were almost as dependent for food on wildlife as on crops and livestock. The first crops usually planted was grain. As years past and more land was cleared, other crops followed.

Upper Paxton Township has been an agricultural community since its beginning. Statistics from the 1840 Census show that Upper Paxton ranked high among the townships of Dauphin County in grain production and livestock.

Being a predominately agricultural community, Upper Paxton Township has had little industrial activity. In the 1840 Census (prior to the incorporation of Millersburg in 1849) there were listed four flour mills, one grain mill, ten sawmills, one oil mill, one tannery and one distillery. The oldest of these industries appears to be the distillery since it also appears on the 1780 Returns of Upper Paxton Township. During the coal days, many of the residents found employment due to the proximity of the coal fields located in the eastern portions of the Lykens Valley.

The discovery of coal at Lykens in 1825 had an effect on the growth of Millersburg. The Lykens Valley Railroad, the fourth railroad in the United States to carry anthracite coal, and the first in Dauphin County, extended from Lykens to the Susquehanna River at Millersburg, fifteen miles. It began to transport coal by horse powered cars in 1834. The coal was transferred to boats to cross the Susquehanna River to Perry County and loaded on boats in the Pennsylvania Canal. The first boat load of Lykens Valley Coal was shipped in 1834 and contained 43 tons. In 1848 the first steam engine called "The Lykens Valley" was brought to Millersburg and the use of horses was abandoned. The use of this engine enabled the increase in coal supply to such an extent that two basins were necessary. The first basin was on the present site of the baseball field, and the second was several hundred yards down the canal. It frequently occurred that one hundred boats lay in the basins and canal awaiting their turn for loading. These boats carried from 70-90 tons of coal and usually carried a crew of three men and were drawn by horses and mules. At the Lykens Valley basin a large boat yard was operated and many of the finest boats on the Pennsylvania canal were built there. The Wiconisco Canal, or feeder as it was called, connected the Pennsylvania Canal at Clarks Ferry with Millersburg. It was built and completed in 1848. The canal was supplied with water by the Wiconisco Creek and the Susquehanna River. The canal was economically advantageous as it eliminated the need to ferry coal across the Susquehanna River to Mt. Patrick. The canal served the community for 41 years until it fell victim to a flood and was destroyed in early June of 1889. It has since been abandoned.

In 1875 John B. Zeal established the Millersburg *Herald*, a weekly family journal. Being an independent journal, it soon began to mold opinion in the northern portion of Dauphin County.

The Dauphin County Historical Atlas of 1875 lists the businesses in existence in Millersburg Borough. They included: five general and two drug stores, one hardware store, two confectioneries, two stove and tinware stores, two harness shops, a shoe store, a wholesale tobacco establishment, one national and one discount bank, two hotels and two restaurants, five common schools, three churches, and a newspaper. In manufacturing there were two tanneries, two steam saw mills, two sash, door and blind and planing mills, one foundry and one shingle mill. In the 1870 Census, the population was 1,371, of which 1,360 were native born and 11 foreign; 1,270 white and 1 black. When the Borough celebrated its Centennial Anniversary in 1907, manufacturing industries included the following: two shoe factories, two planing mills, two tap and die factories, one fifth wheel company, one machine works, one flouring mill, one brick yard, one carpet factory and two wagon shops. In 1900 the Borough had a population of 1,675 and around 2,000 in 1905. The estimated 2004 population was 2,493. The estimated 2004 population of Upper Paxton Township was 3,966.

Northern Central Railroad

The Northern Central Railroad was completed as far as Millersburg in 1857 and to Sunbury in 1858. Prior to that time the only means of public conveyance was the daily stage from Millersburg to Harrisburg and the packet on the Pennsylvania canal across the Susquehanna River. The building and completion of the railroad added greatly to the commercial interests of the Borough and made Millersburg the most important town in the upper end of Dauphin County.

Midland PA Railroad

In 1908 right-of-way acquisition began for the Midland Railroad. In 1910 the first construction contract was awarded. Construction delays and financing problems occurred and it was not until October 24, 1916 that the Midland ran two excursion trains to Killinger. In early November excursions were run to a point above Curtin. Then WWI occurred and construction was discontinued. In 1918 a new railroad owner closed the line and liquidated the stock.

Millersburg Historic District

On May 11, 2000 the Millersburg Borough Council adopted Resolution #00-6 to create an Historic District in Millersburg. The boundaries of the district are as follows:

Beginning at the intersection of Moore Street and River Street south along the Susquehanna River to the southern boundary of the Borough line, East along the Wiconisco Creek to Church Street, North along Church Street to Moore Street, West along Moore Street to the beginning at River Street (see **MAP 2-1**).

The Millersburg Borough Council has adopted no further regulations to govern either development or demolition within the district. The District has not been certified by the Pennsylvania Historic & Museum Commission.

Lykens Valley Rural Historic District

On January 24, 1998 a Lykens Valley Rural Historic District was deemed “Eligible” for the National Register of Historic Places. The District has not been certified by the Pennsylvania Historic & Museum Commission (PHMC). It is loosely described as portions of Lykens, Upper Paxton, Mifflin and Washington Townships, as well as Berrysburg, Elizabethville, Gratz, Loyaltown, Lykens, Millersburg, Wiconisco and Williamstown. In ruling on its eligibility, PHMC found that the towns and villages in the area have maintained much of their general historic character. Although some individual buildings showed some modern alterations, (modern siding, new window sashes) most retain integrity of design, setting, feeling, material and are very readable as buildings that date from the 1850-1930 period. In the agricultural portions of the valley traditional farmsteads remain intact. The farmhouses and barns continue to reflect 19th century spatial patterns and architecture. The historic road patterns of the agricultural region is also intact. Development is largely confined to the crossroads of the major routes in the valley. There have been no efforts for inclusion on the National List of Historic Places.

Millersburg Fountain in the Square

A fountain in honor of Daniel Miller, founder of Millersburg, was installed in the Millersburg Square in 1907 (100 years old in 2007 which is Millersburg’s 200th anniversary).

National Register of Historic Places

Millersburg Borough and Upper Paxton both have sites on the National Register of Historic Places List of Listed & Eligible Properties. In Millersburg there are two sites:

(1) Millersburg Ferry - Kramer/Crow Ferry Site (Listed 08-2-2006)

The site consists of a man-made ferry wall (or dam) constructed in 1873, a landing on each shore of the Susquehanna River and the riverbed itself which contains four distinct crossing channels. Two double paddle stern wheel ferry boats and a movable dock of wooden construction are non-contributing structures of the site. By 1922 the ferry was the only surviving ferry service on the Susquehanna River between Harrisburg and Sunbury, a stretch of about forty miles. While the evidence of ferry operation at the Millersburg Ferry site from the 1750s is scant, written evidence does exist of a continuous operation since 1817. The Pennsylvania Canal along the Susquehanna River was begun in 1828. By 1830 traffic was continuous. Farmers from the Lykens and Williams Valley utilized the Millersburg Ferry to access the canal on the western shore of the Susquehanna River. From 1905-1936 the Ferry business was so good that it required four boats. The “record” set by these four boats was 320 cars in one day.

(2) Millersburg Passenger Rail Station (Listed 11-27-2002).

The Millersburg Passenger Rail Station is located at 127 West Center Street along the former Northern Central Railway. It was built in 1898 and replaced a former station that was old, run down and at another location difficult to access by most of the community’s residents and businesses. Also on the property is the stone foundation of the original baggage house. The station functioned as a passenger depot for over 60 years (1898 – 1960). The station is a two-story brick and frame Queen Anne style building. The exterior remained intact until 1960 when modifications began. The original slate roof was replaced with asphalt shingles; a door on the east façade was replaced with double flush steel doors; and all the original 1/1 wooden double hung windows were replaced brown with aluminum sash on the second floor (late 1980s) and white vinyl sash on the first floor (1998). The interior of the passenger station is in good condition, while some remodeling has taken place. The station is currently owned by Historical Society of Millersburg and Upper Paxton Township. Renovations are underway that includes reinforcement of basement walls, installation of a slate roof, replacement of the steel door with double wooden doors, repainting the interior, relay the brick platform and restore slate curbstones. Renovations are scheduled for completion by 2007. The Society hopes to secure additional grant funding to rebuild the old baggage building which was torn down sometime between 1975 and 1980 due to deterioration.

The Millersburg / Upper Paxton has an Historical Society. It is open to the public during limited weekend hours.

INSERT MAP 2-1

CHAPTER 3: NATURAL RESOURCES

Environmental Conditions are important aspects to Planning. By understanding what occurs naturally in the environment, more practical planning can be achieved. Land can be preserved that is irreplaceable and other land can be used for development.

SLOPES - TOPOGRAPHY

Slopes and topography are two influential components of the natural environment that are useful in determining potential development areas. The gradients and paths of roadways, the flow of various utilities, the land uses, and the general arrangement of development and the community are all dependent on topography and slope. The topographic features of the landscape are derived from the structure and weathering characteristics of the underlying bedrock. The more weather resistant rock is responsible for areas of higher elevation, while less resistant rock, such as limestone and shale has eroded to form low lying valleys of moderate relief.

Stream systems and the flows of surface water have a strong influence on the formation of slope and topographic features over time. Although erosion and runoff in slope areas is a natural process, development activities located in slope areas can alter the gradients and upset the natural balance. When discussing the slope of the land, it is important to keep in mind that the natural gradients are created by erosion forces trying to establish a stable condition or equilibrium. When slopes are altered during construction, the natural balance becomes upset, which may result in dangerous landslides, rock falls, mudslides, and soil creep as nature tries to restore the equilibrium. By redirecting water runoff of buildings and impervious surfaces away from the face of steeper slopes, land slide, rock slides, mud slides, severe soil erosion, drainage problems, loss of vegetative cover and soil creep can be reduced or avoided.

Map 3-1 illustrates the slopes in the Millersburg / Upper Paxton area. As a general development guide, slopes from 0 percent to 14.9 percent are usually suitable for a variety of development types. However, unique site-specific situations may exist in these areas that would require additional attention for development to occur. The category of 15 percent to 24.9 percent displays the location of the lower, rolling hills and should be viewed with caution when considering development. These areas tend to be closely related to streams in drainage areas. Areas designated as 25 percent and higher outline the mountainous areas. These areas are generally considered not suitable for development and should remain as open space. Development restrictions are often placed on land with slopes above twenty-five percent. Upper Paxton Township addresses steep slopes in its Zoning Ordinance. Millersburg Borough does not have zoning and has no steep slope ordinance.

Topography has been one of the determining factors in the distribution of population throughout the study area. Flatter lands are more desirable for development. Steeper slopes are less populated.

Agricultural uses also occur predominately in the more level areas since these lands allow for more efficient farming operations. Additional competition for the flatter lands is intensified because commerce and industry, along with residential and agriculture uses, seek flatter, more easily developed areas.

GEOLOGY

Upper Dauphin Township is known for its variable topography identified by very steep slopes and hilly topography. Millersburg is relatively flat with some rolling slopes. These differences are due to the Geological formation that happened millions of years ago. The Millersburg- Upper Paxton area is located within the Ridge and Valley Province. It is composed of 8 individual rock types, most of which is shale and sandstone base. [See **Map 3-2**]

In the Late Cambrian (570 million years ago) and Early Ordovician (505 million years ago) time period volcanic activity took place. Towards the Late Ordovician time period two continents collided into each other causing high mountains, now known as the Appalachian Mountains.

Later in the Silurian period (438 million years ago) the high Appalachian Mountains that were formed during the Ordovician period started to weather. Volcanic rocks as with all rocks weather or breakdown over time, this produces sediment and silt that accumulates in the valley.

In the Devonian period (408 million years ago) two continents collided into each other forming the Acadian mountains that are north of Pennsylvania. Sediment from these mountains was carried into the valley as well. Over time and through compaction it formed shales. Upper Dauphin and Millersburg were highly affected during this time period; the following are rock types that formed.

- *Catskill formation – Duncannon Member:* Composed of interbedded red and grey sandstone, red siltstone, and red mudstone. This formation is a fair source for some domestic water, but moderately difficult to excavate. This rock type is found along hills and ridges with moderate to high relief.
- *Catskill Formation – Irish Valley Member:* These rocks have alternating beds of sandstone, siltstone and shale. This sandstone commonly contains fossils. They are slightly to moderately resistant to weathering. This formation has variable water yields and is moderately easy to excavate. This rock type is found forming hills and ridges of moderate relief with steep natural slopes.
- *Catskill Formation – Sherman Creek Member:* Composed of interbedded grayish-red silty mudstone, sandy siltstone and some sandstone. These rocks are moderately resistant to weathering. This formations well yield is good to excellent containing good water quality. This rock type underlies rolling topography that has moderately steep slopes.
- *Hamilton Formation* These rocks are olive gray, fossiliferous, siltstone and are interbedded with fine grained sandstone. This formation has well yields that are fair but the water may have high iron and sulfur content. It is easy to difficult to evacuate and is found around hills of medium height with stable slopes.
- *Trimmers Rock Formation* These rocks are light gray to olive, fine-grained sandstone and siltstone. The well yield is fair but may be high in dissolved solids, and is moderately difficult to evacuate. It is found along rolling ridges of medium relief with natural slopes that are steep and stable.

Mississippian and Devonian Periods

- *Spechty Kopf Formation:* This fine to medium grained, light to olive gray, sandstone, with interbeds of shale and siltstone may contain minor thin coal. They can be highly resistant, are a fair to poor water source depending on depth and location of wells. This formation forms rocks that are mountains of high relief and natural slopes that are steep and stable.

The Mississippian and Pennsylvanian periods had some impact on Dauphin County. Much of the coal in Pennsylvania formed during the Mississippian and Pennsylvanian periods. Dauphin County does not have enough coal in one area for the expense of a mine.

The continued sedimentation and the continued filling of the Appalachian basin affected Dauphin County.

- *Pocono Formation:* Serving as a good source of material for embankment facing, riprap, road materials, and building stone, these sandstones, siltstones, and shale are highly resistant to weathering. This geologic area is productive in obtaining groundwater, has adequate surface drainage and an excellent area to hold heavy structures.
- *Mauch Chunk Formation:* This formation consists of shale, claystone, sandstone, and siltstone; the shales and claystones are red, the sandstones and siltstones are green. They are moderately resistant to weathering; are a source of groundwater for individual and industrial uses, sandstone areas have greatest amount of groundwater available the average depth for accessibility is 590 feet. This rock may be used for road material and fill. In addition, the shale is a good raw material for brick.

The more resistant sandstones such as Spechty Kopf, Pocono Formations and Duncannon member of Catskill formations form the high steep slopes in this area. The less resistant formation of Mauch Chuck forms the valley. All of Millersburg Borough and half of Upper Paxton Township are located within the Mauch Chunk formation. The other formations form the hills and valleys of this region.

SOILS

A soil survey was completed for Dauphin County in 1972 by the U.S. Department of Agriculture, Soil Conservation Service. In cooperation with the Pennsylvania State University Agricultural Experiment Station and Agricultural Extension Service and the Pennsylvania Department of Agriculture, State Soil and Water Conservation Commission. These reports consist of soil maps and interpretations, and serve as a basis for an evaluation of the conditions found in the study area.

The soils mentioned in this section will discuss permeability, or the ease and capacity of soil to transmit fluid; moisture capacity or the amount of water that is held in the soil; and drainage or the manner of which water flows off the surface of the soil and applicable land uses for the soil.

According to the soil survey, 11 major soil series are located within the Millersburg – Upper Paxton study area (**MAP 3-3**) including the following:

1. Albrights Series – Deep, moderately well-drained soils, located on the base of steeper slopes. Has a moderate rapid surface drainage with slow permeability. A fragipan occurs at depth; fragipan, is a dense brittle, soil that slowly transfers water in the subsurface layer, it also varies in thickness. Water tends to accumulate above this layer. Important soil for farming.
2. Atkins Series –Deep, poorly drained soils on floodplains, subject to occasional flooding. Soils are moderate permeability and often saturated due to high water table. Maintained as pasture, wetness of soils prevents crops.
3. Barbour Series –Deep, well-drained nearly level soils located on floodplains, subject to occasional overflow. Soils can be strongly acidic to neutral in pH and contain moderate permeability and moisture capacity. Flood is a major limitation to this soil.
4. Basher Series –Deep, moderately well-drained nearly level soils located on floodplains. Located along streams they are known for a medium amount runoff and are moderately permeable.
5. Binkerton Series - Deep, poorly drained soils, which are nearly level to gently sloping in upland areas. They have slow permeability and slow surface drainage with moderate moisture capacity. Practices that dispose of surface water may help remove excess water from these soils.

6. Calvin Series - Moderately deep, well-drained soils, located on uplands. Soils range from nearly level to steep, with moderate permeability and moderate to low moisture capacity. Some of these soils can be used for general farming, others, located on steep slopes, should be kept natural to control erosion. This soil type is the most common in Upper Paxton and Millersburg.
7. Dekalb series – Moderately deep, well drained soils, nearly level to steep soils. These soils have moderately rapid permeability but a low moisture capacity. Most of these soils are located in forested areas.
8. Klinsville Series – Shallow, well-drained soils on uplands can vary from gently sloping areas to steep. Can be found in areas adjacent to floodplains. Soils have moderately rapid permeability but with low available moisture capacity and organic matter within the soil. Most of these soils can be found in woodlands.
9. Laidig Series- Deep, well-drained soils located on the lower slopes of mountain ranges. They have moderate permeability above the fragipan and moderate available moisture. Much of this soil is very stony and best suited to trees.
10. Linside Series- Deep nearly level, moderately well-drained soils on floodplains, subject to flooding. They have a moderately slow permeability and high moisture capacity. Mostly this soil is used for general farming.
11. Tioga Series- Deep, nearly level well-drained soils located on floodplains and high bottoms of the Susquehanna River. These soils have moderate permeability, rapid drainage and moderate moisture capacity. They are subject to flooding and are important to farming in Dauphin County.

A few minor sight specific soil types also exist within Millersburg and Upper Paxton area; these include Andover, Buchanan, Chavies, Captina, Comley, Duncannon, Lawrenceville, and Philo Series.

Other special characteristics listed in the soil survey are very stone forested land, River wash, and Mine Dump. These are not soil series, but they are important. Little if any soil is found on very steep forested land, mostly just bedrock and stone is found, this area is not commercially viable for foresting. Riverwash makes up the islands of Susquehanna River and some inland areas due to fine pieces of shale and coal that are deposited by floodwaters. Only shrubs and trees can survive in riverwash. A mine dump is noted on the soils map. According to the Dauphin County Conservation District this mine dump is fairly indistinguishable due to heavy vegetation.

All of these soil groups except for the Duncannon Series and Klinsville Series have severe limitations due to risk of flooding, and high water table, for on-lot sewage disposal systems.

Map 3-3 relays the location and extent of the Duncannon and Klinsville soils. As a result, any major development will require municipal sewage service and should be considered for locations within areas wherein service may be feasibly provided. This was discussed and reviewed in the Millersburg Act 537 plan and the Upper Paxton Act 537 required by law.

HYDROLOGY

Drainage

There are three Watersheds in the Millersburg / Upper Paxton area (**MAP 3-4**). The hydrology of Millersburg and Upper Paxton Township consists of wetlands, floodplains and creeks. There are various streams, creeks and rivers in this study area. Upper Paxton is traversed east to west by the Wiconisco Creek, which drains most of the area of Berry

Mountain. Little Wiconisco Creek drains a portion of the Mahantango Mountain and runs southward to Wiconisco Creek. At the interception point between these two creeks is the placement of Millersburg. Wiconisco Creek then proceeds to bisect the town and flow into the Susquehanna River. Shippens Creek is along the upmost portion of Millersburg Borough. Shippens Creek drains another portion of Mahantango Mountain and runs directly into the Susquehanna River. A few unnamed streams complete the southern drainage area of Mahantango Mountain. The northern region of the Mountain that is in Dauphin County is drained by Mahantango Creek; this creek runs through Northumberland County and determines the Dauphin County line.

Wiconisco Creek has previously been known as a polluted creek due to mine drainage. The mine drainage affected the entire creek and was unable to support aquatic life, but through mediation has been becoming cleaner. Wiconisco Creek in areas has water quality acceptable to be noted as a Warm Water Fishery. Little Wiconisco Creek and Mahantango are designated as Warm Water Fishery's as well. These designations afford for the protection of water quality through the Clean Streams Law and PA Code Water Quality Standards.

The development of land and facilities within drainage basins can have far-reaching effects on all residents of the basins. This is particularly true in a rural area where the livelihood of many families depends up on the quality and quantity of the water reaching their lands. In addition, the drainage basins will, in all probability be the basic unit for planning of water and sewer systems when they are provided. Therefore, the drainage basin is a natural unit from which logical development plans for the study area can be developed.

Wetlands

Wetlands occur throughout this study area (**MAP 3-5**) and are mostly within the Upper Paxton area, there are a few within the Borough of Millersburg. Wetlands have been recognized as a valuable resource. Wetlands are classified by Federal Manual for Identifying and Delineating Jurisdictional Wetlands written by the US Army Corp of Engineers, as having three properties:

1. Hydrophytic Plants are plants that have adapted to saturated soils. Some well known species include a variety of ferns, milkweed, and skunk cabbage.
2. Hydric soils are soils that are saturated for an extended period of time. The soils that are likely to contain wetlands in this area include the Albrights, Atkins, Barbour, Binkerton, and Linslide Series. If construction is to occur in an area where wetlands are likely to occur a delineation of the land may be necessary.
3. Water present at or near the surface during the growing season.

All of these items when found together make a positive identification of a wetland. Wetlands are important hydrologic features. Through the management of wetlands, water quality can be maintained. Wetlands filtrate and remove pollutants, such as suspended and dissolved chemicals, from the water that passes through them. Wetlands are also a valuable habitat for different forms of wildlife including fish and birds. By preserving wetlands floods can be controlled, and groundwater can recharge.

FLOODPLAINS

Floodplains, are defined by the Federal Emergency Management Agency (FEMA) as any land area susceptible to being inundated by flood waters from any source, including

rivers, streams, and creeks. FEMA is the head agency in charge of delineating floodplains. To designate the floodplain FEMA utilizes a one percent annual chance of a flood, often referred to as the 100-year floodplain. Protecting floodplains is an important endeavor. FEMA has issued floodplain maps showing the extent of the 100-year floodplain. By protecting floodplains water can be detained and excess water can be stored, especially in heavy rainfall events. Drainage and groundwater recharge has proper time to occur, which helps to maintain a safer water supply. Finally, protecting floodplains can prevent unnecessary property damage and risk of injury.

Millersburg and Upper Paxton are enrolled in the National Flood Insurance Program which provides coverage of enrolled individual's home and contents in case of floods. The Pennsylvania Floodplain Management Act, was an act that was generated after the 1972 Hurricane Agnes that decimated many homes and municipalities along the Susquehanna River. Subsequently the PA Floodplain Management Act mandated that virtually all municipalities become involved in the flood insurance program and have designated floodplains.

Upper Paxton and Millersburg have designated floodplains along the Mahantango Creek, Little Wiconisco Creek, Wiconisco Creek, Susquehanna River and Shippens Run (**MAP 3-5**).

GROUNDWATER

Geologic factors such as rock type, porosity, permeability, rock inclination, faults, joints, folds, bedding planes, and solution channels affect groundwater movement and availability. Groundwater quality is a result of interaction between the groundwater and the bedrock with which it is in contact. The more soluble types of rock will allow more minerals to become dissolved in the groundwater. This determines the hardness or softness of the water. Groundwater quality will eventually affect surface water quality as it percolates into surface streams as base flow. Groundwater is highly susceptible to contamination. Leaking underground storage tanks, toxic spills, and cars leaking oil can become major problems to groundwater. The geology in this area supports fair to good yields of well water for residential uses. Geology is the leading factor as to where groundwater can be found. This area's geology provides for fair to good well yields depending upon the location. When locating individual residential housing to be serviced by wells the geology should be looked at to see if groundwater is obtainable and will provide enough water for daily use. Efforts should be made to protect ground water and surface water resources. They should be protected from intrusions such as erosion, garbage and 4-wheel vehicles.

AGRICULTURE AND STATE IMPORTANT FARMLAND

Agriculture is an important aspect of the Millersburg / Upper Paxton area (**MAP 3-6**). Agriculture is extremely dependent upon the quality of the soils. These soils are grouped into classes that help to show their agricultural capabilities. In the state of Pennsylvania soil classes I, II, and III are considered to have few limitations to crop production and are considered as Prime Farmland. Most all of the area of Upper Paxton and Millersburg are considered State Important Farmland. The only limitation is the soils that are on very steep slopes. Prime farmland is land that is best used as cropland, pasture land, rangeland and harvestable forestland. Prime Farmland has the soil quality, growing season and moisture needed to produce and sustain high yields of crops economically when treated and managed, according to modern farming methods.

If these prime agricultural soils and farmland are taken out of production by development they cannot be replaced. As a result, development should focus on land that is not classified as being Prime Farmland due to their unsuitability to cultivate an economically feasible amount of crop or pasture.

NATURAL AREAS INVENTORY

A Natural Areas Inventory of Cumberland, Dauphin and Perry Counties, Pennsylvania was compiled and written by the staff at the Pennsylvania Science Office of the Nature Conservancy in 2000. It was updated in 2005. The purpose of the document was to identify vulnerable areas so that county and municipal governments, the public and developers know their location and importance. The following sites (**MAP 3-7**) were identified in the Millersburg Borough / Upper Paxton Township area:

Berry Mountain Woods (Upper Paxton Township)

This site consists of a portion of the lower slopes of Berry Mountain along Wiconisco Creek. The habitat is an oak-heath woods occupying bouldery slopes and ravines. An abandoned railroad grade bisects the site. Associated species include lowbush blueberry, deerberry, huckleberry, pinxter flower, mountain laurel, maple-leaved viburnum, hazelnut, witch hazel, sweet birch, red chestnut and other oak species, tulip tree, white pine and hemlock. The population is apparently healthy and may benefit from the disturbances of small-scale logging and the abandoned railroad. Additional surveys, particularly of the steeper slopes and ravines, are needed to determine the full extent of the population.

Cummings Swamp (Upper Paxton Township)

This site consists of a swampy forest on the floodplain of the Susquehanna River. It supports a good quality population of the purple fringeless orchid. This species occurs in filtered light with blueflag iris and cardinal flower. Possible threats to the orchid population are overbrowsing by deer and trampling or collecting by people walking through the site.

Mahantango Creek Outcrops (Upper Paxton Township)

This site has a good quality population of PA-threatened Jeweled Shooting-Star. The plant occurs on two 20-meter high shale cliffs, about .5 miles apart along Mahantango Creek. The cliffs are east facing and consist of large areas of bare rock, with plants clinging to cracks, crevices, and seeps. The species of concern occurs 2-5 meters above the creek, especially in overhung crevices and ledges. Associated vegetation includes mosses, jewelweed, common bladder fern, maidenhair spleenwort, marginal wood-fern, Virginia creeper, and the invasive species mossy stonecrop and stilt grass. Currently the exotics are chiefly in lower or better lit portions of the cliff and do not appear to be threatening the plant species of concern. The cliffs themselves are unlikely to be disturbed because of their inaccessibility. However, care should be taken to preserve the woods above and across the creek from the cliffs as increased light may adversely affect the species of concern. The site also includes a stretch of Mahantango Creek near its confluence with the Susquehanna River. It is characterized by a sandy bottom that changes to gravel and cobbles further downstream. It supports two animal species of special concern. These aquatic animal species are sensitive to water pollution and excessive siltation.

Mahantango Mountain Slopes (Upper Paxton Township)

This site is located on the northwest slope of Mahantango Mountain, extending from the ridge's terminus at the Susquehanna River for about two miles to the east. The site supports a fair-to-good quality Mesic Central Forest Natural Community and a Northern Appalachian Acidic Cliff Natural Community. The Mesic Central Forest Natural Community is located on the lower third to half of the slope. This steeply sloping area is dominated by a canopy of mature trees including sugar maple, basswood, and red oak with lesser amounts of black birch, hop-hornbeam and hemlock. The shrub layer is sparse with maple-leaved viburnum being most common and other species including bladdernut, elderberry and hydrangea occurring as scattered individuals. The herb layer is moderately diverse including Dutchman's breeches, marginal shield fern, jewelweed, trillium and a variety of other species.

The Northern Appalachian Acidic Cliff Natural Community is located in a band occurring primarily along the top of the slope, but also extending nearly down to the river at the ridge's terminus. This natural community is characterized by large escarpments of exposed rock and talus, which supports a sparse canopy of table mountain

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

pine, pitch pine, Virginia pine and chestnut oak, with scattered individuals of serviceberry. The shrub layer occurs in patches where there is suitable substrate and includes lowbush blueberry and mountain laurel. Herb diversity is minimal with poverty grass and sedge being the most common. This natural community is potential nesting habitat for black vultures, turkey vultures, ravens and other bird species.

One threat is gradual invasion by exotic species. The road and rail line at the toe of the slope and the recent disturbance due to logging on the south face of the slope have both exposed this area to a variety of exotic species.

Malta Cliffs (Upper Paxton and Mifflin Townships & Northumberland County)

An excellent quality portion of a Pennsylvania Threatened plant species, the Jeweled Shooting Star has been identified in a steep shale cliff area along the creek. Several plant species that are growing in association include liverwort, columbine, lyre-leaved rockcress, maidenhair spleenwort, marginal shield fern, white wood aster, fragile fern and early saxifrage. A small amount of multiflora rose was growing at this site. If the rose starts to spread, cutting or limited spraying to control it may be needed.

Susquehanna River at Millersburg (Halifax & Upper Paxton Townships, Millersburg Borough and Perry County)

This site is a portion of the Susquehanna River just upstream of the confluence of the Susquehanna adjacent to Millersburg Borough. A forested island is present in the western half of the river. The river is shallow with low intensity riffles flowing over large cobbles and gravel. Algae and water stargrass grow scattered on the river bottom. Three animal species of concern have been found there. Threats to these populations as well as to other common species that occupy this stretch of the river include thermal and chemical pollution, impoundment and excessive sedimentation.

Susquehanna River at State Game Lands 3258 (Upper Paxton Township and Perry County)

This site consists of an archipelago of islands in the Susquehanna river near the Dauphin / Northumberland County line. The channels between the islands tend to have shallow, quick flowing water over a substrate of gravel and sand with a few bedrock ridges. Three animal species of concern were found in this habitat. Crafts Island, the most southern of the large islands, is dominated by silver maple and spicebush. An animal species of concern was found on the southern half of Craft's Island. The species is apparently breeding on the island. Camping or other recreational visits to this island during the breeding season could disturb this species. All the animal species of concern at State Game Lands 258 are dependent on maintaining the fish populations and water quality of the Susquehanna River.

Wiconisco Creek Outcrops (Upper Paxton and Washington Townships)

This site consists of a series of calcareous shale and limestone outcrops along Wiconisco Creek below Elizabethville. The Pennsylvania Threatened jeweled shooting star occurs on seven separate outcrops. This species was found in moist, usually north-facing or overhung ledges and rocky crevices. Associated plant species include maidenhair spleenwort, columbine, sevenbark, asters, grasses, and lichens. While the outcrops themselves are fairly inaccessible and undisturbed, logging upslope or across the Creek from these outcrops is a potential threat to this shade-loving species. Competition from exotic species of stonecrop and dumping of brush or trash over the cliffs from above are also potential threats.

Locally Significant Site:

Berry Mountain Slopes (Halifax and Upper Paxton Townships)

This site consists of a very steep, undercut shaly slope at the west end of Berry Mountain south of Millersburg. The steepness of the slope, the southwestern aspect, and the shaly soil have created hot, dry conditions and an unusual forest composition. The lower slope is eroding and has been disturbed by road building, but the upper slope has a largely intact (and unusual) forest of table mountain pine, Virginia pine, and chestnut and black oaks, with blueberry the dominant understory. Exposed boulders and ledges are also present. Access to the site is limited due to the steepness of the slope. The unusual forest type may serve as habitat for rare plant or animal species.

Bat Barn

The Millersburg Planning Commission has suggested that the Bat Barn located on the Martz property on Route 147 be preserved in some fashion. The Bat Barn is home to

approximately 40,000 bats and bat watchers come from all over the country to see them. Artist Ned Smith used to paint on this property and Indian artifacts have been found there.

INSERTS MAPS 3-1 THROUGH 3-7

CHAPTER 4: POPULATION, SOCIO-ECONOMIC PROFILE & PROJECTIONS

An analysis of the characteristics of Millersburg Borough’s and Upper Paxton Township’s population is vital to understanding and planning for the needs of their residents. Past trends, present profiles, and future projections of population data provides a very complete picture of the past, present, and future composition of these communities. Not only is it a tool for monitoring the population composition, but for making planning decisions that will affect the future development of the Millersburg – Upper Paxton area. An analysis of population projections often uncovers future needs that are not made evident by other indicators.

The amount and type of population being served directly dictates the land use scenarios required by residential, commercial, and industrial development. Future population fluctuations will directly determine the size and number of public facilities needed such as schools, parks, and playgrounds.

POPULATION TRENDS

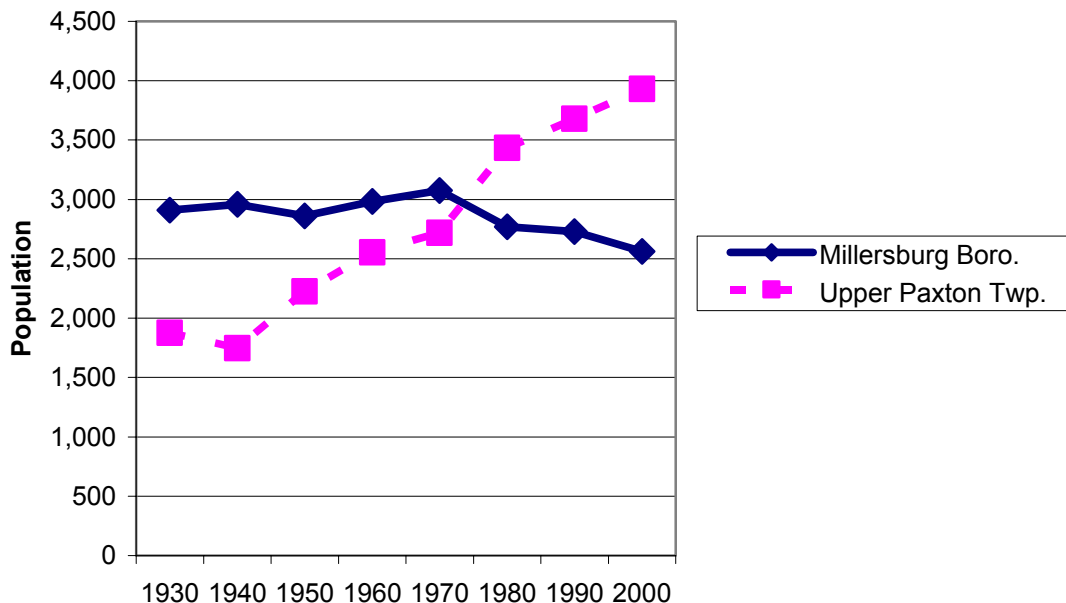
From the early 1800’s, the Millersburg Borough population steadily increased until 1970 when it began declining. Growth has continuously occurred in Upper Paxton Township. Growth during the area’s initial settlement phase was mostly due to agricultural development. The Upper Paxton Township population surpassed the Borough by 1980 and continues to increase. **Table 4-1** and **CHART 4-1** illustrate the population change in the study area from 1940 to 2000 and estimates the population change since the 2000 Census. [The latter are only estimates and may not reflect actual populations.]

**TABLE 4-1
POPULATION TRENDS
1940 - 2005**

Area	1940	1950	1960	1970	1980	1990	2000	Estimates				
								2001	2002	2003	2004	2005
Millersburg Boro.	2,959	2,861	2,984	3,074	2,770	2,729	2,562	2,541	2,534	2,518	2,493	2,491
Upper Paxton Twp.	1,747	2,225	2,555	2,718	3,435	3,680	3,930	3,935	3,964	3,969	3,966	4,045

Source: U.S. Census

**CHART 4-1
POPULATION TRENDS
1930 - 2000**



Source: U.S. Census

Migration

What proportion of the change in population is due to people moving in (in-migrations) or out (out-migration) of the Millersburg / Upper Paxton area? It is important to recognize the movement of people into and out of a community when attempting to project future needs. One way to estimate the number of migrating persons is to subtract the natural increase or decrease (births and deaths) from the total population change for a given period. The result is the net migration.

To determine migration trends, the 1990 and 2000 Census can be examined for where people (age 5 and over) lived in 1985 and 1995, respectfully. The findings are presented in **Table 4-2**. For Millersburg Borough, in the 1990 Census, 67.4 percent had lived in the same house as five years prior. That percentage was reduced to 58.1 percent in 2000, indicating the population had become more mobile. The majority (76.4 percent in 1990 and 68.6 percent in 2000) of those that moved had lived previously in Dauphin County. For Upper Paxton Township, in the 1990 Census 67.9 percent had lived in the same house five years prior, increasing to 72.2 percent in 2000, indicating a less mobile community. Also for Upper Paxton Township the majority (77.0 percent in 1990 and 74.9 percent in 2000) of those that moved had lived previously in Dauphin County

**TABLE 4-2
PLACE OF RESIDENCE 5 YEARS
PRIOR TO THE U.S. CENSUS
1990/1985 and 2000/1995**

	Millersburg Boro.	Upper Paxton Twp.
Population 5 years & over		
1985	2,541	3,453
1995	2,437	3,740
Place of Residence (population 5 years old & older)		
<i>Same House</i>		
1985		
Number	1,712	2,346
Percent	67.4	67.9
1995		
Number	1,415	2,700
Percent	58.1	72.2
<i>Different House</i>		
Total		
1985	829	1,107
1995	1,022	1,040
Elsewhere in Pennsylvania		
1985		
Number	633	852
Percent	76	77
1995		
Number	701	779
Percent	69	75
Pennsylvania: Outside Dauphin County		
1985		
Number	154	193
Percent	19	17
1995		
Number	212	189
Percent	21	18
Other State in U.S.		
1985		
Number	23	62
Percent	3	6
1995		
Number	105	58
Percent	10	6
Outside U.S.		
1985		
Number	19	0
Percent	2	0
1995		
Number	4	14
Percent	0	1

Source: U.S. Census

Population Projections

Future projections of population data provide a potential picture of the future composition of these communities. It a tool for making planning decisions that will affect the future development of the Millersburg – Upper Paxton area. An analysis of population projections often uncovers future needs that are not made evident by other indicators.

The amount and type of population being served directly dictates the land use scenarios required by residential, commercial, and industrial development. Future population fluctuations will directly determine the size and number of public facilities needed such as schools, parks, and playgrounds.

Each year the U.S. Census Bureau prepares population estimates. **TABLE 4-3** takes the average yearly change for 2001-2004 population estimates and then applies that average change to project population changes through 2020. In this method, Millersburg Borough is projected to lose 341 persons between 2000 and 2020. Upper Paxton Township is projected to increase slowly by 180 persons between 2000 and 2020.

**TABLE 4-3
PROJECTED POPULATION
(Based on 2001-2004 Population Estimates)
2005 – 2010 – 2015 – 2020**

Municipality	2000 Census Population	Average Yearly Population Change Based on 2001-2004 Pop. Estimates	2005	2010	2015	2020
Millersburg	2,562	- 17	2,476	2,391	2,306	2,221
Upper Paxton	3,930	+ 9	3,975	4,020	4,065	4,110

Source: Tri-County Regional Planning Commission

Population Density

The Millersburg / Upper Paxton area population is distributed over an area of approximately 26.8 square miles. The average density in 2000 was 242 persons per square mile. However, this figure is extremely deceiving since Millersburg Borough is comprised of only 0.8 square miles. More accurate figures are that the 2000 density of Millersburg Borough was 3,203 persons per square mile, while Upper Paxton Township was 151 persons per square mile (**Table 4-4**).

**TABLE 4-4
POPULATION DENSITY
Persons per Square Mile
1980 - 1990 - 2000**

Area	2000	Area Sq. Mi.	Persons per Square Mile		
	Population		2000	1990	1980
Millersburg Borough	2,562	0.8	3,203	4,548	4,617
Upper Paxton Township	3,930	26	151	141	132

Source: U.S. Census

POPULATION CHARACTERISTICS

Age Composition

A breakdown of population by age group is shown in **Table 4-5** and **Chart 4-2**.

The number of children under age 19 is quite important for determining the present and future needs of the school district for Millersburg Borough and Upper Paxton Township. In 2000 twenty-four percent of the Millersburg / Upper Paxton Township were 19 years old and younger.

The age group from 20-34 years contains most of the people forming households and couples in their prime childbearing years. The size of this group and the number of children they choose to bear will build the base for future generations. This segment of the population comprised 17.8 percent of the Millersburg / Upper Paxton area population in 2000.

The 45-64 segment of the population could be called the Mature Age Group. As a whole this group is not nearly as involved in household formation, new home buying or building, and is past the prime childbearing years. This segment of the population comprised 22.8 percent of the Millersburg / Upper Paxton area population in 2000.

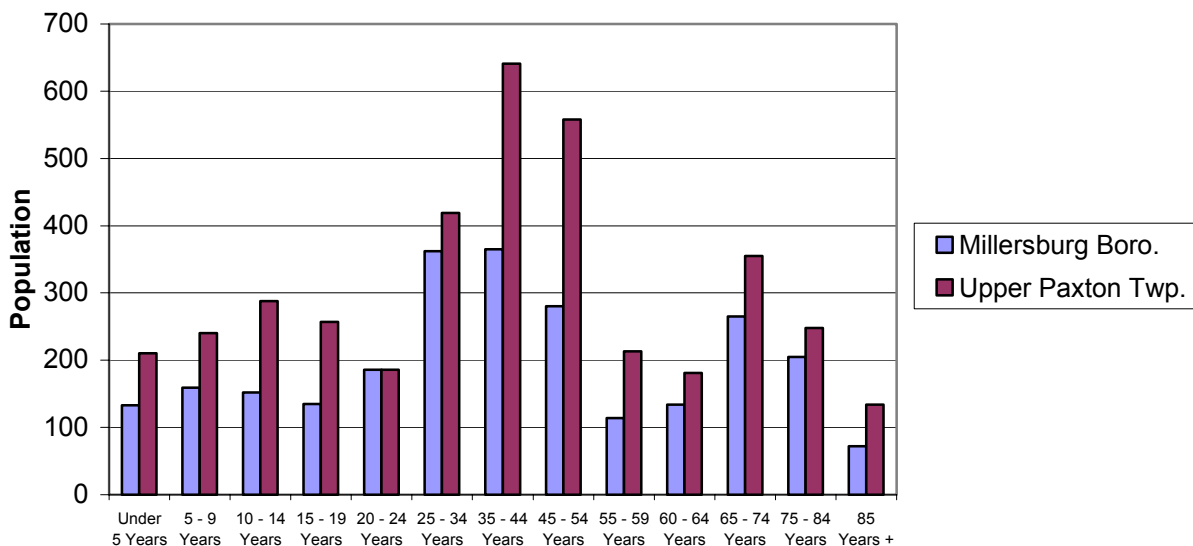
The Retired Age Group includes anyone 65 years and older. This portion of society needs to be followed closely since there are many challenges that take place after retirement. Among this age bracket there often is a need for public transportation, community care facilities, and health care facilities. This segment of the population comprised 19.7 percent of the Millersburg / Upper Paxton area population in 2000. The Millersburg population in this age group has changed from 17.8 percent (493) in 1980, to 21.9 percent (598) in 1990, to 21 percent (542) in the 2000 Census. In Upper Paxton Township the figures are 13.9 percent (478) in 1980, 16.6 percent (610) in 1990, and 18 percent (737) in 2000.

**TABLE 4-5
AGE COMPOSITION
2000**

Age	Millersburg Borough		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Under 5 Years	133	5%	210	5%
5 - 9 Years	159	6%	240	6%
10 - 14 Years	152	6%	288	7%
15 - 19 Years	135	5%	257	7%
20 - 24 Years	186	7%	186	5%
25 - 34 Years	362	14%	419	11%
35 - 44 Years	365	14%	641	16%
45 - 54 Years	280	11%	558	14%
55 - 59 Years	114	4%	213	5%
60 - 64 Years	134	5%	181	5%
65 - 74 Years	265	10%	355	9%
75 - 84 Years	205	8%	248	6%
85 Years +	72	3%	134	3%
Total	2,562	100%	3,930	100%

Source: U.S. Census

**CHART 4-2
AGE COMPOSITION
2000**



Source: U.S. Census

Median Age

The median age in Millersburg Borough in 2000 was 38.8 years. The Upper Paxton median was 41.0. In Dauphin County the median age was 37.9 and in Pennsylvania it was 38.0.

Male – Female Distribution

In 2000 Dauphin County females outnumbered males 52.0 percent to 48.0 percent. The females also outnumbered the males in both Millersburg Borough and Upper Paxton Township (**Table 4-6**). In Millersburg and Upper Paxton females outnumbered males also in the 1980 Census (53.5 percent and 51.6 percent), as well as in the 1990 Census (55.3 percent and 52.1 percent).

**TABLE 4-6
POPULATION DISTRIBUTION BY SEX
2000**

Area	Total Population	Males		Females	
		Number	Percent	Number	Percent
Dauphin County	251,798	120,853	48.0%	130,945	52.0%
Millersburg Boro.	2,562	1,176	45.9%	1,386	54.1%
Upper Paxton Twp.	3,930	1,910	48.6%	2,020	51.4%

Source: U.S. Census

Racial and Ethnic Characteristics

In 2000 98.8 percent (6,411) of the Millersburg / Upper Paxton area classified themselves as white, 0.5 percent (32) as black, 0.4 percent (23) as Asian, 0.1 percent (8) as American Indian or Alaskan Native and 0.2 percent (12) as other races (**Table 4-7**). 0.2 percent (16) classified themselves as two or more races.

Also in 2000, 0.7 percent (43) of the Millersburg / Upper Paxton area population classified themselves as Hispanic or Latino (of any race) ethnicity. Foreign born residents totaled 66 or 1.0 percent of the population. 42 of the foreign born entered the United States between 1990 and 2000. The highest totals of foreign born residents were from Latin America (33), Asia (18) and Europe (15).

The 2000 Census permitted persons to report single or multiple ancestry. Reflecting the historic pattern of predominately Germanic settlement in Central Pennsylvania, 50.2 percent of the Millersburg / Upper Paxton area population classified themselves in the German ancestry group. 12.6 percent reported themselves of United States or American ancestry, 5.5 percent reported Irish ancestry and 31.7 reported a combined total of various other ancestries. For comparison, 29.9 percent of the total Dauphin County population reported German ancestry.

**TABLE 4-7
RACE
2000**

	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Total Population	2,562	n/a	3,930	n/a
White Alone	2,524	95.52	3,887	98.91
Black or African American Alone	6	0.23	16	0.41
American Indian and Alaskan Native Alone	3	0.12	5	0.13
Asian Alone	13	0.51	10	0.25
Native Hawaiian and Other Pacific Islander Alone	0	0	0	0
Some Other Race Alone	8	0.31	4	0.1
Two or More Races	8	0.31	8	0.2

Source: U. S. Census

SOCIAL CHARACTERISTICS

Educational Enrollment & Attainment

In 2000, there were 3,553 persons in the Millersburg / Upper Paxton area age 25 years and over. Of this number 2,100 or 59.1 percent were High School Graduates. 229 or 6.4 percent had Associate Degrees, 354 or 10.0 percent had Bachelor Degrees, and 230 or 6.5 percent had Graduate or Professional Degrees. For comparison, in Dauphin County in the same year, 37.4 percent were High School Graduates, 14.7 percent had Bachelor Degrees and 8.8 percent had Graduate or Professional Degrees. **TABLE 4-8** cites Education Attainment for population 25 years old or older in 2000.

**TABLE 4-8
EDUCATIONAL ATTAINMENT
POPULATION 25 YEARS & OVER**

	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Total Persons	1,799	100.0%	2,754	100.0%
No Schooling Completed	20	1.1%	8	0.3%
Nursery to 4th Grade	0	0.0%	6	0.2%
5th & 6th Grade	0	0.0%	12	0.4%
7th & 8th Grade	95	5.3%	202	7.3%
9th Grade	125	6.9%	121	4.4%
10th Grade	85	4.7%	99	3.6%
11th Grade	29	1.6%	123	4.5%
12th Grade - No Diploma	55	3.1%	58	2.1%
High School Grad (includes G.E.D.)	834	46.4%	1,266	46.0%
Some College (Less than 1 Year)	68	3.8%	142	5.2%
Some College, 1 or More Years, No Degree	172	9.6%	220	8.0%
Associate Degree	103	5.7%	126	4.6%
Bachelor's Degree	131	7.3%	223	8.1%
Master's Degree	58	3.2%	111	4.0%
Professional School Degree	19	1.1%	37	1.3%
Doctorate Degree	5	0.3%	0	0.0%

Source: U. S. Census 2000

Persons Per Household

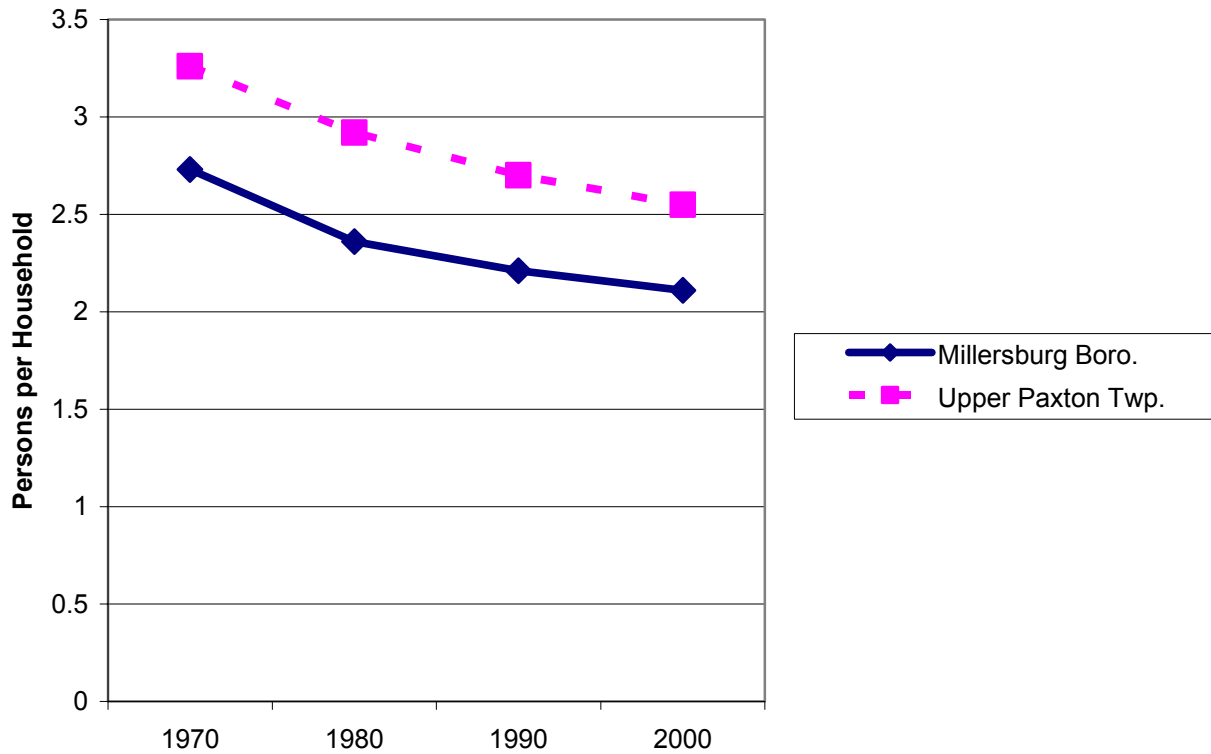
The size of households has been decreasing nationwide and in Dauphin County and the Millersburg / Upper Paxton area, as well. One factor is more couples are having fewer children. The increase in the number of non-family households and single parent families also have contributed to even smaller households. **Table 4-9** and **Chart 4-3** is a breakdown of household sizes in Millersburg Borough and Upper Paxton Township from 1970 to 2000. The drop in both municipalities has been steady. For the purposes of this plan, an assumption has been made that the 2000 rates will remain relatively constant in the future. It should be noted that owner-occupied dwelling units had a larger household size in 2000: 2.32 persons in Millersburg; and 2.63 persons in Upper Paxton. Rental households were smaller: 1.84 persons in Millersburg; and 2.28 in Upper Paxton. Millersburg Borough has a history of a high percentage of rental housing (43.3 percent in 2000).

**TABLE 4-9
HOUSEHOLD SIZE CHANGE
1970, 1980, 1990, 2000**

Area	Persons Per Household			
	1970	1980	1990	2000
Dauphin County	2.91	2.58	2.45	2.39
Millersburg Boro.	2.73	2.36	2.21	2.11
Upper Paxton Twp.	3.26	2.92	2.7	2.55

Source: U.S. Census

**CHART 4-3
PERSONS PER HOUSEHOLD
1970, 1980, 1990, 2000**



Source: U.S. Census

Marital Status

On a national scale couples have been marrying later in life than in previous years. In the Millersburg / Upper Paxton area (**Table 4-10**), between 1990 and 2000 the number of married couple increased.

**TABLE 4-10
MARRIED COUPLES
1990 & 2000**

Area	Married Couples	
	1990	2000
Millersburg Borough	409	534
Upper Paxton Township	765	960

Source: U.S. Census

ECONOMIC CHARACTERISTICS

Employment Status

The employment status of the labor force has a direct effect on the present quality of life and future growth potential of any community. In 2000, there was a civilian labor force of 3,265 persons in the Millersburg / Upper Paxton area. The unemployment rate for the area was only 4.1 percent. **Table 4-11** gives a labor force breakdown for both Millersburg Borough and Upper Paxton Township. **Table 4-12** provides a summary of the occupations within which the area residents are employed. **Table 4-13** provides employment by industry. Employment information is discussed further in the Economic Base Chapter 5.

**TABLE 4-11
LABOR FORCE
2000**

	Millersburg Boro.						Upper Paxton Township					
	Number			Percent			Number			Percent		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
Population 16 Years & Over	2,104	973	1,131	100.0	100.0	100.0	3,149	1,522	1,627	100.0	100.0	100.0
In Labor Force	1,354	699	655	64.4	71.8	57.9	1,917	1,085	832	60.9	71.3	51.1
Armed Forces	6	6	0	0.3	0.6	0.0	0	0	0	0.0	0.0	0.0
Civilian Labor Force	1,348	693	655	64.1	71.2	57.9	1,917	1,085	832	60.9	71.3	51.1
Employed	1,306	692	634	62.1	69.1	56.1	1,826	1,038	788	58.0	68.2	48.4
Unemployed	42	21	21	2.0	2.2	1.9	91	47	44	2.9	3.1	2.7
Not in Labor Force	750	274	476	35.6	28.2	42.1	1,232	437	795	39.1	28.7	48.9

Source: U.S. Census

**TABLE 4-12
TOTAL EMPLOYED CIVILIAN PERSONS 16 YEARS & OVER BY OCCUPATION
2000**

	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Total	1,306	100.0%	1,826	100.0%
Male	672	51.5%	1,038	56.8%
Female	634	48.5%	788	43.2%
Occupation				
Managerial / Professional	320	24.5%	563	30.8%
Service	154	11.8%	263	14.4%
Sales & Office	370	28.3%	380	20.8%
Farming, Forestry & Fishing	0	0.0%	29	1.6%
Construction, Extraction & Maintenance	142	10.9%	228	12.5%
Production, Transportation & Material Moving	320	24.5%	363	19.9%

Source: U.S. Census

**TABLE 4-13
EMPLOYED CIVILIANS 16 YEARS & OVER BY INDUSTRY
2000**

Industry	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Agriculture, forestry, fishing, hunting & mining	0	0.0	42	2.3
Construction	96	7.4	150	8.2
Manufacturing	321	24.6	438	24.0
Wholesale Trade	47	3.6	28	1.5
Retail Trade	141	10.8	202	11.1
Transportation, & warehousing, and utilities	63	4.8	78	4.3
Information	45	3.4	25	1.4
Finance, insurance, real estate, and rental & leasing	108	8.3	154	8.4
Professional, scientific, management, administrative, and waste management services	31	2.4	136	7.4
Educational, health & social services	182	13.9	224	12.3
Arts, entertainment, recreation, accommodation and food services	76	5.8	104	5.7
Other services (except public administration)	100	7.7	60	3.3
Public administration	96	7.4	185	10.1
Total	1,306	100.0	1,826	100.0

Source: U.S. Census

Location of Employment and Commuting Trends

Employment availability within the Millersburg / Upper Paxton area has a direct influence on the amount of time residents spend commuting to work each day. **Table 4-14** lists the mean travel time to work for Millersburg Borough and Upper Paxton Township. For comparison, travel times for other municipalities in northern Dauphin County are also listed. In 1980 and 1990 the mean travel time for a Dauphin County commuter was 19 minutes. In 2000 the time had increased to 21 minutes. Millersburg Borough and Upper Paxton Township are higher, but not the highest in Upper Dauphin County. A longer travel time is indicative of a more rural area, since employment centers are smaller and more widely dispersed.

**TABLE 4-14
MEAN TRAVEL TIME TO WORK
1980 - 1990 - 2000**

Area	Mean Travel Time (Minutes)		
	1980	1990	2000
Dauphin County.	19	19	21
NORTH PLANNING SECTION			
Berrysburg Boro.	31	32	39
Elizabethville Boro.	18	25	28
Gratz Boro.	30	29	33
Halifax Boro.	24	25	31
Halifax Twp.	27	27	31
Jackson Twp.	37	32	36
Jefferson Twp.	41	36	40
Lykens Boro.	27	26	27
Lykens Twp.	27	27	32
Mifflin Twp.	29	26	32
Millersburg Boro.	20	26	26
Pillow Boro.	28	25	27
Reed Twp.	24	26	28
Upper Paxton Twp.	24	26	27

Source: U.S. Census

The various means of transportation to work and the percentages of persons using each type are listed in **Table 4-15**. In 2000, 90.4 percent of all job holders in the Millersburg / Upper Paxton area used a car, truck or van to get to work. Of that number, 82.3 percent drove alone, while 17.7 percent participated in a carpool. Only 1.0 percent of the area workers used public transportation to get to work.

**TABLE 4-15
MEANS OF TRANSPORTATION TO WORK
(Workers 16 Years & Over)
2000**

Means of Transportation	Millersburg Boro.		Upper Paxton Township	
	Number	Percent	Number	Percent
Mean Travel Time to Work (minutes)	26.2	n/a	26.7	n/a
Car, Truck or Van				
Drive Alone	895	70.1	1,404	77.3
Carpool	221	17.3	275	15.1
Public Transportation (including taxicab)	15	1.2	16	0.9
Walked	97	7.6	49	2.7
Worked at Home	19	1.5	59	3.2
Other Means	29	2.3	14	0.8
Total	1,276	100.0	1,817	100.0

Source: U.S. Census

Household and Family Income

Household and family income profiles are excellent indicators of an area’s physical quality of life and economic climate. These income characteristics are vital for determining the strength of the economic base. The strength of the economic base affects the demand for commercial and professional businesses, and indirectly influences population growth and other demographic characteristics.

Table 4-16 lists both the median family and median household income for Millersburg Borough and Upper Paxton Township for 1980, 1990 and 2000. Between 1980 and 2000 median household income increased 173 percent in Millersburg Borough and 121 percent in Upper Paxton Township.

The U.S. Census Bureau differentiates between “family” and “household” as follows:

Family: A group of 2 or more people who reside together and who are related by birth, marriage or adoption.

Household: Includes all the people who occupy a housing unit as their usual place of residence. A household may comprise a group of unrelated people or one person living alone.

Therefore, by definition, “family” income data excludes all instances where one person lives alone, and it also excludes income of unrelated persons living in the same dwelling unit.

**TABLE 4-16
MEDIAN INCOME
1980 – 1990 – 2000**

Area	Median Household Income					Median Family Income				
	1980	1990	2000	1980-2000 Change		1980	1990	2000	1980-2000 Change	
				#	%				#	%
Dauphin County	17,139	30,985	41,507	24,368	142%	20,596	37,254	50,974	30,378	147%
Millersburg Boro.	12,828	22,702	34,970	22,142	173%	16,227	30,953	44,327	28,100	173%
Upper Paxton Twp.	18,029	29,651	39,864	21,835	121%	19,206	32,129	48,981	29,775	155%

Source: U.S. Census

Poverty

To define poverty, the U.S. Census Bureau uses money income thresholds that vary by family size and composition to detect who is poor. If the total income of the family or unrelated individuals falls below the related poverty threshold, the family or individual is classified as being “below the poverty level”. **Table 4-17** provides the poverty thresholds utilized in the 2000 Census.

**TABLE 4-17
POVERTY THRESHOLDS IN 2000 (Dollars)**

Size of Family Unit	Weighted Average Threshold	Related Children Under 18 Years						
		None	One	Two	Three	Four	Five	Six
One Person (unrelated individual)	8,794							
Under 65 Years	8,959	8,959						
65 Years & Over	8,259	8,259						
Two Persons	11,239							
Householder Under 65 Years	11,590	11,531	11,869					
Householder 65 Years & Over	10,419	10,409	11,824					
Three Persons	13,738	13,470	13,861	13,874				
Four Persons	17,603	17,761	18,052	17,463	17,524			
Five Persons	20,819	21,419	12,731	21,065	20,550	20,236		
Six Persons	23,528	24,636	24,734	24,224	23,736	23,009	22,579	
Seven Persons	26,754	28,347	28,524	27,914	27,489	26,696	25,772	24,758
Eight Persons	29,701	31,704	31,984	31,408	30,904	30,188	29,279	28,334
Nine Persons or More	35,060	38,138	38,322	37,813	37,385	36,682	35,716	34,841

Source: U.S. Census

Listed in **Table 4-18** are percentages of persons and families below poverty level. These percentages are important to human services planning and in determining the need for, as well as the allocation of, public assistance programs. Persons below poverty level have decreased between 1980 and 2000 in Millersburg Borough from 10.50 percent (292) to 6.80 percent (174) and in Upper Paxton Township from 10.40 percent (355) to 8.70 percent (323). Families below poverty level have decreased in Millersburg Borough from 6.30 percent (49) to 4.70 percent (33) and in Upper Paxton Township from 7.40 percent (71) to 7.10 percent (78).

**TABLE 4-18
PERSONS & FAMILIES BELOW POVERTY LEVEL
1980 – 1990 – 2000**

Area	Persons Below Poverty Level						Families Below Poverty Level					
	1980		1990		2000		1980		1990		2000	
	#	%	#	%	#	%	#	%	#	%	#	%
Millersburg Boro.	292	10.50%	276	10.10%	174	6.80%	49	6.30%	56	7.40%	33	4.70%
Upper Paxton Twp.	355	10.40%	229	6.20%	323	8.70%	71	7.40%	36	3.50%	78	7.10%

Source: U.S. Census, PA State Data Center

Table 4-19 provides information on the ages of persons who lived below the poverty level in 1999 (2000 Census). In both Millersburg Borough and Upper Paxton Township, the most people below the poverty level were found in the 18 to 64 years age group, 95 and 164, respectively. Children through age 17 were found to be 37 in Millersburg Borough and 115 in Upper Paxton Township. Persons 65 and over were found to be 42 and 44, respectively.

**TABLE 4-19
AGES OF PERSONS BELOW POVERTY LEVEL
2000**

	Millersburg Boro.	Upper Paxton Twp.
Total Population	2,562	3,930
Below Poverty Level in 1999		
Number	174	323
Percent	6.80%	8.2
Under 5 Years	0	32
5 Years	0	18
6 to 11 Years	13	38
12 to 17 Years	24	27
0 to 17 Total		
Number	37	115
Percent	1.40%	2.90%
18 to 64 Years		
Number	95	164
Percent	3.70%	4.20%
65 to 74 Years		
Number	17	5
Percent	0.70%	0.10%
75 Years & Over		
Number	25	39
Percent	1.00%	1.00%

Source: U.S. Census

CHAPTER 5: ECONOMIC BASE

LABOR FORCE STATISTICS

The total civilian labor force for the Millersburg / Upper Paxton area in 2000 was 3,265, up from 3,104 in 1990 (1,300 in Millersburg Borough and 3,104 in Upper Paxton Township). In 2000, 54.5 percent of the civilian labor force was male and 45.5 percent was female. There were 6 persons in the Armed Services, all from Millersburg. The unemployed civilian labor force was 133 persons, up from 70 persons in 1990 (Millersburg 28, Upper Paxton 42). **Table 5-1** provides a labor force breakdown for 2000 for Millersburg Borough and Upper Paxton Township.

**TABLE 5-1
LABOR FORCE STATISTICS
2000**

	Millersburg Boro.	Upper Paxton Township	Area Total
Population 16 Years & Over			
Total	2,104	3,149	5,253
Male	973	1,522	2,495
Female	1,131	1,627	2,758
Age 16 & Over in Labor Force			
Total	1,354	1,917	3,271
Male	699	1,085	1,784
Female	655	832	1,487
Age 16 & Over Not in Labor Force			
Total	750	1,232	1,982
Male	274	437	711
Female	476	795	1,271
Civilian Labor Force			
Total	1,348	1,917	3,265
Male	693	1,085	1,778
Female	655	832	1,487
Employed Civilian Labor Force			
Total	1,306	1,826	3,132
Male	672	1,038	1,710
Female	634	788	1,422
Unemployed Civilian Labor Force			
Total	42	91	133
Male	21	47	68
Female	21	44	65
Armed Forces			
Total	6	0	6
Male	6	0	6
Female	0	0	0

Source: U. S. Census

Resident Employment by Industry

Table 5-2 provides the 2000 U.S. Census distribution of employment by industry among Millersburg Borough and Upper Paxton Township residents. These residents do not

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necessarily work in either Millersburg Borough or Upper Paxton Township. The largest percentage (37.7 percent) of employed Millersburg / Upper Paxton area resident civilians worked in the Public Administration industry (1,181). This held true for Upper Paxton Township alone (59.4 percent). However, in Millersburg, the predominant employment industry was Manufacturing (24.6 percent). The U.S. Census Bureau provides definitions of the various industry classifications. They are:

Agriculture, Forestry, Fisheries, Hunting and Mining: farms, greenhouses, orchards, hatcheries, logging, quarries, etc.

Construction: building, highway, plumbing, electrical, excavation, utility contractors.

Manufacturing: meat packing, metal fabricating, flour and grain mills, textiles, apparel, millwork, furniture, paper mills, publishing/printing, chemicals, refining, footwear, etc.

Transportation, Communications, and Public Utilities: passenger and freight transportation, motor freight, air transportation, pipeline transmission, railroads, radio, electric, gas and sewage utilities, etc.

Wholesale Trade: businesses primarily engaged in selling merchandise to retailers; to industrial, commercial, institutional, farm or professional business users; and bringing buyer and seller together.

Retail Trade: businesses primarily engaged in retail sale of merchandise to the general public for personal or household consumption; the buying of goods for resale to the consumer.

Finance, Insurance, Real Estate: banks, credit unions, security brokers, insurance carriers, realtors, etc.

Business, Repair and Other Services: advertising, employment agencies, photography, equipment leasing, automotive repair, locksmiths, appliance repair, etc.

Personal Entertainment, Arts, Recreation, and Food Service: theater, dance studios, golf courses, fitness centers, prepared food.

Professional Scientific, Technical, Education, and Healthcare Services: doctors, nursing, attorneys, engineers, accountants, consultants, bookkeeping, payroll, computer services, research, social workers, and teachers.

Public Administration: police, municipal managers/secretaries, penitentiaries, veteran's affairs, planning commissions, elected officials, etc.

**TABLE 5-2
EMPLOYED RESIDENTS - 16 YEARS & OLDER
BY INDUSTRY
2000**

Industry	Millersburg Borough	Upper Paxton Township	Total
Total Civilian Employed (Age 16 & Over)	1,306	1,826	3,132
Agriculture, Forestry, Fishing, Hunting & Mining			
Number	0	42	42
Percent	0	2.3	1.3
Construction			
Number	96	150	246
Percent	7.35	8.21	7.9
Manufacturing			
Number	321	438	759
Percent	24.58	23.99	24.2
Wholesale Trade			
Number	47	28	75
Percent	3.6	1.53	2.4
Retail Trade			
Number	141	202	343
Percent	10.8	11.06	11.0
Transportation, Warehousing & Utilities			
Number	63	78	141
Percent	4.82	4.27	4.5
Information			
Number	45	25	70
Percent	3.45	1.37	2.2
Finance, Insurance, Real Estate, Rental & Leasing			
Number	108	154	262
Percent	8.27	8.43	8.4
Professional, Scientific, Management, Administration, and Waste Management Services			
Number	31	136	167
Percent	2.37	7.45	5.3
Educational, Health & Social Services			
Number	182	224	406
Percent	13.94	12.27	13.0
Arts, Entertainment, Recreation, Accommodations, and Food Services			
Number	76	104	180
Percent	5.82	5.7	5.7
Other Services (Except Public Administration)			
Number	100	60	160
Percent	7.66	3.29	5.1
Public Administration			
Number	96	1,085	1,181
Percent	7.35	59.41	37.7

Source: U.S. Census

Table 5-3 indicates means of transportation to work and the time it took to commute in 2000. From this information it can be estimated that those with less than 10 minutes travel time - 989 (32.8 percent) probably worked in the immediate Millersburg / Upper Paxton area. Those with longer travel times of 30 to 59 minutes, 1,031 persons (34.2 percent) most likely worked in lower Dauphin County. There were 269 persons (8.9 percent) who traveled 60 to 90 or more minutes.

**TABLE 5-3
JOURNEY TO WORK
2000**

	Millersburg Boro.		Upper Paxton Twp.		Total Area	
	Number	Percent	Number	Percent	Number	Percent
Means of Transportation & Carpooling						
Workers 16 and Over	1,276	100.0	1,817	100.0	3,093	100.0
Car, Truck or Van	1,116	87.5	1,679	92.4	2,795	90.3
Drove Alone	895	70.1	1,404	77.3	2,299	74.3
Carpooled	221	17.3	275	15.1	496	16.0
Public Transportation	15	1.2	16	0.9	31	1.0
Motorcycle	6	0.5	7	0.4	13	0.1
Bicycle	0	0.0	0	0.0	0	0.0
Walked	97	7.6	49	2.7	146	4.7
Other Means	23	1.8	7	0.4	30	1.0
Worked at Home	19	1.5	59	3.2	78	2.5
Travel Time to Work						
Workers who did not work at home	1,257	100.0	1,758	100.0	3,015	100.0
Less than 10 minutes	483	38.4	506	28.8	989	32.8
10 to 14 minutes	111	8.8	204	11.6	315	10.4
15 to 19 minutes	76	6.0	180	10.2	256	8.5
20 to 24 minutes	44	3.5	58	3.3	102	3.4
25 to 29 minutes	21	1.7	32	1.8	53	1.8
30 to 34 minutes	55	4.4	59	3.4	114	3.8
35 to 44 minutes	96	7.6	136	7.7	232	7.7
45 to 59 minutes	253	20.1	432	24.6	685	22.7
60 to 89 minutes	89	7.1	140	8.0	229	7.6
90 or more minutes	29	2.3	11	0.6	40	1.3
Mean travel time to work (minutes)	26.2	n/a	26.7	n/a	26.5	n/a

Source: U.S. Census

Resident Employment by Occupation

The U.S. Census also includes occupational data regarding the type of work a person does, in addition to the industry in which they work. Occupation describes the kind of work the person does on the job. For employed people, the data refer to the person’s job during the reference week. For those who work at two or more jobs, the data refer to the job at which the person worked the greatest number of hours.

Table 5-4 provides the occupational data for the Millersburg / Upper Paxton area in 2000. In 2000, the leading occupation in Millersburg was Sales & Office Occupations: 370 persons or 28.3 percent of employed civilians. In both Upper Paxton Township and the Millersburg / Upper Paxton area, as a whole, the leading occupational category was Management, Professional and Related Occupations: 563 persons (30.8 percent) and 883 persons (28.2 percent), respectively.

**TABLE 5-4
EMPLOYED CIVILIAN POPULATION - 16 YEARS & OVER
BY OCCUPATION
2000**

Occupation	Millersburg Boro.		Upper Paxton Twp.		Total Area	
	Number	Percent	Number	Percent	Number	Percent
Total Employed Civilians 16 Years & Over	1,306	100.0	1,826	100.0	3,132	100.0
Management, Professional and Related Occupations	320	24.5	563	30.8	883	28.2
Service Occupations	154	11.8	263	14.4	417	13.3
Sales and Office Occupations	370	28.3	380	20.8	750	23.9
Farming, Fishing & Forestry Occupations	0	0.0	29	1.6	29	0.9
Construction, Extraction, and Maintenance Occupations	142	10.9	228	12.5	370	11.8
Production, Transportation & Material Moving Occupations	320	24.5	363	19.9	683	21.8

Source: U.S. Census

Per Capita, Median Household & Median Family Incomes

The U.S. Census reports Per Capita, Median Household and Median Family Incomes. The income reported is for the previous year: i.e. 1999 income is reported in 2000. **Table 5-5** traces Per Capita Income in Dauphin County, Millersburg Borough and Upper Paxton Township from 1980 to 2000 (unadjusted). Over the 20-year period the Per Capita Income increased \$13,073 in Millersburg and \$11,714 in Upper Paxton, as compared to \$14,609 for Dauphin County as a whole.

Median Household (the U.S. Census definition of “family” excludes 1-person households) Income is also found in **Table 5-5**. Between 1980 and 2000, the change was \$22,142 in Millersburg Borough, \$21,835 in Upper Paxton Township, as compared to \$24,368 in Dauphin County.

Changes in Median Family Income are also found in **Table 5-5**. Again, over the 20-year period, Dauphin County’s change was slightly higher (\$30,378), as compared to Millersburg Borough (\$28,100) and Upper Paxton Township (\$29,775).

**TABLE 5-5_
PER CAPITA INCOME, MEDIAN HOUSEHOLD INCOME, &
MEDIAN FAMILY INCOME
1980 - 1990 - 2000**

	Dauphin County	Millersburg Borough	Upper Paxton Township
Per Capita Income			
1980	7,525	6,144	6,231
1990	14,890	12,987	11,844
2000	22,134	19,217	17,945
1980 - 2000 Change			
Dollars	14,609	13,073	11,714
Percent	194.14%	212.78%	188.00%
Median Household Income			
1980	17,139	12,828	18,029
1990	30,985	22,702	29,651
2000	41,507	34,970	39,864
1980 - 2000 Change			
Dollars	24,368	22,142	21,835
Percent	142.18%	172.61%	121.11%
Median Family Income			
1980	20,596	16,227	19,206
1990	37,254	30,953	32,129
2000	50,974	44,327	48,981
1980 - 2000 Change			
Dollars	30,378	28,100	29,775
Percent	147.49%	173.17%	155.03%

Source: U.S. Census

Unemployment

A problem that almost every municipality faces, and must solve to remain economically healthy, is unemployment. Unemployment rates are often used as economic indicators, since they reflect the demand for labor that a particular economy drives. However, there are too many other factors that affect unemployment to qualify it as a sole indicator of economic strength. Unemployment rates can be affected by seasonal jobs, state and national trends, and personnel decisions of large employers. **Table 5-6** traces the unemployment trends in the Millersburg / Upper Paxton area from 1980 to 2000. The unemployment rates for both Millersburg Borough and Upper Paxton Township declined over the 20-year period, Millersburg in particular.

**TABLE 5-6
UNEMPLOYMENT TRENDS
(Civilian Labor Force)
1980 - 1990 - 2000
(Unadjusted)**

Area	Unemployed					
	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Millersburg Borough	144	11.3	46	3.5	42	3.1
Upper Paxton Township	117	6.8	89	4.9	91	2.9

AGRICULTURAL ECONOMY

The geographic profile of Dauphin County reveals that the northern section is dominated by poorly drained, shallow, rocky soils and steep sloped ridges. However, the valleys in this region generally possess moderate to well drained, deep fertile soils and shallow slopes. These soils are well suited for agricultural use.

The U.S. Census of Agriculture defines a farm as “any place that had, or normally would have had, a total value of sales of agricultural products during the census year of \$1,000 or more.” As of 2002, 852 farms were registered in Dauphin County. This number is higher than the 675 registered in 1982. In 2002 there were 94,983 acres in farms, down from 98,598 in 1997. In 2002 the average size farm was 111 acres, down from 115 in 1997.

Dauphin County participates in Act 149 of 1988 – the Farmland Preservation Act which amended the Agricultural Area Security Law of 1981. The Act sets up a funding to purchase Agricultural Conservation Easements on farms included in Agricultural Security Areas. The purpose of the Act is to preserve farmlands for agricultural production. This Act:

- Encourages farmers to make long-term commitment to agriculture by offering them financial incentives and security of land use.
- Protects farming operations from incompatible nonfarm land uses that may render farming impracticable.
- Assures conservation of prime and productive farm lands, making the farmer more competitive and protecting the agricultural economy of the state.

Participation in the Agricultural Security Program requires that a total of 250 or more acres of land within a municipality be used for agricultural production of crops or livestock products under the ownership of one or more persons for designation as an agricultural security area. In return, various protections are offered:

- Protects land included in an Agricultural Security Area from nuisance ordinances that restrict normal farming operations
- Forbids unreasonably restricting farm practices or farm structures
- Requires local jurisdiction to encourage the continuity, development and viability of agriculture within the area
- Requires additional review prior to condemnation through eminent domain

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As of October 2006, sixteen (16) municipalities participate in the Agricultural Security Program in Dauphin County. 694 landowners in the County are active participants with approximately 63,915 acres of agricultural land under the provisions of the Program. Each municipality must reconsider its involvement in the Program every seven years. Millersburg Borough is not a participant. However, Upper Paxton Township is and has 5,882 acres (75 farms) in the Program (**Table 5-7**).

The Act also has a provision by which the State or County can purchase, separately or jointly, an Agricultural Conservation Easement – an interest in land that represents the right to prevent the development or improvement of that land for any purpose other than agricultural production. There must be a minimum of 500 acres enrolled within a municipality’s Agricultural Security Area Program to be eligible for the easement program. The easement is granted in perpetuity. Presently, the Commonwealth is providing matching funds for every dollar allocated by the County to purchase the conservation easement from qualified farms and their owners. Since 1991, Dauphin County has been active in purchasing Agricultural Conservation Easements. Fifteen farm easements (1,492 acres) have been purchased in the County as of October 2006. **Map 5-1** illustrates the locations of the Agricultural Security Areas and Conservation Easements in the Upper Paxton Township in October 2006. Also as of October 2006, the County has on file 46 applications for Easements, 7 of which are in Upper Paxton Township.

**TABLE 5-7
AGRICULTURAL SECURITY PROGRAM &
AGRICULTURAL CONSERVATION EASEMENTS
2006**

Area	Agricultural Security Program		Agricultural Conservation Easements	
	Farms	Acres	Number	Acres
Millersburg Boro.	0	0	0	0
Upper Paxton Twp.	75	5,882	15	1,492

Source: Dauphin County Conservation District

ECONOMIC CENSUS

Every five years, in years ending with “2” and “7”, the U.S. Census Bureau comprehensively measures America’s business activity through an Economic Census. Data is primarily made available at the State and County levels, plus many municipalities having a population of 2,500 or greater. Millersburg Borough is included in the latter. Upper Paxton Township is not. **TABLE 5-8** lists the Millersburg Economic Census data for 1982, 1987, 1992, 1997 and 2002.

**TABLE 5-8
U.S. CENSUS
ECONOMIC CENSUS
1982 - 1987 - 1992 - 1997 - 2002
Millersburg Borough**

Economic Census Year	Category	Number of Establishments	Sales/ Receipts [\$1,000]	Annual Payroll [\$1,000]	Number of Employees Pay Period Including March 12th
1982	Minerals Industries	n/a	n/a	n/a	n/a
	Construction Industries	n/a	n/a	n/a	n/a
	Manufacturers	14	n/a	14,300	1,300
	Transportation, Communication & Utilities	n/a	n/a	n/a	n/a
	Wholesale Trade	8	55,777	3,176	116
	Retail Trade	77	35,031	3,051	361
	Finance, Insurance, & Real Estate Industries	n/a	n/a	n/a	n/a
	Service Industries	n/a	2,752	609	74
	1987	Minerals Industries	n/a	n/a	n/a
Construction Industries		n/a	n/a	n/a	n/a
Manufacturers		12	n/a	n/a	n/a
Transportation, Communication & Utilities		n/a	n/a	n/a	n/a
Wholesale Trade		10	55,526	2,655	167
Retail Trade		50	35,869	2,907	309
Finance, Insurance, & Real Estate Industries		n/a	n/a	n/a	n/a
Service Industries		24	5,988	1,788	126
1992	Minerals Industries	n/a	n/a	n/a	n/a
	Construction Industries	n/a	n/a	n/a	n/a
	Manufacturers	10	n/a	n/a	n/a
	Transportation, Communication & Utilities	n/a	n/a	n/a	n/a
	Wholesale Trade	7	n/a	n/a	n/a
	Retail Trade	46	40,093	5,130	482
	Finance, Insurance, & Real Estate Industries	n/a	n/a	n/a	n/a
	Service Industries	32	6,720	2,525	123
1997	Mining	n/a	n/a	n/a	n/a
	Utilities	n/a	n/a	n/a	n/a

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

	Construction	n/a	n/a	n/a	n/a
1997 (cont.)	Manufacturing	11	86,614	22,067	1,039
	Wholesale Trade				
	Retail Trade	28	32,963	2,896	267
	Transportation and Warehousing	n/a	n/a	n/a	n/a
	Information	n/a	n/a	n/a	n/a
	Finance & Insurance	n/a	n/a	n/a	n/a
	Real Estate & Rental & Leasing	2	n/a	n/a	0 to 19
	Professional, Scientific, & Technical Services	5	745	293	16
	Management of Companies & Enterprises	n/a	n/a	n/a	n/a
	Administrative & Support & Waste Management & Remediation Services	2	n/a	n/a	20 to 99
	Educational Services	n/a	n/a	n/a	n/a
	Health Care & Social Assistance	12	6,037	3,116	165
	Arts, Entertainment & Recreation	2	n/a	n/a	20 to 99
	Accommodations & Food Services	12	3,607	998	118
	Other Services (except Public Administration)	8	1,521	244	27
	2002	Mining	Data not yet available		
Utilities		Data not yet available			
Construction		Data not yet available			
Manufacturing		10	100,790	24,244	814
Wholesale Trade		1	n/a	n/a	1 to 19
Retail Trade		20	20,105	2,139	164
Transportation and Warehousing		Data not yet available			
Information		3	n/a	n/a	20 to 99
Finance & Insurance		Data not yet available			
Real Estate & Rental & Leasing		5	2,344	559	31
Professional, Scientific, & Technical Services		9	1,273	1,235	48
Management of Companies & Enterprises		Data not yet available			
Administrative & Support & Waste Management & Remediation Services		Data not yet available			
Educational Services		Data not yet available			
Health Care & Social Assistance		13	n/a	n/a	20 to 99
Arts, Entertainment & Recreation		3	n/a	n/a	0 to 19
Accommodations & Food Services		7	2,536	697	62

Economic Base

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

2002 (cont.)	Other Services (except Public Administration)	10	n/a	n/a	20 to 99
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Source: U.S. Economic Census

ECONOMIC DEVELOPMENT

Keystone Opportunity Zones

Keystone Opportunity Zones are defined-parcel-specific areas with greatly reduced or no tax burden for property owners, residents and businesses in order to stimulate economic development. KOZs have been designated by local communities and approved by the Commonwealth of Pennsylvania. They are a partnership between each community and region among state and local taxing bodies, school district, economic development agencies and community-based organizations. Dauphin County has three designated KOZs, two of which are in the Millersburg / Upper Paxton area (**Map 5-2**).

To be considered a Keystone Opportunity Zone, a site must have:

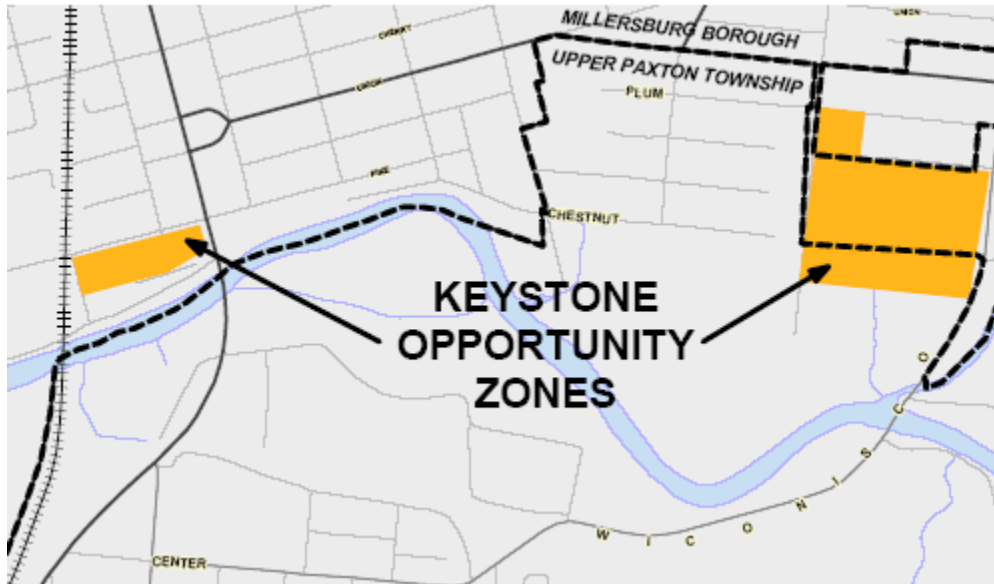
1. Displayed through a vision / strategy statement how this property through targeted growth could impact these positively;
2. Displayed evidence of adverse economic and socio-economic conditions within the proposed zone such as high poverty rates, high unemployment rates, percentage of abandoned or underutilized property, and/or population loss;
3. Passed binding resolutions or ordinances forgoing certain taxes; this included school districts, county and municipal governments;
4. Public and private commitment of resources;
5. Linkages to regional community and economic development activities including Team Pennsylvania and initiatives under the Pennsylvania Department of Community & Economic Development’s Center for Community Building;
6. A written plan discussing the implementation of quality school improvements and local crime reduction measures; and
7. A demonstrated cooperation from surrounding municipalities.

Projects in Keystone Opportunity Zones shall receive priority consideration for State assistance under State community and economic development programs as well as community building initiatives. Projects in designated KOZ’s that are approved for Pennsylvania Industrial Development Authority or Small Business Financing shall receive the lowest interest rate extended to borrowers.

The Millersburg /Upper Paxton Keystone Opportunity Zones consists of two properties designated in 1999.

1. An approximately one acre site is municipally owned. The previous building has been torn down. The site is currently utilized as the municipal recycling center.
2. The second site was formerly a shoe factory. It is under private ownership. While approximately 90% is unoccupied, there are a couple of office-related businesses. There are approximately 500 paved parking spaces and 2 loading docks. The owner has not pursued KOZ benefits.

**MAP 5-2
KEYSTONE OPPORTUNITY ZONE
MILLERSBURG BOROUGH & UPPER PAXTON TOWNSHIP**



Economic Development Construction Activity

Building permit activity in the Millersburg / Upper Paxton area is tracked in the Dauphin County Planning Commission's Annual Reports. Included in those reports is information on commercial and industrial development permits issued and their estimated total value of construction. **Table 5-9** traces that activity from 1984 to 2005 in the Millersburg / Upper Paxton area. From these tables and charts it becomes evident that commercial activity in Millersburg Borough has been sporadic, but increased in 2001, 2002 & 2004. In Upper Paxton Township commercial activity was consistent between 2001 & 2004. Industrial activity has been non-existent in Millersburg Borough from 1984 - 2005, however, in Upper Paxton Township has occurred in five out of the last 22 years.

**TABLE 5-9
TOTAL VALUE OF COMMERCIAL & INDUSTRIAL CONSTRUCTION ACTIVITY
1984 - 2005**

Year	Commercial Construction			Industrial Construction		
	Millersburg Borough	Upper Paxton Township	Total Area	Millersburg Borough	Upper Paxton Township	Total Area
1984		\$40,000	\$40,000			
1985	\$305,500	\$238,000	\$543,500		\$307,000	\$307,000
1986		\$293,374	\$293,374		\$470,000	\$470,000
1987		\$26,300	\$26,300		\$52,000	\$52,000
1988		\$200,000	\$200,000			
1989	\$8,500	\$40,000	\$48,500			
1990						
1991	\$484,000		\$484,000			
1992						
1993		\$165,000	\$165,000			
1994		\$1,303,000	\$1,303,000			
1995		\$470,431	\$470,431		\$50,545	\$50,545
1996						
1997						
1998						
1999						
2000						
2001	\$5,397,539	\$111,000	\$5,508,539			
2002	\$31,200	\$655,000	\$686,200			
2003		\$310,000	\$310,000			
2004	\$1,314,000	\$2,238,500	\$3,552,500		\$35,000	\$35,000
2005						

Source: Dauphin County Planning Commission Annual Reports

COMMUNITY ATTITUDE SURVEY

In 2005 a Community Attitude random survey was conducted of Millersburg Borough and Upper Paxton property owners. Of approximately 500 surveys mailed, there was an approximate 20% return: 34 from Millersburg Borough and 110 from Upper Paxton Township. Some of the questions on the survey dealt with what types of industrial and commercial uses the respondents felt were needed in the Millersburg / Upper Paxton area. A summary of the responses is listed below:

Question 13. Please check all the types of industrial uses for which you feel there is a need in the Millersburg Borough – Upper Paxton Township area.

- 71 Manufacturing and processing
- 59 Small scale sites for start up businesses
- 27 Warehouses and distribution uses
- 27 Industrial / Business parks
- 26 High-tech industrial park
- 6 No more needed
- 3 Quarrying and related processing
- 4 Other: Fill empty existing buildings
Jobs with benefits

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

Tourism
Bring county and satellite offices to our area

Question 14. Please check all the types of commercial uses for which you feel there is a need in the Millersburg Borough – Upper Paxton Township area.

55 Major shopping centers/malls
52 Restaurants and lodging
39 Neighborhood based conveniences
31 Specialty stores and boutiques
21 Food and drug shopping centers
20 Commercial offices
16 No more needed
1 Other: In town mini-mart

The Joint Comprehensive Plan Advisory Committee (Borough Planning Commission and representative of Upper Paxton Township Supervisors) also expressed the need for the following: hotels; bookstores, enhanced local library; and shopping availability for “basics”.

In discussions with municipal officials, the observation was made that while additional industrial and commercial uses are desired, 81 of the total respondents felt that one of the primary advantages of living and working in the Millersburg / Upper Paxton area is the “small town feel”. This advantage may be at odds with the effects of many of the desired industrial and commercial uses.

A summary of the survey results is as follows:

- (1) 59 % of respondents are satisfied with their overall quality of life in the Millersburg/Upper Paxton area. 16% were very satisfied. 13% were dissatisfied and 2% were very dissatisfied.
- (2) Primary advantages of living or working in the Millersburg / Upper Paxton area were (1) small town feel; (2) feeling of safety and security; (3) location; and (4) friendliness of community residents.
- (3) Primary disadvantages of living or working in the Millersburg / Upper Paxton area were (1) lack of job opportunities; (2) lack of available shopping; and (3) access to public transportation.
- (4) The five topics that need more attention in the Borough and Township are: (1) economic growth; (2) farmland preservation; (3) mass transportation; (4) conservation of sensitive natural features and open space; (5) recycling.
- (5) The five best trends experienced recently were (1) road improvements; (2) farmland preservation; (3) natural resources preservation efforts; (4) property upkeep; and (5) open space, greenway & recreation planning, and community development.
- (6) The five worst trends experienced recently were (1) crime; (2) loss of prime farmland; (3) increased traffic congestion; (4) lack of inter-municipal coordination; and (5) loss of sense of community.
- (7) The most important issues or problems the Millersburg / Upper Paxton area faces are (1) high taxes; and (2) lack of employment opportunities.
- (8) 88% of respondents wanted preservation of the existing rural landscape with only limited or moderate amounts of new development.
- (9) 58% of respondents prefer some outward expansion of existing urban areas with a focus on infill and redevelopment and 23% preferred infill and redevelopment with no outward expansion of existing urban areas.
- (10) Planning techniques respondents would like to see better implemented are (1) revitalization of downtown; (2) agricultural preservation; (3) encouragement of growth where infrastructure (water, sewer,

Economic Base

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

- transportation, schools, libraries, etc)exist; (4) regulations to protect natural features (floodplains, wetlands, steep slopes, woodlands); and (5) establish growth boundaries.
- (11) Top needed industrial uses were: (1) manufacturing and processing; and (2) small-scale sites for start-up businesses.
 - (12) Top needed commercial uses were: (1) major shopping centers / malls; (2) restaurants and lodging; and (3) neighborhood based conveniences.
 - (13) Respondents thought new development should occur: 43% primarily in areas where water and sewer are available; 35% in areas where sewer and water could be extended; and 12% anywhere, with or without sewer and water service.
 - (14) In regard to natural resources respondents felt the following should be done: (1) promote greater public awareness, education, and support of environmental issues; (2) development should be very limited within established floodplain areas; (3) support the Dauphin County Conservation District and encourage its use in resolving and preventing environmental degradation; (4) encourage preservation and conservation of wildlife habitat in areas designated by the Natural Areas Inventory Study developed by the Nature Conservancy; and (5) incorporate provisions of municipal zoning, subdivision and land development ordinances for the preservation of wetlands and woodlands on development sites.
 - (15) Efforts should be made to identify and protect: (1) lakes, rivers & streams; (2) agricultural land; (3) wildlife habitat and groundwater sources; (4) historic and cultural sites; and (5) woodlands.
 - (16) Top techniques respondents would support to protect important natural resources: (1) zoning; (2) dedication of land; (3) urban growth boundaries; and (4) acquisition.
 - (17) 69% of respondents rated the overall quality of housing in the Millersburg / Upper Paxton area as good; 21% as fair.
 - (18) Single-family housing with a value less than \$93,000: 25% good supply; 31% fair supply; 22% not enough.
 - (19) The majority of respondents thought there was a good or fair supply of affordable housing.
 - (20) The majority of respondents thought there was a good or fair supply of senior housing.
 - (21) Top types of residences there is a need for in the Millersburg / Upper Paxton area: (1) detached homes; (2) townhouses; (3) housing for seniors.
 - (22) 60% of respondents rated job opportunities in the Millersburg / Upper Paxton area as poor; 28% as fair and 5% as good.
 - (23) Top types of growth that should be encouraged in the Millersburg / Upper Paxton area are (in order): (1) light industry; (2) small businesses; (3) family farms; (4) restaurants; (5) single-family residences; (6) medical facilities; and (7) professional offices.
 - (24) Top businesses or industries (in order) respondents would like to move into the Millersburg / Upper Paxton area: (1) light industry; (2) retail stores; (3) restaurants; (4) medical; (5) repair services; (6) farming; (7) professional services.
 - (25) Top park and recreational facilities respondents identified were needed to serve the Millersburg / Upper Paxton area are: (1) bicycle and pedestrian trails which utilize existing public right-of-way; and (2) supervised after school youth programs in already existing facilities. 25% of respondents felt all park and recreation needs are being met.

Demographics of respondents were: 77% had resided in the area over 20 years; 56% were born and raised in the area; 66% thought that the Millersburg / Upper Paxton area had declined economically while they lived there; 88% were age 45 or older; 50% were employed and 28% were retired. Employment demographics were: 14% work in Millersburg; 17% work in Upper Paxton; 13% work elsewhere in Upper Dauphin County; 14% work in the Harrisburg area; 19% work out of Dauphin County; and 18% do not work. Income demographics were: 8% earn under \$15,000; 17% earn \$15,000 - \$29,999; 23% earn \$30,000 - \$49,999; 25% earn \$50,000 - \$99,999; and 11% earn \$110,000 or more.

Northern Dauphin Regional Chamber of Commerce

The Northern Dauphin Regional Chamber of Commerce has established a Mission of: "To promote, protect and propel the Northern Dauphin Region to prosperity." Its Vision Statement is: " Organizations of all types accomplish more when people work together. Our goal is to build a "team" of participating businesses to encourage vision for their future and identify the opportunities that unite us. In doing so, we will build a region that participates more fully in the growth of the Central Pennsylvania, while allowing us to maintain the uniqueness of each community."

The Northern Dauphin Regional Chamber of Commerce has established a Northern Dauphin Revitalization Project (NDRP) whose three-fold mission is:

1. Focus on regional tourism
2. Restore the region's historical grandeur
3. Provide a flourishing area for residents and visitors

It's purposes are:

1. Revitalize downtown business districts
2. Restore historic residential areas
3. Recreate a job- and wealth-producing environment
4. Retain municipal identities while erasing invisible barriers

NDPR received generous grants from the Pennsylvania Department of Community and Economic Development (DCED) Dauphin County DCED, and Dauphin County Commissioners to hire a full-time Regional Main Street Coordinator and a part-time Administrative Assistant. To effect a real turn-around in Northern Dauphin County, the Executive Board envisions four additional full-time Main Street Specialists. In an era of increasing emphasis on inter-municipal agreements and regional cooperation, NDPR has adopted the Main Street Regional approach to help individual communities get into the Main Street program, support them from a distance during the funding cycle, and help sustain the local effort once the community exits the DCED program. The Regional coordinator's focus is all "potentially eligible" Main Street business districts. The Pennsylvania Downtown Center, Inc. is prepared to work with NDPR and believes a strong regional coordinator can only strengthen a common goal of revitalizing Pennsylvania's historic downtowns and neighborhood business districts.

INSERT MAP 5-1

CHAPTER 6: LAND USE

FISCAL IMPACT OF LAND USES

In developing a comprehensive plan, approving rezonings and processing subdivision and land development plans, it is essential that municipalities consider the fiscal impacts of land uses. Those fiscal impacts depend on what type of development is to occur and the ability of existing public services to absorb that development. It is often unrealistic for a municipality to approve additional residential development on the theory that the taxes generated will meet the municipal expenses of that development.

The overall fiscal impact of a land use depends on both its revenue and expenditure impacts. A land use may generate a lot of revenue for a municipality, but if the services it requires cost the municipality and school district even more, there will be an additional tax burden on the local tax payers. Only by considering the revenues and expenditures associated with a land type can its overall impact be identified. Residential land, on average in Pennsylvania, contributes less to a local municipality and school district than it requires back in expenditures. In a 1994 study, the Penn State Cooperative Extension Service found that for every \$1.00 in revenue generated from residential land, \$1.03 - \$2.11 was spent on services for that land. By contrast, commercial, industrial and farm / open space land generated more revenue than they required back in expenditures.

<u>Land Use</u>	<u>Revenue</u>	<u>Expenditure</u>
Residential	\$ 1.00	\$ 1.03 - \$ 2.11
Commercial	\$ 1.00	\$ 0.06 - \$ 0.37
Industrial	\$ 1.00	\$ 0.04 - \$ 0.27
Farm / Open Land	\$ 1.00	\$ 0.02 - \$ 0.15

Homeowners benefit from industrial, commercial and farm / open space land in the municipal tax base because these other land uses help to subsidize municipal and school district expenses. This subsidy depends, in part on the composition of the tax base. The more nonresidential land in a municipality’s tax base, the more these land uses help to subsidize expenses, and the less homeowners must pay.

GENERAL LAND USE CHARACTERISTICS

In 2005 Dauphin County tax assessor files were examined to determine the types of existing land uses in Millersburg Borough and Upper Paxton Township. The results are graphically depicted on **Map 6-1A** and **Map 6-1B**. **Table 6-1** illustrates the statistical results in terms of land use categories. For purposes of analysis, major categories of land uses were established as follows:

Agriculture	Mixed Use
Residential	Industrial
Commercial Service	Public / Semi-Public
Commercial Retail	Transportation
Commercial Open Space	Vacant

DISTRIBUTION OF LAND USES

Millersburg Borough

Millersburg is an area that was originally settled in the 1800s and grew in population through 1970. The older areas of the Borough are located in the vicinity of the downtown, with 49 percent of the housing stock built prior to 1940. The majority of the Borough is built out, with only 5.4 percent of the total land area as vacant buildable land (26.9 acres), exclusive of environmental constraints (floodplains, wetlands, steep slopes, etc.).

Upper Paxton Township

Upper Paxton Township is a rural municipality whose development is characteristically agricultural and low density residential, with a limited amount of non-residential use. The predominant development pattern is one of radial corridors, emanating outward from Millersburg Borough along major transportation routes. Those routes containing the greatest amount of roadside development are PA Route 209, PA Route 25, and certain segments of PA Route 147.

The greatest concentration of developed area is immediately adjacent to Millersburg Borough, and is serviced by the Borough's public water and sewer system. Outside this service area, the lots become larger and densities greatly reduced due to the use of individual on-lot sewage systems and wells.

EXISTING LAND USES

A 2005 distribution of Existing Land Uses is found on **MAP 6-1** and **TABLE 6-1**.

Agricultural Land

The agricultural land use category includes land with active agricultural uses. This includes crop production and raising of poultry or livestock. There is essentially no land in Millersburg Borough that is devoted to Agricultural use. In Upper Paxton Township, approximately 54.00 percent of the Township (8,708.77 acres) is devoted to agricultural uses. The 2002 Census of Agriculture data indicated that there were 852 farms, down from 865 in 1997 Census, (143,159 acres in 2002; 153,076 in 1997) in Upper Paxton. Much of the soils located in Upper Paxton Township are indicated as Prime Agricultural Soils.

Residential Development

The residential land use category includes land actually occupied by a residence or under development. However, in the rural areas of Upper Paxton Township a single-family residence may be located on multiple acres and that total acreage is reflected in the land use acreage calculations of **Table 6-1**. The land utilized for residential development in the Millersburg / Upper Paxton area amounts to approximately 13.38 percent of the total land area: (Millersburg = 44.23 percent (183.73 acres); Upper Paxton = 12.58 percent (2,028.95 acres). The highest concentrations of residential development are in Millersburg Borough and those portions of Upper Paxton Township located adjacent to the Borough. Millersburg Borough was the first settled area and remains the nucleus of the residential land uses.

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

The predominant type of residential land use in both Millersburg and Upper Paxton is the single-family detached dwelling. In the 2000 Census, in Millersburg there were 595 dwellings or 45.2 percent of the total. In Upper Paxton there were 1,177 dwellings or 77.0 percent of the total. Residential construction activity over the past ten years (1996 – 2005) has far exceeded all other types. In Millersburg Borough over that 10 year period 65 dwellings were constructed; while 254 dwellings were constructed in Upper Paxton Township.

Commercial Development

The commercial land development in the Millersburg / Upper Paxton area is divided into four land use categories:

Commercial Service

The commercial service land use category is primarily composed of professional and other office related uses. This includes doctors, lawyers, financial institutions, lodging facilities, private education facilities, funeral home, hospital/clinic, etc. In 2006, the land used for commercial service development comprised approximately 0.47 percent of the Millersburg / Upper Paxton study area: (Millersburg = 2.22 percent (9.25 acres); Upper Paxton = 0.42 percent (67.90 acres).

Commercial Retail

The commercial retail land use category includes retail as well as entertainment, uses. These include: stores, shopping centers, restaurants/taverns, fast food restaurants, gas stations, auto dealerships, theater, diner, car wash, laundromat, etc. In 2006 they comprised approximately 0.43 percent of the Millersburg / Upper Paxton study area: Millersburg = 2.47 percent (10.28 acres); Upper Paxton = 0.38 percent (61.55 acres).

Commercial Open Space

The commercial open space use category includes private golf courses and other forms of commercial outdoor recreation. There are no commercial open space lands in Millersburg Borough. In Upper Paxton Township, in 2006, there were 208.70 acres or 1.29 percent of the Township.

Mixed Use

The mixed use land use category includes land that have a mixture of residential and commercial or mixed commercial uses. These lands are primarily found in "downtown" Millersburg. In 2006 they comprised approximately 0.05 percent of the Millersburg / Upper Paxton study area: Millersburg = 1.61 percent (6.68 acres); Upper Paxton = 0.01 percent (0.92 acre).

Industrial Development

The industrial land use category includes manufacturing, warehouse/storage and distribution, and mixed industrial uses. Off-street parking, truck parking, and loading and unloading areas are included. In 2006 this category included 1.15 percent of the Millersburg / Upper Paxton study area: Millersburg = 6.83 percent (28.39 acres); Upper Paxton = 1.00 percent (161.75 acres).

Land Use

Public / Semi-Public Development

The public / semi-public land use category includes land generally occupied by churches, cemeteries, community centers, and governmental and institutional uses: government buildings and lands, public and quasi-public institutions and schools, etc. It also includes private clubs such as the American Legion and Veterans of Foreign Wars (VFW). This also includes utility plants. In 2006 this land use category included 6.61 percent of the Millersburg / Upper Paxton study area: Millersburg = 22.22 percent (92.33 acres); Upper Paxton = 6.20 percent (1000.45 acres).

Transportation

The transportation land use category in the Millersburg / Upper Paxton area includes railroad right-of-way. In 2006 this comprised 0.46 percent of the study area: Millersburg = 1.20 percent (4.97 acres); and Upper Paxton = 0.44% (70.47 acres).

Vacant

Vacant lands are lands not being used for development. In the Millersburg / Upper Paxton study area, in 2006, 23.56 percent of the land was vacant: Millersburg = 19.18 percent (79.67 acres); Upper Paxton = 23.67 percent (3,817.50 acres. Some of the vacant land is subject to environmental constraints such as wetlands, floodplains and steep slopes which limits development potential: 5.7 acres in Millersburg and 2,887.58 acres in Upper Paxton. In Upper Paxton Township some of the vacant land consists of Prime Agricultural Soils (**Map 6-2**) and development should be restricted.

**TABLE 6-1
EXISTING LAND USES
2006**

Land Use Category	Millersburg Boro. Upper Paxton Combined		Millersburg Boro.		Upper Paxton Twp.	
	Acres	Percent	Acres	Percent	Acres	Percent
Agriculture	8,708.91	52.65%	0.15	0.03%	8,708.77	54.00%
Residential	2,212.68	13.38%	183.73	44.23%	2,028.95	12.58%
Commercial Service	77.15	0.47%	9.25	2.22%	67.9	0.42%
Commercial Retail	71.83	0.43%	10.28	2.47%	61.55	0.38%
Commercial Open Space	208.70	1.26%	0	0.00%	208.7	1.29%
Mixed Use	7.60	0.05%	6.68	1.61%	0.92	0.01%
Public / Semi-Public	1,092.78	6.61%	92.33	22.22%	1000.45	6.20%
Industrial	190.14	1.15%	28.39	6.83%	161.75	1.00%
Transportation	75.44	0.46%	4.97	1.20%	70.47	0.44%
Vacant	3,897.17	23.56%	79.67	19.18%	3,817.50	23.67%
Total	16,542.40	100.00%	415.43	100.00%	16,126.97	100.00%

Source: Tri-County Regional Planning Commission

COMPREHENSIVE PLANS, ZONING, SUBDIVISION & LAND DEVELOPMENT PLANS

Upper Paxton Township has a comprehensive plan (1992), but Millersburg does not. In 1970 a joint comprehensive plan was drafted, but was never adopted by either municipality.

Upper Paxton Township has a zoning ordinance (initially adopted in 1996), but Millersburg does not. **Table 6-2** provides a breakdown of the acreages in Upper Paxton’s various zoning designations.

**TABLE 6-2
UPPER PAXTON TOWNSHIP ZONING ACREAGE
2005**

Zoning Category	Acreage	Percent
Conservation District	5,271	27.2%
Agricultural District	8,537	44.0%
Residential Suburban District	1,508	7.8%
Residential Multi-Family District	61	0.3%
Residential Mobile Home Park District	53	0.3%
Commercial District	381	2.0%
Industrial	108	0.6%
Special Industrial District	209	1.0%
Roads, River, etc.	3,296	17.0%
Total	19,413	100.0%

Source: Tri-County Regional Planning Commission

Upper Paxton Township has a Subdivision and Land Development ordinance; Millersburg Borough does not. Instead, the Borough is subject to the regulations of the Dauphin County Subdivision and Land Development ordinance.

THE “LAND NEEDS” CONCEPT

The traditional planning practice is to develop a comprehensive plan and then implement it with a zoning code and map. The zoning map covers all land within a municipality and usually zones it for its “highest and best use”. Unfortunately, timing of development is rarely considered. Instead, the comprehensive plan and zoning map usually reflect the potential “build-out” of a municipality. As a result, the zoned capacity for development typically far exceeds what may be realistically needed within the foreseeable future. Little thought is given to the fact that land is a finite resource and that development could actually be paced with need. The key to implementing this “land needs” concept is determining what the need is now and in the foreseeable future.

The “land needs” concept is dependent on determining the amount of vacant buildable land in each municipality. This is vacant land that is not environmentally sensitive (wetlands, floodplains, steep slopes, etc.) The environmentally sensitive lands are unsuitable for development and/or should be preserved (**Map 6-3**). **Tables 6-3** and **6-4** provide the calculations for vacant buildable land in both Millersburg Borough and Upper Paxton Township. Included in these calculations are lands within Community Service Areas (CSAs) designated in the Tri-County Regional Growth Management Plan. The CSA (**Map 6-4**) was based on utility service areas, transportation network and community facilities (see

Chapter 9: Community Facilities & Utilities) that are currently available or planned. Future growth should be channeled into the vacant buildable lands within the CSA.

**TABLE 6-3
VACANT BUILDABLE LANDS
(Acres)
2005**

Zoning District	Total Vacant Buildable	Vacant Buildable Acres in Community Service Area	Vacant Buildable Acres <i>Outside</i> Community Service Area
Millersburg Boro. (No Zoning)	26.90	26.90	0
<hr/>			
Upper Paxton Twp.			
Agricultural	180.46	4.29	176.17
Commercial	104.46	14.77	89.69
Conservation	355.79	46.56	309.23
Industrial	0.35	0.00	0.35
Residential Multi-Family	17.50	3.61	13.89
Residential Suburban	215.84	119.27	96.57
Sub-Total	874.40	188.50	685.90
TOTAL	901.30	215.40	685.90

Source: Tri-County Regional Planning Commission GIS Calculations

Residential need is the easiest to determine (see Chapter 7: Housing). It is based on the projected population, persons per dwelling unit and vacancy rate. For purposes of this plan, each municipality was examined. Population was projected for 2005, 2010, 2015 and 2020 (see Chapter 4: Socio-Economic Profile and Projections). The 2000 Census persons-per dwelling-unit (exclusive of group housing) was assumed to continue, as well as the 2000 vacancy rate of year-round dwelling units.

These figures were then compared to the vacant buildable land (which permits residential uses) within the defined Community Service Area. The existing zoning, where applicable, was then examined to determine the approximate number of dwelling units that could be built on that vacant buildable land within Community Service Areas. The results are found in **Table 6-4**). Projected housing needs, based on population projections, can be found in **Chapter 7 – Housing, TABLE 7-20**.

**TABLE 6-4
VACANT BUILDABLE LAND RESIDENTIAL
POTENTIAL WITHIN COMMUNITY SERVICE AREA
2005**

	Millersburg Boro.	Upper Paxton Twp.
No Zoning, With Dauphin County Subdivision & Land Development Ordinance	26.90 acres (1 DU/7,500 - 2,400 sq. ft. = 156 - 488 DU) 46.66 acres * (1 DU/ 7,500 - 2,400 sq. ft. = 271 - 847 DU)	
With Zoning & Local Subdivision & Land Development Ordinance Agricultural Zoning ** Conservation Zoning Residential Multi-Family Zoning Residential Suburban Zoning		4.29 acres (1 DU/AC = 4 DU) 46.56 acres (1DU/1-10 AC = 4 - 46 DU) 3.61 acres (1DU/4,000-12,000 sq. ft. = 13 - 39 DU) 119.27 acres (1 DU/12,000 sq.ft. = 432 DU)
Total Potential Dwelling Units	427 - 1,335 DU	453 - 521 DU

Source: Tri-County Regional Planning Commission GIS Calculations

Note: Upper Paxton assumes availability of water & sewer

* Existing Land Use is Commercial Service, but only small portion of land is utilized

** Subject to Zoning Code Sec. 1102.DD relative to size of original parcel in acres and number of lots permitted

It was found that in the Millersburg / Upper Paxton area, as a whole, there is more than enough vacant buildable land in the CSA to meet the housing needs (see **Chapter 7 – Housing**) of the projected population through 2020 and beyond. Future land development should be concentrated within these vacant buildable lands in the CSA.

Millersburg Borough

The Tri-County Regional Growth Management Plan indicates that all of Millersburg Borough is within a Community Service Area, which extends into Upper Paxton Township. Within the borough’s CSA there is vacant buildable (no environmental limitations such as wetlands, floodplains or steep slopes) land of 73.56 acres (26.90 vacant and 46.66 unused in Commercial Service Land Use category) that have no development regulations for uses. Minimum lot sizes are regulated by the Dauphin County Subdivision & Land Development ordinance. Vacant Buildable land in Millersburg could permit 427 – 1,335 new dwelling units.

Upper Paxton Township

The Tri-County Regional Growth Management Plan indicates that portions of Upper Paxton Township, outside Millersburg Borough, are within a Community Service Area (CSA). Within the Township there is vacant buildable (no environmental limitations such as wetlands, floodplains or steep slopes) land of 173.73 acres that under current zoning could accommodate approximately 453 - 521 dwelling units.

PRESERVATION OF AGRICULTURAL LAND

Prime Farmland

Prime farmland is land best suited for producing food, feed, forage, fiber and oilseed crops. This farmland is also suitable for crop land, pasture land, range land, and forest land. In general, prime farmland has the soil quality, growing season and moisture supply needed to produce and sustain high yield crops economically when treated and managed, including water management, according to modern farming methods.- The Soil Conservation Reports for Dauphin County elaborate in detail the criteria for prime farmland in nine subjects:

- Soil moisture
- Soil depth
- PH levels of soil
- Relation to water table
- Soil salt levels
- Flooding frequency
- Erosion
- Soil permeability
- Soil texture

Prime farmlands is a designation for the land that posses these qualities. Another designation is Statewide Important Farmland. It is a designation of statewide importance in producing food, feed, fiber, forage and oilseed crops. Criteria for defining and delineating this land are determined by appropriate state agencies. In Pennsylvania, Soil Capability Class II and III land that does not qualify as prime farmland, but has been designated as additional farmland of statewide importance, which was included in **Map 3 -6**. In general, Statewide Important Farmland areas are found in soils adjacent to prime agriculture soils and between unclassified lands along streams and major slope areas.

Agricultural Security Areas

Millersburg Borough has no prime farmland. However, Upper Paxton Township does. In an effort to preserve this land for future agricultural use a municipality can designate certain lands as Agricultural Security Areas. As of October, 2006 Upper Paxton Township had 5,882 acres, 75 farms, (**Table 6-5** and **Map 6-5**) included in its Agricultural Security Area. Any owner of land used for agricultural production may submit a proposal to Upper Paxton’s supervisors for the creation of an Agricultural Security Area, provided that there is a cumulative municipal total of at least 250 acres of viable agricultural land proposed to be included in the Security Area. The proposed area may also consist of any number of noncontiguous tax parcels or accounts provided that each tax parcel or account is at least ten acres or has an anticipated yearly gross income of at least \$2000 from agricultural production of crops, livestock and livestock products on the parcel or account. In granting approval of an Agricultural Security Area designation, the following factors shall be considered:

- (1) Land shall have soils which are conducive to agriculture
- (2) Use of land proposed for inclusion in an Agricultural Security Area shall be compatible with the municipality’s comprehensive plan. Any zoning shall permit agriculture uses, but need not exclude other uses.
- (3) The landowner may propose to include all of his land, regardless of zoning, in an Agricultural Security Area
- (4) The land and any additions which are proposed subsequently, shall be viable agricultural land

Land Use

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

- (5) Additional factors to be considered are the extent and nature of farm improvements, anticipated trends in agricultural economic and technological conditions and any other matter which may be relevant.

In return for a designation in an Agricultural Security Area, various protections are offered to the land owner:

- (1) protects land included in the Agricultural Security Area from nuisance ordinances that restrict normal farming operations
- (2) forbids unreasonably restricting farm practices or farm structures
- (3) requires local jurisdiction to encourage the continuity, development and viability of agriculture within the Area
- (4) requires additional review prior to condemning land under eminent domain

The municipality’s governing body shall review any Agricultural Security Area created seven years after the date of its creation and every seven years thereafter to determine if the land is still eligible for the Agricultural Security Area designation.

**TABLE 6-5
AGRICULTURAL SECURITY PROGRAM & CONSERVATION EASEMENTS
October 1, 2006**

	Millersburg Boro.	Upper Paxton Twp.
Agricultural Security Acres	0	5882
Agricultural Security Farms	0	75
Agricultural Easement Acres	0	1492

Source: Dauphin County Conservation District

Agricultural Conservation Easements

Dauphin County participates in Act 149 of 1988 – the Farmland Preservation Act – which amended the Agricultural; Area Security Law of 1981. The Act sets up funding to purchase Agricultural Conservation Easements on farms included in Agricultural Security Areas. The purpose of the Act is to preserve farmlands for agricultural production. This Act:

- 1. Encourages farmers to make long-term commitment to agriculture by offering them financial incentives and security of land use
- 2. Protects farming operations from incompatible nonfarm uses that may render farming impracticable
- 3. Assures conservation of prime and productive farm lands, making the farmer more competitive and protecting the agricultural economy of the state

In January 1990 the Dauphin County Commissioners appointed a Dauphin County Agricultural Preservation Board to develop and administer a program to preserve agricultural lands in Dauphin County. Some of the purpose statements of the Board are to:

- (1) Protect viable agricultural lands by acquiring Agricultural Conservation Easements which encourage landowners to make long-term commitment by offering them financial incentives and security of land use.
- (2) Protect normal farming operations in Agricultural Security Areas from incompatible non-farmland uses that may render farming impracticable.
- (3) Assure the conservation of viable agricultural lands in order to protect the agricultural economy of Pennsylvania (agriculture is #1 industry).

Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan

Landowners interested in selling an Agricultural Conservation Easement to Dauphin County and/or the Commonwealth of Pennsylvania must submit an application in care of the Dauphin County Conservation District. The maximum per acre easement purchase price paid for easements in Dauphin County is \$ 1,500 (2005). Approval of purchase by the Dauphin County Agricultural Preservation Board is conditioned upon approval of the State Agricultural Preservation Board. All farms must meet the following State and County criteria to be eligible for easement purchase:

- (1) All tax parcels must be in municipal Agricultural Security Area of at least 500 acres.
- (2) Be contiguous acreage of at least 50 acres in size unless the tract is at least 10 acres in size and is either utilized for a crop unique to the area or is contiguous to a property which has a perpetual conservation easement in place which is held by a "qualified conservation organization" as defined by the Internal Revenue Code.
- (3) Contain at least 50% of soils which are available for agricultural production and are of capability classes I through IV, as defined by the USDA – Natural Resources Conservation Service.
- (4) A conservation plan for the farm and a nutrient management plan, if required, must have been approved.

Once restricted by an Agricultural Security Easement, in addition to structures existing on the eased land at the date of the granting of the easement, one additional residential structure may be constructed, subject to it being used for the landowner's principal residence or for the purpose of providing necessary housing for seasonal or full-time farm employees. Subdivision of eased land is subject to certain conditions as defined in the Dauphin County Agricultural Conservation Easement Program.

Funds used by Dauphin County to purchase Agricultural Conservation Easements come from four sources:

- (1) County Commission appropriations (\$50,000 yearly since 1998, except in 1998 when it included an additional \$500 gift).
- (2) Clean & Green rollback tax interest
- (3) State appropriation based on Dauphin County's percent of total state real estate transfer taxes; and
- (4) State matching funds (since 1998)

Millersburg Borough has no land in Agricultural Conservation Easement. Upper Paxton, in October, 2006, had 1,492 acres (**Table 6-5** and **Map 6-5**). As of October 2006, Dauphin county had 46 current applications on file for Easements; 7 are in Upper Paxton Township. The program is not operated on a first come, first served basis. Each application is ranked based on Dauphin County's scoring system. Based on the score, a new application could be placed first, last, or anywhere in between, on the list.

INSERT MAPS 6-1.A THROUGH 6-5

CHAPTER 7: HOUSING

Attractive housing and well maintained residential neighborhoods are one of the most important assets of any community. Good housing not only assures a sound residential tax base that will continue to appreciate in value, but also assures that residents are living in an environment that is conducive to healthful and satisfactory day-to-day life.

The future quality and condition of housing is important to the growth and prosperity of Millersburg Borough and Upper Paxton Township. Where substandard or deteriorated housing conditions exist, positive public and private action is required to prevent the spread of these conditions and to restore these areas to sound neighborhoods. By analyzing existing housing characteristics and evaluating housing conditions, those areas of the Millersburg / Upper Paxton area which require such attention can be identified and recommendations for appropriate actions can be made.

This chapter provides an assessment of the existing quantity of housing within the Millersburg / Upper Paxton area, its quality and affordability, and future housing needs. The general characteristics of most housing in the area appear to be more than satisfactory. There are, however, inhabited dwellings with inadequate plumbing, bathroom, and kitchen facilities; and those that can be considered overcrowded.

HOUSING SUPPLY

Total housing units consist of all occupied units plus vacant units intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live and eat separately from other persons in the building and which have direct access from outside the building or through a common hall.

Census data indicates that the Millersburg / Upper Paxton area’s total housing stock has increased by 440 dwelling units between 1980 and 2000, or by 18.3 percent. The majority of the increase was in Upper Paxton Township, 30.8 percent, as opposed to only 6.5 percent in Millersburg Borough. **Table 7-1** indicates the total dwelling unit increases both between 1980 and 1990 and between 1990 and 2000.

**TABLE 7-1
HOUSING UNIT INCREASES
1980 – 1990 – 2000**

Area	Total Housing Units			Number Increase		Percent Increase	
	1980	1990	2000	1980-1990	1990-2000	1980-1990	1990-2000
Dauphin County	95,728	102,684	111,133	6,956	8,449	7.3	8.2
Millersburg Boro.	1,235	1,294	1,315	59	21	4.8	1.6
Upper Paxton Twp.	1,168	1,355	1,528	187	173	16.0	12.8

Source: U. S. Census

OCCUPANCY & TENURE

Table 7-2 compares the 1980 – 2000 tenure status of dwelling units in the Millersburg / Upper Paxton area. From this table it becomes evident that in each year Millersburg Borough had a higher percentage of rental occupied units than Upper Paxton Township and Dauphin County as a whole. It can also be determined that in Millersburg

Borough the ownership rate is decreasing and the rental rate increasing. Upper Paxton Township experienced a rental occupied increase in 2000. In Millersburg, 43.3 percent of occupied dwelling units are rental units. Borough officials have indicated that the Borough has a long history of high rental rates. The 2000 rental rate in Upper Paxton, by comparison, was only 18.2 percent.

**TABLE 7-2
OCCUPIED DWELLING UNITS
1980 - 1990 - 2000**

Area	1980					1990					2000				
	Total Dwelling Units	Owner Occupied		Renter Occupied		Total Dwelling Units	Owner Occupied		Renter Occupied		Total Dwelling Units	Owner Occupied		Renter Occupied	
		No.	%	No.	%		No.	%	No.	%		No.	%	No.	%
Dauphin County	88,088	55,649	63%	32,439	37%	95,264	60,708	64%	34,556	36%	102,670	67,136	65%	35,534	35%
Millersburg Borough	1,174	730	62%	444	38%	1,235	743	60%	492	40%	1,213	688	57%	525	43%
Upper Paxton Township	1,134	949	84%	185	16%	1,293	1,087	84%	206	16%	1,458	1,193	82%	265	18%

Source: U.S. Census

Table 7-3 provides the vacancies for both 1990 and 2000. The percent of vacant dwelling units increased in Millersburg Borough and remained the same in Upper Paxton Township. In Millersburg both the homeowner and rental vacancies increased, while in Upper Paxton they decreased.

**TABLE 7-3
TOTAL DWELLING UNITS, OCCUPIED DWELLING UNITS,
VACANT UNITS & VACANCY RATES
1990 & 2000**

	Dauphin County	Millersburg Boro.	Upper Paxton Twp.
Total Dwelling Units			
1990	102,684	1,294	1,355
2000	111,133	1,315	1,528
Occupied Dwelling Units			
1990 Number	95,264	1,235	1,293
1990 Percent	92.77	95.44	95.42
2000 Number	102,670	1,213	1,458
2000 Percent	92.38	92.24	95.42
Vacant Dwelling Units			
1990 Number	7,420	59	62
1990 Percent	7.23	4.56	4.58
2000 Number	8,463	102	70
2000 Percent	7.62	7.76	4.58
Homeowner Vacancy Rates			
1990	1.4	1.1	1.2
2000	2.1	2.4	1.1
Rental Vacancy Rates			
1990	6.3	2.8	5.1
2000	9.2	6.4	2.6

Source: U.S. Census

Vacancies are classified by the U.S. Census into six categories: (1) for rent; (2) for sale only; (3) rented or sold, not occupied; (4) seasonal, recreational, or occasional use; (5) for migratory workers; and (6) other vacant. **Table 7-4** provides the 2000 breakdown for the Millersburg / Upper Paxton area. In 2000, Millersburg Borough had more vacant dwelling units than Upper Paxton Township. The rentals constituted approximately 1/3 of the vacancies. In Upper Paxton Township there were no rental vacancies. Millersburg Borough also has Polk Foundation housing. There are currently four buildings with approximately 35 self-sufficient dwelling units. They are located at 300 Moore Street, 401-403 Moore Street, 401-403 Center Street and 423-425 Race Street. At 301 North Street there are also 75 assisted housing units

**TABLE 7-4
HOUSING SUPPLY
2000**

	Millersburg Boro	Upper Paxton Twp.
Total Dwelling Units	1,305	1,528
Occupied Dwelling Units	1,213	1,458
Owner Occupied	688	1,193
Renter Occupied	525	265
Vacant Dwelling Units	102	70
For Rent	35	0
For Sale Only	18	20
Rented or Sold, Not Occupied	25	25
Seasonal, Recreational or Occasional Use	4	7
For Migratory Workers	0	0
Other Vacant	20	18
Vacancy Rate (%)		
Homeowner	2.4	1.1
Rental	6.4	2.6

Source: U.S. Census

RESIDENTIAL UNIT DESIGN

The Millersburg / Upper Paxton area exhibits a variety of housing types (**Table 7-5**). In both municipalities the majority of housing units are 1-unit, detached. However, the percentage is much higher in Upper Paxton Township. Millersburg has significantly more 1-unit attached units than Upper Paxton. Millersburg also has far more 2-unit residences. Millersburg also has far more apartment units (264) than Upper Paxton (65). However, Upper Paxton significantly exceeds Millersburg in mobile homes.

**TABLE 7-5
RESIDENTIAL UNIT DESIGN
2000**

	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Total Housing Units	1,315	1.0	1,528	1.0
Units in Structure				
1-unit, detached	595	45.2%	1,177	77.0%
1-unit attached	293	22.3%	82	5.4%
2 units	153	11.6%	16	1.0%
3 or 4 units	122	9.3%	8	0.5%
5 to 9 units	30	2.3%	27	1.8%
10 to 19 units	19	1.4%	7	0.5%
20 or more units	93	7.1%	23	1.5%
Mobile Home	10	0.8%	181	11.8%
Boat, RV, Van, etc.	0	0.0%	7	0.5%

Source: U.S. Census

RESIDENTIAL BUILDING ACTIVITY

The Dauphin County Planning Commission’s Annual Reports track residential building activity. **Table 7-6** tracks the activity in Millersburg Borough and Upper Paxton Township from 1984 to 2005. During this time period, Upper Paxton saw an increase in dwelling units more than 2 ½ times greater than Millersburg Borough. Millersburg’s greatest activity took place in 1984, 1987 and 1998; Upper Paxton in 1991, 1996 and 2004. Information on the types of dwelling units constructed is available in each of the Annual Reports.

**TABLE 7-6
RESIDENTIAL DWELLING UNIT BUILDING ACTIVITY
(By Building Permits)
1984 – 2005**

Year	Millersburg Boro.	Upper Paxton Twp.
1984	34	18
1985	7	18
1986	8	20
1987	35	34
1988	4	22
1989	2	18
1990	9	23
1991	15	42
1992	3	26
1993	2	24
1994	5	27
1995	9	19
1996	3	43
1997	3	33
1998	44	18
1999	0	15
2000	2	18
2001	2	23
2002	0	18
2003	3	20
2004	7	50
2005	1	16

Source: Tri-County Regional Planning Commission

PERSONS PER HOUSEHOLD

The distribution of persons among all occupied housing units is an important index of general household sizes and the type of housing that might be needed. The 2000 Census persons per household will be utilized to forecast future housing needs based on projected populations through 2020. Persons per household information is also helpful to developers to anticipate the types of housing needed in a municipality. In both Millersburg Borough and Upper Paxton Township the household sizes decreased between 1980 and 2000 (**Table 7-7**).

**TABLE 7-7
PERSONS PER HOUSEHOLD
1990 - 2000**

Area	1980*	1990			2000		
		Total	Owner Occupied	Renter Occupied	Total	Owner Occupied	Renter Occupied
Dauphin County	2.64	2.45	2.64	2.12	2.39	2.54	2.09
Millersburg Boro.	2.30	2.21	2.43	1.88	2.11	2.32	1.84
Upper Paxton Twp.	2.92	2.70	2.74	2.50	2.55	2.58	2.45

* Owner & rental household size not available
Source: U.S. Census

AGE OF DWELLING STRUCTURES

The age of a structure is used to show the time the unit has been in the housing inventory. The age commonly used to signal a potential for a structural or other deficiency is over 49 years. The age of a structure can be useful in the evaluation of structural conditions. Although the age of the structure does not necessarily imply its condition, it does point to areas where repairs, heating costs, and inadequate plumbing and heating systems could be a problem. The 2000 Census reported that in Millersburg approximately 67 percent of the housing stock was built prior to 1960. In Upper Paxton Township, only 43 percent was built prior to 1960 (**TABLE 7-8**).

**TABLE 7-8
YEAR HOUSING BUILT
2000**

Area	Before 1940	1940-1959	1960-1969	1970-1979	1980-1989	1990-1994	1995-1998	1999-March 2000
Millersburg Boro.	642	241	176	120	99	19	18	0
Upper Paxton Twp.	362	295	126	284	224	152	73	12

Source: U.S. Census

OVERCROWDING

Another variable used to identify housing conditions is crowding, which is directly related to the wear and tear sustained by a structure. The U.S. Census defined "crowded" as more than one person per room. **Table 7-9** depicts "crowded" conditions for Millersburg Borough and Upper Paxton Township for 1980, 1990 and 2000. In Millersburg Borough overcrowded units have decreased from 15 in 1980 to none in 2000. In Upper Paxton Township there was a decrease from 26 in 1980 to 18 in 2000.

**TABLE 7-9
 “CROWDED” HOUSING CONDITIONS
 (more than 1 person per room)
 1980 – 1990 - 2000**

Area	Occupied Dwellings		
	1980	1990	2000
Dauphin County	1,526	1,770	2,185
Millersburg Boro.	15	6	0
Upper Paxton Twp.	26	19	18

Source: U.S. Census

PLUMBING, BATHROOMS & KITCHENS

Several reliable indicators of substandard housing are the lack of complete plumbing facilities for exclusive use, bathrooms and kitchens. **Table 7-10** reflects this data for 1980, 1990 and 2000. Since 1980, the numbers have decreased in both Millersburg Borough and Upper Paxton Township. However, in 2000 there were still 11 dwelling units in the study area. Efforts need to be made to identify those in need and assist in locating funding sources to assist in remedying this situation.

**TABLE 7-10
 PLUMBING FACILITIES – DWELLING UNITS
 1980 - 1990 - 2000**

Area	1980		1990		2000	
	Total Units	Units Lacking Complete Plumbing	Total Units	Units Lacking Complete Plumbing	Total Units	Units Lacking Complete Plumbing
Dauphin County	95,728	1,882	102,684	498	110,133	449
Millersburg Boro.	1,235	37	1,294	10	1,315	6
Upper Paxton Twp.	1,168	22	1,355	9	1,528	5

Source: U.S. Census

Kitchen Facilities

A dwelling unit has complete kitchen facilities when it has all the following: (1) an installed sink with piped water; (2) a range or cook stove; and (3) a mechanical refrigerator. In 2000, There were 6 dwelling units in both Millersburg Borough and Upper Paxton Township that lacked complete kitchen facilities.

Water Sources

Water sources were reported in the 1980 and 1990 Census, but were deleted in the 2000 Census. The availability of public water is discussed in detail in the Basic Studies Community Facilities, Services & Utilities chapter.

Sewage Disposal

The methods of sewage disposal were reported in the 1980 and 1990 Census, but were deleted in the 2000 Census. The Community Facilities, Services and Utilities chapters

(basic studies and plan) discuss the availability of public sewers and the use of septic systems.

Heating Source

A variety of heating fuels are used in the Millersburg / Upper Paxton area. **Table 7-11** cites the heating sources reported in the 2000 Census. In both municipalities the majority heating source is fuel oil, kerosene, etc.

**TABLE 7-11
HEATING SOURCE - OCCUPIED HOUSING UNITS
2000**

Source	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Utility gas	10	0.8	6	0.4
Bottled, tank or LP gas	34	2.8	77	5.3
Electricity	396	32.6	392	26.9
Fuel oil, kerosene, etc.	725	59.8	833	57.1
Coal or coke	30	2.5	113	7.8
Wood	18	1.5	29	2.0
Solar energy	0	0.0	0	0.0
Other fuel	0	0.0	8	0.5
No fuel used	0	0.0	0	0.0

Source: U.S. Census

HOUSING VALUE & CONTRACT RENT

Because of escalating housing costs, constant shifts in housing supply and demand, and the innate difficulties of estimating the actual “worth” of a dwelling unit, the value of housing is one of the most difficult areas in which to establish a true current figure. The U.S. Census includes the value of owner-occupied housing units, estimated by the owner, and contract rent paid for renter occupied units (**Table 7-12** and **Table 7-13**). In 2000, in both Millersburg Borough and Upper Paxton Township, the highest percent of owner-occupied dwelling units was in the value range of \$70,000 to \$79,999. The median housing value was \$74,200 in Millersburg and \$94,000 in Upper Paxton. For rentals, in Millersburg, the highest percentage was in the \$300 - \$499 range, with the median rent \$389. In Upper Paxton, the highest percentage was in the \$100 - \$299, with the median rent at \$359. For comparison, in Millersburg the median rent was \$210 in 1980 and \$235 in 1990; in Upper Paxton it was \$194 in 1980 and \$234 in 1990. Affordability is discussed in the next section.

**TABLE 7-12
OWNER OCCUPIED HOUSING VALUE
2000**

Value	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Total Units	627	n/a	949	n/a
Less than \$20,000	0	0.0%	12	1.3%
\$20,000 to \$29,999	23	3.7%	13	1.4%
\$30,000 to \$39,999	26	4.1%	19	2.0%
\$40,000 to \$49,999	70	11.2%	13	1.4%
\$50,000 to \$59,999	95	15.2%	52	5.5%
\$60,000 to \$69,999	58	9.3%	38	4.0%
\$70,000 to \$79,999	100	15.9%	150	15.8%
\$80,000 to \$89,999	90	14.4%	119	12.5%
\$90,000 to \$99,999	70	11.2%	147	15.5%
\$100,000 to \$124,999	61	9.7%	129	13.6%
\$125,000 to \$149,999	27	4.3%	103	10.9%
\$150,000 to \$174,999	7	1.1%	86	9.1%
\$175,000 to \$199,999	0	0.0%	11	1.2%
\$200,000 to \$249,999	0	0.0%	18	1.9%
\$250,000 to \$299,999	0	0.0%	13	1.4%
\$300,000 to \$399,999	0	0.0%	20	2.1%
\$400,000 to \$499,999	0	0.0%	6	0.6%
\$500,000 or more	0	0.0%	0	0.0%
Median value	\$74,200	n/a	\$94,000	n/a

Source: U.S. Census

**TABLE 7-13
MONTHLY CONTRACT RENT
2000**

Value	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Total Rentals	528	n/a	241	n/a
Cash Rentals	504	100.0%	220	100.0%
Less than \$100	37	7.3%	38	17.3%
\$100 to \$299	186	36.9%	112	50.9%
\$300 to \$499	271	53.8%	49	22.3%
\$500 to \$699	5	1.0%	8	3.6%
\$700 to \$899	5	1.0%	0	0.0%
\$900 to \$1,249	0	0.0%	13	5.9%
\$1,250 to \$1,499	0	0.0%	0	0.0%
\$1,500 to \$1,999	0	0.0%	0	0.0%
\$2,000 or more	0	0.0%	0	0.0%
No cash rent	24	n/a	21	n/a
Median Rent	\$389	n/a	\$359	n/a

Source: U.S. Census

AFFORDABLE HOUSING

Housing Costs Outpace Income Increases: 1990 to 2000

A negative difference between changes in monthly housing cost and monthly income has a negative effect on housing affordability.

The U.S. Census examines selected monthly housing costs. For homeowners, it is for owner occupied one-family houses, condominiums and mobile homes. The owner’s selected monthly housing costs are the sum of: *mortgages, deeds of trust, contracts to purchase, or similar debts on the property (including payments for first mortgage, second mortgage or junior mortgages, and home equity loans); real estate taxes, fire, hazard and flood insurance on the property; utilities (electricity, gas, and water); and fuels (oil, coal, kerosene, wood, etc.). It also includes, where appropriate, the monthly condominium fee for condominiums and mobile home costs (personal property taxes, site rent, registration fees, and license fees) for mobile homes.* For renters, monthly housing costs are: *the gross rent which is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water) and fuels if these are paid by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials which result from various practices of including utilities and fuels as part of a rental payment.*

Table 7-14 compares 1990 & 2000 median monthly household increases (renter & mortgaged owner) to median monthly income increases. In both Millersburg Borough and Upper Paxton Township, as well as Dauphin County as a whole, the 1990 – 2000 change in housing costs exceeded the change in median household income for the same period.

**TABLE 7-14
HOUSING COST OUTPACING INCOME INCREASES
1990 – 2000**

Area	Median Household Income 1990-2000 Change		Mortgaged Owners	Renters
	10 Years	Monthly	Median Monthly Housing Costs	Median Monthly Housing Costs
			1990 - 2000 Change	1990 - 2000 Change
Dauphin County	\$10,522	\$88	\$336	\$200
Millersburg Boro.	\$12,268	\$102	\$238	\$154
Upper Paxton Twp.	\$10,213	\$85	\$369	\$125

Source: Tri-County Regional Planning Commission

Cost Burdened & Extremely Cost Burdened Households

Housing availability and affordability is not only a problem for the very low and low income household, but can also be a problem for the moderate and middle income households. Contrary to popular perception, affordable housing is not slum housing or subsidized housing. “Affordable housing” is housing that requires no more than 30 percent of the household income (*family income is not used due to the census definition of “family” excluding one-person households*). This cost includes mortgage or rental payments, taxes and insurance, fuel and utilities. Households which expend more than 30 percent of their income for housing are considered “*cost burdened*” and must make reductions in expenditures for other necessities including food, clothing and medical care. Those households that spend greater than 50 percent are considered “*extremely cost burdened*”.

Table 7-15 provides information on the Cost Burdened and Extremely Cost Burdened owner occupied households in Millersburg Borough and Upper Paxton Township. While having different numbers of households, both Millersburg and Upper Paxton had similar percentages.

**TABLE 7-15
"COST BURDENED" & "EXTREMELY COST BURDENED" OWNER HOUSEHOLDS
2000**

Area	Total Owner Occupied	COST BURDENED (30% or more)		EXTREMELY COST BURDENED (50% or more)		Not Cost Burdened (less than 30%)	Not Computed
		Number	Percent	Number	Percent		
Dauphin County	59,315	11,461	19%	3,950	7%	47,522	332
Millersburg Boro.	627	83	13%	43	7%	539	5
Upper Paxton Twp.	949	141	15%	44	5%	801	7

Source: U.S. Census

Table 7-16 provides information on the Cost Burdened and Extremely Cost Burdened renter occupied households in Millersburg Borough and Upper Paxton Township. Again, while having different household numbers, both Millersburg and Upper Paxton had similar percentages. Approximately ¼ of all rental households were Cost Burdened.

**TABLE 7-16
"COST BURDENED" & "EXTREMELY COST BURDENED" RENTAL HOUSEHOLDS
2000**

Area	Total Rental Occupied	COST BURDENED (30% or more)		EXTREMELY COST BURDENED (50% or more)		Not Cost Burdened (less than 30%)	Not Computed
		Number	Percent	Number	Percent		
Dauphin County	35,130	11,284	32%	4,703	13%	22,121	1,725
Millersburg Boro.	528	135	26%	71	13%	363	30
Upper Paxton Twp.	241	52	22%	37	15%	168	21

Source: U.S. Census (SF# Sample Date: will be slightly different than SF1's 100% data figures).

What Age Ranges are Cost Burdened?

Table 7-17 examines cost burdened households (by age of householder) to determine which age ranges are most affected. In 2000, in Millersburg, the highest percentages of cost burdened households were in the 65 to 74 years and 75 & over years of age. The renters far exceeded the homeowners. In Upper Paxton Township the highest percentages were found in the 45 to 54 years and 55 to 64 years of age ranges. In both instances owners far exceeded renters.

TABLE 7-17
"COST BURDENED" HOUSEHOLDS
By AGE OF HOUSEHOLDER
2000

Age	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
15 to 24 Years				
Owner	0	0.0%	0	0.0%
Renter	17	7.8%	7	3.6%
Total	17	7.8%	7	3.6%
25 to 34 Years				
Owner	6	2.8%	17	8.8%
Renter	8	3.7%	8	4.1%
Total	14	6.4%	25	13.0%
35 to 44 Years				
Owner	25	11.5%	10	5.2%
Renter	18	8.3%	16	8.3%
Total	43	19.7%	26	13.5%
45 to 54 Years				
Owner	6	2.8%	51	26.4%
Renter	18	8.3%	7	3.6%
Total	24	11.0%	58	30.1%
55 to 64 Years				
Owner	6	2.8%	52	26.94%
Renter	0	0.0%	0	0.00%
Total	6	2.8%	52	26.94%
65 to 74 Years				
Owner	20	9.2%	5	2.6%
Renter	38	17.4%	7	3.6%
Total	58	26.6%	12	6.2%
75 Years & Over				
Owner	20	9.2%	6	3.1%
Renter	36	16.5%	7	3.6%
Total	56	25.7%	13	6.7%
All Ages				
Owner	83	38.1%	141	73.1%
Renter	135	61.9%	52	26.9%
Total	218	100.0%	193	100.0%

Source: U.S. Census

Cost Burdened Households by Income Range

It is not just low-income households that are found to be cost burdened. **Table 7-18** breaks down the 2000 Census households by income range and whether they were owner or renter occupied households. In Millersburg the \$10,000 to \$19,999 income range had the greatest percentage of cost burdened households; the majority of which were renters. In Upper Paxton Township again it was the \$10,000 to \$19,999 income range; but the majority were owner households. These figures appear to reflect a need for more low-income housing in the Millersburg / Upper Paxton area.

TABLE 7-18
"COST BURDENED" RENTER & OWNER OCCUPIED HOUSEHOLDS
By INCOME RANGE
2000

Income Range	Millersburg Boro.		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Less than \$10,000				
Owner	20	9.2%	19	9.8%
Renter	51	23.4%	29	15.0%
Total	71	32.6%	48	24.9%
\$10,000 - \$19,999				
Owner	24	11.0%	45	23.3%
Renter	65	29.8%	23	11.9%
Total	89	40.8%	68	35.2%
\$20,000 - \$34,999				
Owner	12	5.5%	48	24.9%
Renter	19	8.7%	0	0.0%
Total	31	14.2%	48	24.9%
\$35,000 - \$49,999				
Owner	27	12.4%	18	9.3%
Renter	0	0.0%	0	0.0%
Total	27	12.4%	18	9.3%
\$50,000 - \$74,999				
Owner	0	0.0%	11	5.7%
Renter	0	0.0%	0	0.0%
Total	0	0.0%	11	5.7%
\$75,000 - \$99,999				
Owner	0	0.0%	0	0.0%
Renter	0	0.0%	0	0.0%
Total	0	0.0%	0	0.0%
\$100,000 & over				
Owner	0	0.0%	0	0.0%
Renter	0	0.0%	0	0.0%
Total	0	0.0%	0	0.0%
TOTAL	218	100.0%	193	100.0%
Owner	83	38.1%	141	73.1%
Renter	135	61.9%	52	26.9%

Source: U.Census

ASSISTED HOUSING

Public and assisted housing in Dauphin County includes public housing developments operated by a public housing authority, Section 8 programs and other assisted units. The Housing Authority of the County of Dauphin (HACD) does not own and manage any public housing in the Millersburg / Upper Paxton area. There are however other assisted housing projects in Millersburg Borough. Hillside Heights has 24 units, for family and general occupancy; and Susquehanna Housing has 11 units, all for the elderly. The Polk foundation has approximately 75 assisted housing units located at 301 North Street.

HOUSING PROJECTIONS: 2005 – 2010 – 2015 - 2020

Chapter 4 contains a population projections for Millersburg Borough and Upper Paxton Township for 2005, 2010, 2015, and 2020. From these projections future housing needs can be predicted.

Calculation Method

In order to determine the estimated number of year round dwelling units that will be needed to accommodate the projected population, Tri-County Planning Commission (TCRPC) made three assumptions: (1) the average household size will remain the same as in 2000; (2) the number of residents in group quarters will remain the same as in 2000; and (3) the vacancy rate will remain the same as in 2000 (**Table 7-19**).

**TABLE 7-19
EXISTING HOUSING STATISTICS
2000**

	Millersburg Boro.	Upper Paxton Twp.
Population	2,562	3,930
Group Quarters	0	206
Net Population (less group quarters)	2,562	3,724
Total Dwelling Units	1,315	1,528
Seasonal, Recreational, Occasional & Migratory	2	1
Net Year Round Dwelling Units	1,313	1,527
Occupied Dwelling Units	2,213	1,458
Persons Per Dwelling Unit	2.11	2.55
Vacant Dwelling Units	102	70
Seasonal, Occasional & Rec.	2	1
Migratory	0	0
Year Round	100	69
Vacancy Rate: Year Round Dwelling Units	7.62%	4.52%
Percent Owner Vacant	2.40%	1.10%
Percent Renter Vacant	6.40%	2.60%

Source: U.S. Census

The following steps were taken to determine year round future housing need: Persons per year round household were applied to the projected population (less group quarters). This produced a housing figure that assumed a vacancy rate of zero. Since this an impractical assumption, two potential vacancy rates were then examined. The first alternative was to continue the 2000 vacancy rate; the second was a “healthy” 5 percent rate. The latter is an accepted percentage to meet supply and demand. **Table 6-20** provides the results of these calculations. With a continuation of the 2000 vacancy rate, Millersburg Borough shows a negative housing need of -41, -85, -128, -171 dwelling units for 2005, 2010, 2015 and 2020, respectfully. Upper Paxton, with the 2000 vacancy rate, projects a housing need of +107, +125, +134 and +162, respectively. At a “healthy” 5 percent vacancy rate, the Millersburg projected need is again negative at -78, -120, -162, and -205. The Upper Paxton projection at a “healthy” vacancy rate is +114, +132, +151 and +170 for 2005, 2010, 2015 and 2020 respectively.

**TABLE 7-20
PROJECTED HOUSING NEED
2005 – 2010 – 2015 – 2020**

	Millersburg Boro.	Upper Paxton Twp.	Total
2000 Population	2,562	3,930	6492
2000 Year Round Dwelling Units	1,313	1,527	2840
2005			
Projected Population	2,476	3,975	6623
Year Round Dwelling Units Needed at No Vacancy			
Total Dwelling Units	1,173	1,559	2732
Additional Over 2000 Dwelling Units	-140	32	-108
Year Round Dwelling Units Needed at 2000 Vacancy Rate			
Total Dwelling Units	1,272	1,634	2906
Additional Over 2000 Dwelling Units	-41	107	66
Year Round Dwelling Units at 5% Healthy Vacancy Rate			
Total Dwelling Units	1,235	1,641	2876
Additional Over 2000 Dwelling Units	-78	114	36
2010			
Projected Population	2,391	4,020	6969
Year Round Dwelling Units Needed at No Vacancy			
Total Dwelling Units	1,133	1,576	2709
Additional Over 2000 Dwelling Units	-180	49	-131
Year Round Dwelling Units Needed at 2000 Vacancy Rate			
Total Dwelling Units	1,228	1,652	2880
Additional Over 2000 Dwelling Units	-85	125	40
Year Round Dwelling Units at 5% Healthy Vacancy Rate			
Total Dwelling Units	1,193	1,659	2852
Additional Over 2000 Dwelling Units	-120	132	12
2015			
Projected Population	2,306	4,065	7313
Year Round Dwelling Units Needed at No Vacancy			
Total Dwelling Units	1,093	1,594	2687
Additional Over 2000 Dwelling Units	-220	67	-153
Year Round Dwelling Units Needed at 2000 Vacancy Rate			
Total Dwelling Units	1,185	1,671	2856
Additional Over 2000 Dwelling Units	-128	134	6
Year Round Dwelling Units at 5% Healthy Vacancy Rate			
Total Dwelling Units	1,151	1,678	2829
Additional Over 2000 Dwelling Units	-162	151	-11
2020			
Projected Population	2,221	4,110	7658
Year Round Dwelling Units Needed at No Vacancy			
Total Dwelling Units	1,053	1,612	2665
Additional Over 2000 Dwelling Units	-260	85	175
Year Round Dwelling Units Needed at 2000 Vacancy Rate			
Total Dwelling Units	1,142	1,689	2831
Additional Over 2000 Dwelling Units	-171	162	-39
Year Round Dwelling Units at 5% Healthy Vacancy Rate			
Total Dwelling Units	1,108	1,697	2805
Additional Over 2000 Dwelling Units	-205	170	-35

Source: Tri-County Regional Planning Commission

Note: Projections assume a continuation of Census 2000 vacancy rate of 7.76% in Millersburg Boro. and 4.58% in Upper Paxton Twp.

Note: Projections based on Census 2000 rate of 2.11 persons per dwelling unit in Millersburg Boro. and 2.55 persons per dwelling unit in Upper Paxton Twp.

CHAPTER 8: TRANSPORTATION

The network of roads and highways in a municipality must serve three basic purposes:

1. The road system should permit safe, expedient movement of traffic within and through the area without excessive delay and congestion;
2. The network should make the municipality and all its component parts accessible to one another and to external areas; and
3. The network should harmoniously fit in with the overall development pattern of the community.

The last objective is particularly important because of the role roadways play in shaping and supporting patterns of land development. Generally those highways carrying large volumes of traffic will attract commercial development, while lightly traveled ones usually serve less intensive forms of development.

In order to serve the first two objectives, various types of highways are required. These are freeways, arterials, collectors and local streets or roads.

TRANSPORTATION AND LAND USE

The quality and nature of the existing and future development of Millersburg Borough and Upper Paxton Township are closely related to the ability of their road systems to efficiently and effectively carry the volume of traffic generated within the Borough and Township in addition to through travel. The circulation patterns of both municipalities should function to accommodate the safe, free flow of pedestrian and vehicular traffic.

The transportation system directs growth, determines circulation patterns and influences land uses within both Millersburg and Upper Paxton Township. PA 25, PA 147 and U.S. 209 are the major roadways in the Millersburg / Upper Paxton area. PA 25 and U.S. 209 are the two major east-west thoroughfares in northern Dauphin County. They converge in Millersburg Borough. PA 25 proceeds eastward through Berrysburg and Gratz and onward to Schuylkill County. U.S. 209 follows a roughly parallel path to the south and passes through Elizabethville, Loyaltown, and Lykens and past Williamstown. PA 147 follows the east bank of the Susquehanna River from Clarks Ferry where it joins U.S. 22/322 north through Upper Paxton and onward to Sunbury. These three highways are on the federal aid highway system. There are no significant travel generators in either Millersburg Borough or Upper Paxton Township.

MEANS OF TRAVEL TO WORK

How workers travel to work has an impact on the transportation system needs in the Millersburg / Upper Paxton area. The 2000 Census reports the means of travel to work for workers age 16 and over. **Table 8-1** reports that Census data. Upper Paxton residents reported that a higher percentage drove alone, while a higher percentage in Millersburg carpooled. Very few people in either municipality utilize public transportation. There is no local public bus service to the Millersburg / Upper Paxton area, however, there is dedicated bus service provided by Hegins Valley Lines that transports workers to and from the Harrisburg area. Hegins Valley Lines provides for 6 pick-up locations in Upper Dauphin County. There used to be two full buses. However, ridership dropped off when passenger

rates increased. There is currently only 1 bus with an average of 35 riders. The service is geared to 7 a.m. to 4 p.m. workers.

**CHAPTER 8-1_
MEANS OF COMMUTING TO WORK
2000**

	Millersburg Borough		Upper Paxton Twp.	
	Number	Percent	Number	Percent
Workers 16 & over	1,276	100.0	1,817	100.0
Car, truck or van				
Drove alone	895	70.1	1,404	77.3
Carpooled	221	17.3	275	15.1
Public transportation (including taxis)	15	1.2	16	0.9
Walked	97	7.6	49	2.7
Other means	29	2.3	14	0.8
Worked at home	19	1.5	59	3.2
Mean travel time to work (minutes)	26.2	n/a	26.7	n/a

Source: U.S. Census

TRAVEL TIME TO WORK

Travel time to work is another important consideration for determining where people wish to live, where transportation facilities are more efficient and where future development might occur. People moving or relocating in an area will often attempt to locate near their place of employment, or near significant regional highways, so that the least amount of time will be spent on the daily commute. Similarly, businesses often locate where efficient transportation facilities exist so that employees have easy access to their work location. When people and employers locate near major roadways, commuting times are decreased and travel patterns simplified.

The 2000 Census reported mean travel times to work. In Millersburg it was 26.2 minutes and in Upper Paxton 26.7 minutes. This compares to 21.1 minutes for Dauphin County as a whole. Commuters traveling 20 minutes or less to work are considered to be located within convenient proximity to their work destinations. The higher travel times in the study area may be an indicator of the percentage of persons who commute to the Harrisburg area places of employment.

HIGHWAYS

The Millersburg / Upper Paxton area highways serve a variety of travel types including long distance “through” travel, work commutation, goods movement and recreational travel.

Functional Classification of Highways

The Pennsylvania Department of Transportation (PennDOT) and the Harrisburg Area Transportation Study (HATS) determine the functional classification of existing roadways in the Borough and Township (**Map 8-1**). At the local level, functional classifications are important in determining and applying design standards (pavement widths, right-of-way

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acquisition, curbing, etc.) to roadways being improved by developers or the Borough or Township. Every attempt should be made to have consistent functional classification ratings at the local, county and regional level. **Table 8-2** lists the functional classification of roadways in Millersburg Borough and Upper Paxton Township. There are no freeways in the Millersburg / Upper Paxton area. Those roadways not listed are classified as “local” roadways.

**TABLE 8-2
FUNCTIONAL CLASSIFICATION OF ROADWAYS**

Road Name / Number	Classification
S.R. 25 Johnson Street	Major Collector
S.R. 147 Second Street	Minor Arterial
S.R. 209 State Street	Minor Arterial
S.R. 4009 Wiconisco Street	Minor Collector
S.R. 4002 Shippen Dam Road	Local
S.R. 4003 Klinger Road	Local
S.R. 4005 Deibler Road	Local
S.R. 4007	Local
S.R. 4008 Hoy Road	Local
S.R. 4010 Phillips Road	Local
All other roads	Local

Source: PennDOT

Arterial Roads: (both non-limited access and limited access) are defined as highways which are major traffic corridors, providing for traffic of substantial volumes. Generally these highways should accommodate operating speeds of 35 – 55 miles per hour, and have an estimated Average Daily Traffic (ADT) count of 5,000 vehicles or greater.

Collector Roads: include streets which connect local access highways to arterial highways. Generally, these streets should accommodate operating speeds of 35 miles per hour and have an estimated Average Daily Traffic (ADT) count of 400 to 5,000 vehicles.

Traffic Volumes

The volume of traffic on the principal highways in the Millersburg – Upper Paxton area is shown on **MAP 8-2**. These traffic volumes represent Annual Average Daily Traffic (AADT) which is determined by counting the number of vehicles passing at a specific point for one week and averaging the result for a 24-hour period during the week. The traffic volumes were obtained in 2005. This data reveals that two of the highways in the study area have areas in excess of 4,000 AADT: Rt. 209 and Rt. 147. Traffic on the remainder of the area roadways is relatively light.

Roadway Deficiencies & Projects

Overall, the roads within the Borough and Township are in relatively good condition. The Borough and Township both receive state liquid fuel tax funds. The money for roadway improvements is funded by the state liquid fuel tax funds and the Borough’s and Township’s general fund.

Neither Millersburg Borough nor Upper Paxton Township have any projects on PennDOT’s current Twelve Year Program.

The highway systems in most areas are affected by two general problems. One is the ability of the highways, by virtue of their design, to cope with the demands of modern day

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vehicular traffic. The more common deficiencies include inadequate width, excessive grades and poorly designed curves. Second, indiscriminate development of land uses adjacent to highways can help accelerate obsolescence of roads by causing them to serve too many needs. At the present time, the first problem most affects the Millersburg – Upper Paxton area. However, future development could cause important problems if sound land use planning policies are not enacted and enforced.

The most serious deficiencies are found on Township roads in the area. On these roadways, sharp curves and narrow pavement widths are not uncommon and present traffic hazards. The problems identified in **TABLE 8-3** therefore need to be addressed. Millersburg Borough does a yearly road inspection and identifies work to be accomplished.

**TABLE 8-3
ROADWAY DEFICIENCIES & PROJECTS
2005**

Deficiency / Project	Upper Paxton Twp.
Safety	Poor sight distance, grades and geometrics Relocation of portion of roadway may be possible but expensive Berry Mountain Road Narrow, steep grades and drainage problems due to location on north slope of mountain. Some minor widening/bank cutback work is planned Center Street Some less than desirable horizontal curves
Intersections	PA 147/Market Street/Lenkerville Road Poor intersection angle leads to turn related problems. PennDOT has looked at the intersection and feels that widening PA 147 to provide a center left-turn lane would improve the intersection. A realignment of the Lenkerville Road connection (resulting in an intersection that is closer to 90 degrees) to PA 147 may also improve the intersection PA 147/Center Street Poor site distance to and from the south PA 25/Rising Sun Road Geometric improvements and widening needed
Roadway Improvements	Shippen Dam Road Improve curves and widen Medical Road Only access to a nursing home and medical clinic. Possibility of moving road to a utility right-of-way

Source: Upper Paxton Township

Bridges

It is the municipalities responsibility to inspect bridge spans 20 feet or greater in length every two years. If the municipality does not have a person who meets National Bridge Inspection Standards to inspect the spans, PennDOT will conduct the inspection and withhold a portion of the local Liquid Fuels Fund allocation. The federal government will reimburse 80 percent of the bridge inspection costs. The municipality is then responsible for the remaining 20 percent. If PennDOT conducts the inspection, the municipality can chose to either reimburse PennDOT the 20 percent portion of the cost or receive a deduction from its annual Liquid Fuels stipend.

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By undertaking a periodic maintenance schedule, the life span of bridges can be prolonged. After winter, the municipality should remove cinders, salt, dirt and other corrosive materials. These materials can collect in a bridge's downspouts and allow water to sit on the deck, corroding the surface and causing dangerous driving conditions. Maintenance crews should also periodically remove any obstructions from the drains. The PennDOT owned bridges are shown on **MAP 8-3**.

PUBLIC TRANSPORTATION

As noted above there is no regular local bus service provided in the Millersburg / Upper Paxton area. However, Hegins Valley Lines provides once daily roundtrip buses for commuters to the Harrisburg area. They also provide roundtrip service between Elizabethville Borough and Harrisburg.

Taxi Service

There are several taxi companies that provide service in the Harrisburg area. However, there are no providers located in Upper Dauphin County.

Intercity Bus Service

There is no intercity bus service in the Millersburg / Upper Paxton area. The nearest stops are in Perry County, where Fullington railways and Susquehanna Trailways provide service. Extensive services from Greyhound and various Trailways carriers are provided at the Harrisburg Transportation Center. Susquehanna Trailways also offers service to multiple routes that stop in Sungury.

Park and Ride

Official Park and Ride sites provide organized locations where people can park their cars and either carpool or use public transit to arrive at their final destination. Currently, the closest Park and Ride facilities are located on Highway 22/322 at the Clarks Ferry Bridge and Dauphin exits.

Paratransit

Capital Area Transit (CAT) provides transportation services for those persons who are unable to utilize normal means of transportation. Millersburg Borough and Upper Paxton Township residents can obtain service from the Elizabethville office. Residents of Upper Dauphin County can use this service for travel throughout Dauphin County and nearby service in surrounding counties for an additional fee. More information can be found on CAT's web site at <http://catttransit.com> or Tri-County Regional Planning Commission's web site at <http://tcrpc-pa.org>.

Ride Sharing

A free ride sharing match-up service is available from commuter Services of South-Central Pennsylvania. This service will provide users with a list of others who live nearby and travel to the same general locations for work. An Emergency Ride Home Program is also offered to those whose employers elect to participate. The service will also provide other transportation options when available. The program works with both employers and individuals in Dauphin, Perry, Cumberland, York, Lancaster and Lebanon Counties. More

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information on this service can be found at their web site at <http://www.pacommuterservices.com>.

Passenger Rail Service

Although freight rail lines run through Millersburg Borough and Upper Paxton Township, there is currently no passenger rail service operating along these lines. The nearest commuter rail service terminal is the Harrisburg Transportation Center in downtown Harrisburg. Amtrak train service is available at the Transportation Center to Philadelphia and points East and Pittsburgh and other points West. From these hubs riders can connect with Amtrak's nationwide rail network.

Freight Rail Service

Norfolk Southern's Buffalo Line between Harrisburg and Buffalo, New York runs along the east side of the Susquehanna River and passes through Millersburg Borough and Upper Paxton Township (**MAP 8-4**). However, no companies within Millersburg or Upper Paxton are located along or utilize this line.

Aviation

There is one private airport in the Millersburg / Upper Paxton area located off Rt. 147. It is used by the owners, as well as some others. The closest commercial service airport is Harrisburg International Airport. It provides the Tri-County region with direct and connecting commercial air passage and air freight service to national and international destinations. The closest public use airports are Bendigo Airport in Rush Township and Penn Valley Airport near Selinsgrove.

Bicycle / Pedestrian

There are no bicycle / pedestrian paths in the area. However, there are a number of funding sources that can be used to help fund bicycle / pedestrian projects. The most significant source is the Transportation Enhancement Program, which is dedicated to helping fund non-traditional surface transportation projects, including bicycle / pedestrian projects. For more information on this program, check PennDot's website at <http://www.dot.state.pa.us> and look for information on the Transportation Enhancement Program. Roadways with Bicycle / Pedestrian needs are shown on **MAP 8-5**.

INSERT MAPS 8-1 THROUGH 8-5

CHAPTER 9: COMMUNITY FACILITIES, SERVICES & UTILITIES

COMMUNITY FACILITIES & SERVICES

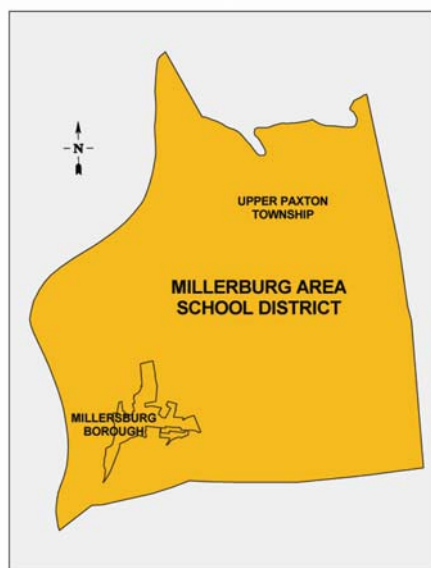
There are many public and semi-public facilities and services that must be provided in a local municipality to meet the daily health, safety, educational and cultural needs of its residents. The level of need for these services and the extent to which they can be provided depends largely on (1) the size and density of the physical development within the municipality; (2) the composition and spatial distribution of the resident population; and (3) the financial resources available to develop and/or maintain the range of facilities and services that are needed.

A wide variety of community facilities and services are provided to Millersburg Borough and Upper Paxton Township residents, including educational, recreational and emergency. The adequacy and availability of these facilities and services are a reflection on the quality, convenience and general character of the Borough and Township as places to work and live.

EDUCATION FACILITIES

Public, Primary and Secondary Education

The Millersburg Area School District encompasses both Millersburg Borough and Upper Paxton Township. There are three schools: Millersburg Senior High School, Millersburg Elementary School and Lenkerville Elementary School (**Table 9-1** and **MAP 9-1**). **Table 9-2** tracks enrollment figures for the 1990/1991 through 2005/2006 academic school years.



**TABLE 9-1
MILLERSBURG AREA SCHOOL DISTRICT
SCHOOL SUMMARIES
2006**

Characteristics	Millersburg Senior High School	Millersburg Middle School	Lenkerville Elementary School
Year of Construction	1972	1932	1936
Year of Last Renovation or Addition	1992	1992	1994
Building Condition	Good	Good	Good
Height (Stories)	1	2	2
Regular Classrooms	17	21	23
Other Rooms	Library Cafeteria* Kitchen* Faculty Room Health Room* Gymnasium Guidance Room Office Auditorium	Library Faculty Room Multi-Purpose Rm. Guidance Office Office	Library Cafeteria Kitchen Faculty Rooms Health Room Multi-Purpose Room Guidance Room Office
Pupil Capacity	448	336	540 - 648
Site Size (Acres)	12	Shared with H.S.	11
Recreation Acreage (Estimated)	9	Shared with H.S.	Unknown
Recreation Facilities	1 Tennis Courts 2 Basketball Courts 1 Softball Field 1 Football Field 1 Running Track	Shared with H.S. Shared with H.S. Shared with H.S.	1 Softball Field 1 Basketball Court 1 Playground

* Shared with Middle School

Source: Millersburg Area School District

**TABLE 9-2
MILLERSBURG AREA SCHOOL DISTRICT ENROLLMENT
1990/1991 TO 2005/2006**

Academic Year	Millersburg Senior High School	Millersburg Middle School	Lenkerville Elementary School	Total
1990 - 1991	271	244	490	1,005
1991 - 1992	268	254	501	1,023
1992 - 1993	287	256	484	1,027
1993 - 1994	286	244	507	1,037
1994 - 1995	314	239	486	1,039
1995 - 1996	320	256	479	1,055
1996 - 1997	304	263	496	1,063
1997 - 1998	298	263	470	1,031
1998 - 1999	309	248	473	1,030
1999 - 2000	293	228	461	982
2000 - 2001	308	234	457	999
2001 - 2002	287	231	433	951
2002 - 2003	249	252	425	926
2003 - 2004	290	241	409	940
2004 - 2005	278	228	403	909
2005 - 2006	313	228	382	923

Sources: PA Department of Education; Millersburg Area School District

Enrollment projections (**Table 9-3**) are made by the Pennsylvania Department of Education. The Department’s projections are based on the ages of current children within the district and projected births. (Projections beyond five years are subject to inconsistencies due to differences between projected and actual live births). While the 2005/2006 enrollment increased from 2004/2005, it fell short of the Department’s 2005/2006 projection by 52 students. The Pennsylvania Department of Education projects to the 2015/2016 school year. It is projected that there will be a steady student enrollment beginning with the 2006/2007 academic year.

**TABLE 9-3
PUBLIC SCHOOL ENROLLMENT PROJECTIONS
By
PA DEPARTMENT OF EDUCATION
2005/2006 – 2015/2016**

School District	2005/2006 Enrollment	2006/2007	2007/2008	2009/2010	2011/2012	2013/2014	2015/2016
Millersburg Area	923	906	882	834	823	811	822

Source: PA Department of Education; Millersburg Area School District

Private and Non-Public School

In addition to public elementary and secondary education, there is the potential for private and non-public educational facilities. In the Millersburg Borough and Upper Paxton area there are 3:

- Tree Line School (Amish School)
- North Mountain View (Amish School)
- Northern Dauphin Christian School (Private School)

Community Facilities, Services & Utilities

Home Schooling

The Pennsylvania Department of Education maintains statistics on the number of students that are Home Schooled. The most recent statistics are for the 2004/2005 academic year in which there were 14 students: 5 ages 5-11; and 9 ages 12-18+. In 2004/2005 there were an additional 20 students from the Millersburg Area School district that were enrolled in Cyber Schools.

Higher Education

Higher education is provided at eight Dauphin County institutions (**Table 9-4**). Two are affiliated with the Pennsylvania State University: the Harrisburg campus in Middletown, offering both undergraduate and graduate degrees, and the specialized Hershey Medical Center in Hershey. Harrisburg University of Science & Technology opened in August 2006 and is a comprehensive university offering a wide-range technology-enriched academic programs. It is the first private, not-for-profit, science and technology focused institution chartered in Pennsylvania in more than 100 years. The Harrisburg Area Community College (HACC) provides two year programs/degrees for residents in the Harrisburg region. Temple University has a small center city campus in Harrisburg that offers graduate courses in a limited curriculum. Widener University has a Harrisburg Law School branch campus. Dixon University Center in Harrisburg provides a consortium of colleges and universities that offer certificate, undergraduate and graduate degree programs. University of Phoenix has a branch campus in Harrisburg and offers Bachelor degrees in Business Management & Criminal Justice Administration; MBAs in Technical Management, Global Management & Health Care Management, as well as Associate Degrees. I also offers on-line degrees.

Other facilities of higher education conveniently located to Dauphin County residents include:

Cumberland County:	Shippensburg University Dickinson Law School Dickinson College Messiah College Central PA Business School
Lancaster County:	Elizabethtown College Franklin & Marshall College Millersville University
York County:	York College of Pennsylvania Penn State Univ. - York Campus
Lebanon County:	Lebanon Valley College
Schuylkill County:	Penn State Univ. Schuylkill Campus

The Dauphin County area also offers various other business schools and specialized degree granting institutions.

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**TABLE 9-4
DEGREE OFFERING INSTITUTIONS
DAUPHIN COUNTY
2005**

Facility	Location	2004-2005 Enrollment
Harrisburg Area Community College	Harrisburg	9,012
Pennsylvania State University Harrisburg Campus	Middletown	3,736
Pennsylvania State University Milton Hershey Medical Center	Hershey	600
Harrisburg University of Science & Technology	Harrisburg	113 (2005)
Widener University Law School Harrisburg Campus	Susquehanna Twp.	480 (both campuses)
Temple University Harrisburg Campus	Harrisburg	70 (both campuses)
Dixon University Center	Harrisburg	590
University of Phoenix (Harrisburg Branch)	Harrisburg	(has rolling enrollment)

Source: Tri-County Regional Planning Commission

LIBRARY FACILITIES

Dauphin County has numerous public libraries, one of which is located in Millersburg: Johnson Memorial Library (**MAP 9-1**). In 1989, the Dauphin County Library System marked its 100th year of service to county residents. The library provides information, formal education support and independent learning resources, as well as popular and reference research materials. The library is located on the Middle School property. It was constructed in 1931 and became part of the Dauphin County library system in the late 1970s. Hours of operation are Monday, Tuesday & Thursday 1 p.m. – 8 p.m.; Friday 12 noon – 5 p.m.; and Saturday 10 a.m. – 2 p.m. The library is closed on Wednesdays and Sundays.

There are also specialized libraries in Dauphin County that can be accessed by Millersburg / Upper Paxton area residents (**Table 9-5**).

**TABLE 9-5
SPECIALIZED LIBRARIES
Dauphin County**

College and University Libraries

Dixon University Center
Penn State University - Harrisburg Campus
Milton S. Hershey Medical Center - George T. Harrell Library
National Education Center - Thompson Institute - Harrisburg Campus

Junior and Community College Libraries

Harrisburg Area Community College (HACC) - McCormick Library

Law Libraries

Angino & Rovner
Commonwealth Court Law Library
Dauphin County Law Library
McNees, Wallace and Nurick
Pennsylvania Attorney General's Office
Pennsylvania Auditor General's Law Library
Pennsylvania Environmental Protection Dept. Law Library
Pennsylvania Public Welfare Legal Office Library
Pennsylvania Governor's Office of Budget Library
Pennsylvania Legislative Reference Bureau Library
Pennsylvania Housing Finance Agency Library
Pennsylvania Human Relations Commission Library
Pennsylvania Public Utility Commission Library
Pennsylvania Department of Transportation Law Library
Senate Library of Pennsylvania
State Police Academy Library
Supreme and Superior Court Library
Widener University

Special Libraries

Antique Automobile Club of America Library and Research Center
TYCO Corporate Library

Community Facilities, Services & Utilities

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Board of Probation and Parole
Community Health Information Library
Hershey Foods Corporation
Hospital and Health System Association of Pennsylvania
Patriot News Library
PennDOT Knowledge Center
Pennsylvania Conservation & Natural Resources Dept.
Pennsylvania Environmental Protection Dept.
Pennsylvania Historical and Museum Commission Library
Pennsylvania Joint State Government Commission
Pennsylvania Legal Services Center
Pinnacle Health at Community General Osteopathic Hospital
Pinnacle Health at Harrisburg Hospital
Pinnacle Health at Polyclinic Hospital
Pinnacle Health Woman Care Center East

State Supported Institutions
Harrisburg State Hospital Library Service

Source: PA Department of Education, Directory of PA Libraries, 2001

MUSEUMS

Public museums in Dauphin County are listed in **Table 9-6**. One is located in Millersburg: Millersburg / Upper Paxton Heritage Museum.

**TABLE 9-6
PUBLIC MUSEUMS
Dauphin County**

<u>Museum</u>	<u>Location</u>
Antique Car Museum	Hershey
Dorthea Dix Museum	Middletown
Fort Hunter Museum	Harrisburg
Hershey Chocolate World	Hershey
Hershey Museum of American Life	Hershey
John Harris & Simon Cameron Mansion	Harrisburg
Millersburg/Upper Paxton Heritage Museum	Millersburg
Museum of Scientific Discovery	Harrisburg
National Civil War Museum	Harrisburg
Slavic Museum & Archives	Middletown
State Museum of Pennsylvania	Harrisburg
Susquehanna Art Museum	Harrisburg

HOSPITALS

Three hospitals are located in Dauphin County, none of which are in the Millersburg / Upper Paxton area. **Table 9-7** provides information about the services and facilities available at each one. In addition to hospitals Dauphin County has thirteen licensed nursing homes which provide a total of 2,106 licensed and staffed beds. One of the nursing homes is located in Millersburg: Manor of Susquehanna Village. It is a for-profit facility with 194 licensed beds, all of which accept Medicaid and Medicare patients. It has no continuing/life care beds.

**TABLE 9-7
HOSPITALS
Dauphin County**

Hospital	Location	Type of Facility	Licensed Beds	Set up/ Staffed Beds	Licensed Long Term Care	Well Infant Bassinets
Milton S. Hershey Medical Center	Hershey	General Nonprofit	504	400	No	12
Pinnacle Health Hospitals	Harrisburg	General Nonprofit	589	589	Yes	31
SSCI Hospital	Harrisburg	LTC-Acute Profit	24	24	No	0
TOTAL	n/a	n/a	1,117	1,013	n/a	43

Source: Tri-County Planning Commission

PARK & RECREATION FACILITIES

Pennsylvania Fish & Boat Commission Areas

Fishing Access Areas

The Pennsylvania Fish & Boat commission has five access areas in Dauphin County. One is located in Millersburg along the Susquehanna River. It has off-street parking facilities and a boat ramp. No restroom facilities are provided.

County & Local Parks and Recreation

Dauphin County operates one county park (**MAP 9-1**) in the Millersburg / Upper Paxton area: Wiconisco Creek Park. It is approximately 100 acres located on the north side of the creek near the Ned Smith Center on Municipal Authority lands. Park facilities include baseball/softball ballfields, trails, archery, soccer field , picnic pavilion, playground, concessions stand and restrooms.

Millersburg maintains several park facilities (**Table 9-8** and **MAP 9-1**) that are available to both Borough and Township residents. The Millersburg Planning Commission has noted that MYO Park can be difficult to get to due to the curvature of the road and high water. The Commission has also noted there may be a need for skateboard facilities. This could be looked into in the proposed Millersburg Park & Recreation Plan. A bridge was constructed in 1996 by the National Guard unit from Johnstown to connect MYO Park and Riverfront Park.

**TABLE 9-8
LOCAL PARK FACILITIES
MILLERSBURG BOROUGH
2006**

Name	Acres	Facilities
Millersburg Borough		
MYO Park	4.2	Playground, baseball field with concessions, soccer field, pavilions, tow path trail
Riverfront Park	3.8	Playground, picnic area, scenic area and boat docks
Market Square Park	1.0	Scenic area, park benches and gazebo
Brown Bradenbaugh Park	1.3	Softball field
Seal Park	9.7	Playground, baseball field with concessions, pavilions, picnic area, volleyball and tennis

Source: Tri-County Regional Planning Commission

The Borough also has a swimming pool. The facility occupies a site of about 2 acres and includes an “L” shaped pool and bathhouse. It is located to the west of the high school in the northeastern portion of the Borough.

Public School Recreation

A major source of recreation, especially for children is found at school sites. Most outdoor school facilities are available for public use. Facilities at the Middle and High Schools are also available to the public.

Open Space & Greenways

Open space is land or water that is predominately undeveloped and permanently reserved for public or private open space. Open space can provide for a variety of activities, including picnicking, wildlife observation, hiking & biking. Open space conserves biodiversity and natural resources. Open space also preserves historic landscapes, scenic quality, community character and agricultural lands. Open space is provided at the various parks in the Millersburg / Upper Paxton area.

Ned Smith Nature Center for Nature and Arts

The Ned Smith Nature Center for Nature and Arts (**MAP 9-1**) opened in and is dedicated in honor of artist Ned Smith who resided in Millersburg. Activities and facilities at the center include Nature and Arts Festivals, an Art Gallery, Youth Nature and Art Programs, an Arts and Entertainment Series, and Hiking Trails. The Center houses a \$1.5million collection of hundreds of original paintings, drawings, field sketches, journal notes, and manuscripts donated by Smith’s widow. The Center has also just begun a bridge across the Wiconisco Creek which will provide access from the Nature & Arts Center’s building facilities to the 15 miles of developed trails the Center has on its 500 acres of land. The bridge will permit both emergency vehicle and maintenance access, along with daily pedestrian traffic. The Center has recently received a \$600,000 grant for improvements to the Center. The improvement is a Highway and Bridge project. It will involve the intersection of an Upper Paxton Township

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road, Water Company Road, and intersection of PA Route 209 in Upper Paxton Township, just north of the Borough of Millersburg. These improvements will enhance access to the Center, which can expect to attract 50,000 visitors with an overall economic impact to the region of \$3 million dollars.

Future Park Needs

Methods for determining the amount of park and recreation land needed for future populations have changed dramatically over the past 10 years. The National Recreation and Park Association standards of 1990 are now out of date. Their current standards would require a full level-of-service study of the parkland available to the population of the Millersburg / Upper Paxton area. Therefore, for the purpose of this plan the 1990 National Recreation and Parks Association's standards of 10 acres of local public parkland for every 1,000 persons is used. Based on this method, and the Millersburg / Upper Paxton area 2000 Census population of 6,492 persons (Millersburg = 2,562 and Upper Paxton = 3,930), 64.92 acres of local parks are needed. The local parks do not meet the need, but it is met if the Dauphin County park is included. Millersburg has hired a consultant to prepare a Parks and Recreation Plan.

EMERGENCY SERVICES

Fire Service

The Millersburg / Upper Paxton area is provided with fire service through the Millersburg Fire Department. The staff is comprised of 50 personnel. Equipment includes: four fire trucks and a flat bottom boat. In 2004 the Department responded to 187 calls.

Police Protection

Millersburg Borough has its own police department. It is comprised of 4 full time and some part-time officers. Upper Paxton Township is serviced by the Pennsylvania State Police. In 2004, they responded to 1,217 and 439 calls, respectively.

Emergency Management Services

Dauphin County operates a 911 Enhanced System utilizing the County Communications Center. When a person dials 911, the call is routed to the correct Emergency Communications Center (Millersburg). When the dispatcher picks up the call, the calling party's telephone number and address will automatically be displayed on the dispatchers screen. The Millersburg Planning Commission has noted that the railroad through the Borough can be an impediment to emergency services: access is provided under the railroad, but is subject to flooding.

Hazardous Materials

Hazardous materials pose a real and potentially disastrous threat to the citizens of Dauphin County. Hazardous materials incidents may include, but are not limited to responses involving fires, spills, transportation accidents, chemical reactions and explosions, threat of weapons of mass destruction, terrorism as well as biological and nuclear incidents. Associated hazards may include toxicity, flammability, radiological hazards, corrosives, explosives, health hazards or any combination of these items. The Dauphin County

Hazardous Materials Response Team is comprised of both volunteers and professionals who train together to mitigate hazardous situations throughout Dauphin County.

Emergency Medical Services

The Millersburg Ambulance Association serves both Millersburg Borough and Upper Paxton Township. In 2004 the Association had 850 ambulance runs. Since there are no hospitals in the Millersburg / Upper Paxton area, emergency patients must be transported to a hospital in lower Dauphin County. There is an emergency Management Coordinator. He has a command center at both the fire department and in his residence.

Hazard Mitigation Plan

In 2002, Dauphin County was granted Pre-Disaster Hazard Mitigation Community designation by the Federal Emergency Management Agency (FEMA). The goal of pre-disaster hazard mitigation is to increase disaster resistance of the County so that residents, businesses, and communities will be less susceptible to future exposures to disastrous events. A key component to reducing future losses is to first have a clear understanding of what the current risks are and what steps may be taken to lessen them. The Hazard Vulnerability Assessment and Mitigation Plan is the crucial first step in this process as it is an organized and coordinated process of assessing potential hazards. It also identifies cost effective actions that will reduce or eliminate the damaging impacts of these hazards.

MUNICIPAL BUILDINGS

Both Millersburg Borough and Upper Paxton Township have municipal buildings (**Map 9-1**). They are both in good condition and meet the present and future needs of their respective communities. The Millersburg Borough office is open Monday through Fridays from 8:00 a.m. to 4:30 p.m. It is staffed by the Police and Public Works Departments and Administration. The Upper Paxton Township office is open Monday through Friday from 7:00 a.m. to 3:00 p.m. It is staffed by the manager / zoning officer.

UTILITY SYSTEMS

A utility system is a critical element of an area's growth, development and economic activity. Both urban and suburban development are highly dependent upon public infrastructure and utility systems which provide properties and land uses with power, light, communications, heat, water and sewerage.

One of the functions of the Millersburg / Upper Paxton Joint Comprehensive Plan is to define and delineate where future growth should be directed. The location of existing and planned utility systems and infrastructure are an important consideration in determining areas most suitable for development.

SEWER & WASTEWATER

Public Sewerage Facilities

The Millersburg Area Authority Treatment Plant services both Millersburg Borough and portions of Upper Paxton Township. **Map 9-2** shows the location of the collection systems and treatment facility. **Table 9-9** indicates the capacities and flows for the treatment facility. In June 2005 the total permitted sewage treatment capacity for the

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Millersburg Treatment Plant was 1.325 mgd (million gallons per day). The reported average flow was 0.452 mgd or 34 percent of capacity.

**TABLE 9-9
MILLERSBURG AREA AUTHORITY TREATMENT PLANT FACILITIES
2005**

	Millersburg Area Authority Treatment Plant	
	2002	2005
Permitted Capacity (mgd)	1.325	1.325
Average Daily Flow (mgd)	0.418	0.452
% of Plant Capacity	32%	34%
Excess Plant Capacity (mgd)	0.907	0.873
EDU Available Assuming 1 EDU = 400 gpd	2,268	2,182
Receiving Stream	Susquehanna River	Susquehanna River
Municipalities Served	Millersburg Borough Portions of Upper Paxton Twp.	Millersburg Borough Portions of Upper Paxton Twp.
Expansion Plans	None	1,453' of 8" main & 6 manholes south of Wilt Blvd. in Upper Paxton Twp.

Notes: mgd = million gallons per day
gpd = gallons per day
EDU = Equivalent dwelling units

Act 537 Plans

The Pennsylvania Sewage Facilities Act (Act 537), enacted in 1966, required that every municipality in the state develop an up-to-date sewage facilities plan. A typical plan includes a description of the existing facilities, area geology, the comprehensive plan, subdivision activity, sewage treatment needs, sewage treatment alternatives and a fiscal evaluation for the methods of financing the selected alternatives. Millersburg Borough has a 1973 plan and Upper Paxton has a 1997 plan.

Private Wastewater Treatment Plants

There is only one private wastewater treatment plant: at the Dauphin Meadows Landfill in Upper Paxton Township. The landfill is now closed.

On-Lot Sewage Disposal Systems (OLDS)

All of Millersburg Borough and portions of Upper Paxton Township are serviced by public sewerage systems. However, portions of Upper Paxton Township must rely on On-Lot Sewage Disposal Systems (OLDS) for their sewerage needs and there are factors which may limit or restrict on-lot systems (**Table 9-10**).

**TABLE 9-10
LIMITATIONS TO ON-LOT SEWAGE DISPOSAL SYSTEMS**

Limitation	Description
Soil Permeability Rate	The rate at which water will move through saturated soil. This must be sufficient to allow for percolation of the liquid portion of the sewage into the soil, but must not be so rapid as to allow contamination of ground and surface water supplies.
Depth to Bedrock	The depth of the ground surface to the solid mass of rock that underlies the soil or other surface formation
Seasonal High Water Table	The upper limit of the part of soil or underlying rock material that is wholly saturated with water during the season of the year with maximum rainfall
Slope	The rise or fall of the land, usually measured in feet per hundred (or percent)
Flooding	A condition experienced when water overtops the natural banks of a creek, stream or river.

Source: Dauphin County Draft 1995 Sewerage Plan

The opportunities for development in areas not served by sewers are limited. If otherwise suitable soils are available in areas rated hazardous, test excavations may reveal that sufficient depth exists. There may be suitable conditions for septic tanks at individual sites in areas rated severe or hazardous. Each site proposed for septic tank installation must be judged on individual merit after necessary soil tests and test excavations. In some cases, extreme soil limitations may be subject to regulations requiring an alternative site for a replacement drain field on certain lots. This requirement normally increases lot size in order to accommodate municipal regulations.

The minimum liquid capacity for a septic tank for any installation is 900 gallons. For single-family dwelling units, not served by a community system, a minimum daily flow of 400 gallons per day is used to determine septic tank capacity. This figure is to be increased by 100 gallons for each additional bedroom over three. The daily flow provides for use of garbage disposals, automatic washing machines, dishwashers and water softeners. Septic tanks may be connected in series to attain required capacity.

WATER

Public Water System

Public water service is provided within the Millersburg /Upper Paxton area by the Millersburg Borough Authority. The Authority provides service to residential, commercial, industrial and public users. The sources of the water provided are nine wells and seven springs. **Map 9-3** illustrates the locations of the public water service area. **Table 9-11** provides details on the Authority’s system.

**TABLE 9-11
MILLERSBURG MUNICIPAL WATER AUTHORITY**

	Millersburg Borough Water Authority	
	2002	2005
Municipalities Served	Millersburg Borough Portions of Upper Paxton Twp.	Millersburg Borough Portions of Upper Paxton Twp.
Type of Service	Residential Commercial Industrial Public	Residential Commercial Industrial Public
Population Served	4,816	4,885
Service Connections	1,965	1,994
Treatment Capacity	0.866 mgd	1.226 mgd
Average Daily Treatment	0.364 mgd 42.03%	0.365 mgd 29.77%
Excess Capacity	0.502 mgd 57.97%	0.861 mgd 70.23%
Source	Nine Wells Seven Springs	Nine Wells Seven Springs Wiconisco Creek
Expansion Plans	None	1,200' of 6" water main south of Wilt Blvd. in Upper Paxton

Source: Tri-County Planning Commission Surveys

Note: mgd = million gallons per day

Private Wells

Millersburg Borough is entirely served by public water service. However, much of Upper Paxton Township has private wells (no known problems with them). The Commonwealth of Pennsylvania does not regulate the construction of or water quality of wells, therefore, it is unknown how many there are. However, the Susquehanna River Basin Commission does regulate large withdrawals of groundwater in wells used for many agricultural, municipal, industrial and other purposes. In order to withdraw large amounts of groundwater, entities must demonstrate that there is no significant impact on other water resources, such as private wells.

Private wells are typically safe, dependable sources of water if sited and constructed wisely. Wells should be sited at least 100 feet from sources of contamination such as septic system leach fields, roads, fuel tanks and barnyards. The Pennsylvania Department of Environmental Protection recommends wells be tested yearly, at a minimum for coliform bacteria. Nitrates and lead are other common contaminants. Lead can be present from older plumbing systems.

Drought conditions can cause wells to go dry. Individual wells tap groundwater aquifers that cannot be easily seen or monitored. Direct determination of the groundwater level in a well is difficult and usually requires the use of a device called a water level meter.

Water Supply Plans

Pennsylvania’s State Water Supply Plan

Pennsylvania has an outdated water supply plan (1970s). In 2002, Pennsylvania adopted a Water Resources Planning Act. This is a planning act only; it does not establish any water allocations or water withdrawal permitting requirements, nor does it regulate the construction or use of homeowners’ wells. The Plan calls for the updating of the State Water Supply Plan within 5 years.

Municipalities Planning Code

The Pennsylvania Municipalities Planning Code (MPC) requires that a comprehensive plan include a plan for a reliable supply of water, considering current and future water resources availability, uses and limitations, including provisions adequate to protect water supply sources. Such a plan shall be generally consistent with the State Water Supply Plan and any applicable water resources plan adopted by the Susquehanna River Basin Commission. Dauphin County has an outdated 1969 Water Supply Plan and is investigating funding sources for a new plan. It is anticipated that any new plan will address municipal concerns and can be incorporated into this plan be future reference.

STORMWATER MANAGEMENT PLANS

Stormwater runoff originates from rain or snow melt that flows over the land instead of percolating into the soil or evaporating. Stormwater runoff increases when land becomes more developed and impervious surfaces such as parking lots, roads, buildings and rooftops replace soil and natural vegetation.

A stormwater management plan provides a mechanism for municipalities within a watershed to plan for and manage increased runoff associated with future development and land use changes. It is not the intention of a plan to solve existing flooding or runoff problems, but to identify them for future correction and assure that problems don’t get worse. A plan does not require municipalities to correct existing drainage problems.

A stormwater management plan is generated to comply with the Pennsylvania Stormwater Management Act-23 (Act 167), which mandates that stormwater management plans be developed at a watershed level in cooperation with municipalities and the public, regardless of municipal boundaries.

The Dauphin County Commissioners have designated the Dauphin County Conservation District as the department responsible for the coordination of the Act 167 plans. When a plan is complete and approved by the Pennsylvania Department of Environmental Protection (DEP), the management standards within a plan are then the responsibility of the local governments within the watershed to implement. Streams carrying stormwater do not stop at municipal boundaries. It is important that all municipalities within a watershed implement sound stormwater management regulations. A Wiconisco Creek Watershed Plan was approved by the Pennsylvania Department of Environmental Protection (DEP) in July 2005.

Another recent initiative in stormwater management is the NPDES (National Pollutant Discharge Elimination System) Phase II requirement for small MS4s (Municipal Separate Storm Sewer System). These are regulations that require all designated municipalities to

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implement a program to manage stormwater within a separate sewer system. Municipalities must implement a program which addressed six control measures: public education, public participation, construction site runoff management, post-construction runoff management, illicit discharges and runoff management at municipal operations. Every municipality in Dauphin County south of Peters Mountain, with the exception of Rush Township, is covered by these regulations.

DEP has attempted to link these two sets of regulations, Act 167 and NPDES Phase II, to allow municipalities to meet NPDES Phase II regulations through Act 167 planning. Municipalities which do this will have additional time to meet some control measure deadlines and may be eligible for funding for implementation of the NPDES Phase II requirements.

Due to stormwater runoff problems, the Little Wisonisco Creek has been designated an impaired stream by DEP. The Dauphin County Conservation District has one grant and has applied for another to initiate Best Management Practices (BMPs) to improve the water quality so that the creek can get removed from DEP's impaired list.

ELECTRIC SERVICE

In order to provide customer choices, service areas are no longer applicable. Although there is freedom of choice to choose from a variety of providers, the majority of the Millersburg / Upper Paxton area receives electric service from PP&L. The purpose of having a choice is for the customer to be able to choose who would provide the best electric rates.

NATURAL GAS

No natural gas service is available in either Millersburg Borough or Upper Paxton Township.

TELEPHONE SERVICE

One telephone company services both Millersburg Borough and Upper Paxton Township.

CELLULAR COMMUNICATION

Communication technology has produced an increased need for installation of cell towers and antennae to relay signals. Millersburg Borough and Upper Paxton Township have some cell phone service. Two cell towers are located in Upper Paxton Township. Municipalities may include regulations of towers and antennas in their zoning ordinances. They are included in an attempt to govern the permitted locations, height, safety, and aesthetics. The towers may be permitted by right, through a special exception permit or by a conditional use permit. Millersburg Borough has no zoning ordinance. Upper Paxton Township has zoning, but the ordinance does not address cell towers.

SOLID WASTE DISPOSAL

In 1988 Pennsylvania enacted the Municipal Waste Planning, Recycling and Waste Reduction Act, properly known as Act 101. Act 101 required each county in Pennsylvania to prepare and obtain approval of a 10-year municipal waste management plan no later than

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March 1991. Municipal solid waste is essentially garbage, trash and sludge generated by residential, municipal, commercial or institutional uses. The term excludes residual waste, hazardous waste and separated recyclable materials. Residual waste is generated by industrial, mining and agricultural operations. The Dauphin County Municipal Waste Management Plan was adopted in 1990. Amendments were subsequently approved and a new ten-year plan was adopted in 2002.

Disposal Facilities

There are 18 disposal facilities licensed to receive waste generated in Dauphin County. As of June 18, 2003 the Harrisburg facility was required to cease operating its incinerator due to non-compliance with the Clean Air Act. The City of Harrisburg received approval to retrofit the incinerator. It came partially back on line in 2006. As the existing contracts expire all Dauphin County waste will be able to be redirected to the retrofitted incinerator. There are several trash haulers in the Millersburg / Upper Paxton area.

Dauphin Meadows landfill, located in Upper Paxton Township was closed in 2001, but reopened in April 2002 so that remaining air space could be used and the landfill capped and closed by December 31, 2002. An expansion permit was filed and denied by DEP in May 2002.

Other Waste Collection Programs

Millersburg Borough has a leaf waste collection program and offers composting at MYO Park. Upper Paxton has a Compost Center located on Rife Road. It is for both Borough and Township residents to drop off leaves, grass clippings, garden waste and tree limbs.

Dauphin County operates a recycling drop off center off Route 147 in Millersburg Borough. It is one of nine centers in Dauphin County and is open to all Dauphin County residents.

INSERT MAPS 9-1 THROUGH 9-3

CHAPTER 10: ADMINISTRATION & FINANCE

MUNICIPAL ADMINISTRATION

Millersburg Borough

Millersburg Borough operates under the state Borough Code. Legislative powers are vested in the Borough Council. The mayor administers the police department and serves as the ceremonial head of the borough. Elections for Borough Council are on an at-large basis. The Council is comprised of 6 members (3 members from each of the 2 wards). Each is elected for a 4-year term.

The Borough is located in the 17th Pennsylvania Congressional District, the 104th Pennsylvania House of Representatives District, and the 15th Pennsylvania Senatorial District.

Other elected and appointed officials that make up the Borough’s local government structure include:

- Borough Manager (appointed)
- Auditor (appointed)
- School Board Representative (elected)
- Secretary / Treasurer (appointed)
- Solicitor (appointed)
- Borough Engineer (appointed)
- Borough Tax Collector (elected)
- Emergency Management Coordinator (appointed)
- Representative to Upper Dauphin Industrial Development Authority (appointed)
- Upper Dauphin Council of Governments Representative (1 delegate; 1 alternate – appointed)

Upper Paxton Township

Upper Paxton Township functions under the Second Class Township Code. The Township operates under a Board of Supervisors form of local government administration. Under this form of government general policy, administrative and legislative powers are the responsibility of the governing body.

The Township is located in the 17th Pennsylvania Congressional District, the 104th Pennsylvania House of Representatives District, and the 15th Pennsylvania Senatorial District. Elections for Township supervisors are on an at-large basis. The Board of Supervisors is comprised of three members, each elected for a six year term of office.

Other elected and appointed officials that make up the Township’s local government structure include:

- Manager / Zoning Officer (appointed)
- Tax Collector (elected)
- Auditors (3 elected)
- School Board Representatives (elected)
- Secretary / Treasurer (appointed)
- Solicitor (appointed)
- Sewage Enforcement Officer (1 primary / 1 alternate – appointed)
- Emergency Management Coordinator (appointed)
- Upper Dauphin Council of Governments Representative (1 delegate; 1 alternate - appointed)

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- Township Clerk (appointed)

PLANNING IN MILLERSBURG BOROUGH & UPPER PAXTON TOWNSHIP

The Municipalities Planning Code (MPC) gives municipalities the power and authority to establish and enforce land use controls. This enabling legislation permits municipalities to prepare comprehensive plans, and to establish zoning and subdivision / land development ordinances. Millersburg Borough has established a planning commission, but it does not have a comprehensive plan or zoning ordinance. It also does not have a local subdivision and land development ordinance and is therefore governed by Dauphin County's. Upper Paxton Township has no planning commission. It does however, have a comprehensive plan, a zoning ordinance and a subdivision / land development ordinance.

Dauphin County Planning Commission

The Dauphin County Planning Commission is composed of nine members appointed for four-year terms by the Dauphin County Board of Commissioners. The primary duties of the Commission are to administer and enforce the county subdivision and land development ordinance in those areas of the county not regulated by municipal subdivision and land development ordinances (Millersburg Borough). In municipalities that have these local ordinances (Upper Paxton Township) the Commission also reviews and comments on proposed preliminary and final subdivision and land development plans.

Tri-County Regional Planning Commission

The Tri-County Regional Planning Commission (TCRPC) is a separate entity from the Dauphin County Planning Commission. The Tri-County Regional Planning Commission encompasses the region of Dauphin, Cumberland and Perry Counties. The Commission is composed of thirty-one voting members representing county planning commissions, Plan Development Sections and a broad spectrum of society. Members are appointed biannually by each county's Board of Commissioners. The Full Commission meets four times yearly. An executive committee, comprised of the Chairman, Vice-Chairman, Secretary and Treasurer meet monthly outside the full Commission.

The TCRPC provides regional support services that include:

- regional annual reports
- a quarterly newsletter
- an affiliate data center for the Pennsylvania State Data Center; providing area wide clearing house activities
- special studies
- Contracts with Dauphin County, as well as Cumberland and Perry County, municipalities under the Local Planning Assistance Program

TCRPC also offers municipalities a Local Planning Assistance (LPA) program. Through this program the TCRPC staff provide direct professional planning assistance to the respective municipal planning commissions. Through the LPA program the professional planning staff of TCRPC can provide planning assistance by attending regular municipal planning commission meetings, as well as several other meetings. The costs of the LPA program are subsidized 100 percent by the Dauphin County Board of Commissioners. The scope of service includes advice on:

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- Comprehensive Planning
- Subdivision and Land Development Regulations
- Zoning
- Site & Building Plan Review

Harrisburg Area Transportation Study (HATS)

Created in 1965, the Harrisburg Area Transportation Study (HATS) is the planning process for the establishment of a transportation system that adequately serves the needs of Dauphin, Cumberland and Perry Counties. The HATS planning work program addresses the following issues:

- Highway projects
- Critical bridges
- Mass transit planning assistance
- Congestion reduction
- Community conservation & economic development
- Safety

MUNICIPAL AUTHORITY

The Millersburg Area Authority was established in 1975. It has seven members (5-borough; 2-township) which serve five year terms.

MUNICIPAL FINANCES

The success of a planning program and effective management of local government affairs is to a great extent dependent upon the financial resources available and utilized. A detailed illustration of the Borough's and Township's revenues and expenditures for the period 2001 through 2005 is contained in **Table 10-1.A** and **Table 10-1.B**.

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**TABLE 10-1.A
MUNICIPAL REVENUES AND EXPENDITURES: 2001 - 2005
Millersburg Borough**

	2001	2002	2003	2004	2005
TAX REVENUES					
Real Estate	266,628	256,123	337,834	371,298	381,053
Per Capita	9,234	9,891	9,243	8,763	8,558
Earned Income	168,938	165,787	160,270	169,345	189,479
Real Property Transfer	13,669	16,784	29,225	17,337	21,820
Occupation Tax	910	398	0	0	0
Occupational Privelege Tax	12,733	9,206	11,844	9,398	* 41,535
All Other Tax	0	0	0	0	0
Total Tax Revenues	472,112	458,189	548,416	576,141	642,445
MISCELLANEOUS REVENUES					
License & Permits	175	9,894	20,981	38,731	53,450
Fines & Forfeits	14,607	14,576	9,796	14,015	21,278
Interest & Rents	67,463	46,631	42,547	42,404	46,326
Intergovernment: State	97,966	78,042	92,201	112,077	66,323
Solid Waste Revenue	0	0	0	0	0
Parking Revenue	6,308	7,205	7,317	8,562	11,099
Recreation & Culture	3,205	2,640	3,830	3,353	4,080
Other Charges Revenue	12,259	23,231	75,515	97,194	30,816
Other Financing Source Revenue	144,916	11,143	13,056	9,564	16,872
All Other Tax Revenue	0	0	0	0	0
Total Misc.	346,899	193,362	265,243	325,900	250,244
TOTAL REVENUES	819,011	651,551	813,659	902,041	892,689
OPERATIONS & MAINTENANCE EXPENDITURES					
General Administration	130,623	158,809	136,475	157,782	122,580
Fire Protection	58,383	52,778	59,311	59,278	55,932
Street & Roads	287,422	132,051	138,968	87,415	94,307
Parks & Recreation	34,678	45,277	33,734	35,249	42,605
Police Protection	119,675	239,198	267,022	294,628	255,314
Other Public Safety	275	491	178	840	16
Planning & Development	0	0	0	0	0
Other Expenditures	264,311	154,004	166,597	203,005	193,376
TOTAL EXPENDITURES	895,367	782,608	802,285	837,197	764,130
EXCESS OR DEFICIT	-76,356	-131,057	11,374	64,844	128,559

Source: PA Dept. of Community & Economic Development; Millersburg Borough

* Includes OPT prior year & EMS tax

**TABLE 10-1.B
MUNICIPAL REVENUES AND EXPENDITURES: 2001 - 2005
Upper Paxton Township**

	2001	2002	2003	2004	2005
TAX REVENUES					
Real Estate	130,350	115,564	2,221	561	0
Per Capita	23,534	24,153	24,015	23,222	23,820
Earned Income	300,874	302,887	303,834	327,510	344,245
Real Property Transfer	24,133	36,736	34,209	39,354	133,404
Occupation Tax	0	0	0	0	0
Occupational Privelege Tax	0	0	0	0	0
All Other Tax (Fire Tax)	0	0	803,458	87,690	87,179
Total Tax Revenues	478,891	479,340	447,737	478,337	588,648
MISCELLANEOUS REVENUES					
License & Permits	0	270	7,271	9,802	9,267
Fines & Forfeits	9,728	8,382	8,963	9,020	10,185
Interest & Rents	41,645	32,200	21,578	16,365	26,964
Intergovernment: State	151,962	148,277	129,470	132,136	145,480
Solid Waste Revenue	0	15,869	918	0	0
Parking Revenue	0	0	0	0	0
Recreation & Culture	0	0	0	0	0
Other Charges Revenue	25,709	23,645	22,530	22,018	26,675
Other Financing Source Revenue	76,631	57,116	40,943	37,071	11,054
All Other Tax Revenue	0	0	0	0	16,820
Total Misc.	305,675	285,759	231,643	226,412	246,445
TOTAL REVENUES	784,566	765,099	679,380	704,749	835,903
OPERATIONS & MAINTENANCE EXPENDITURES					
General Administration	136,995	133,910	112,873	138,818	153,963
Fire Protection	98,397	103,041	105,988	118,537	112,997
Street & Roads	269,665	372,701	292,992	349,200	326,053
Parks & Recreation	178	861	404	700	525
Police Protection	0	0	0	0	1
Other Public Safety	0	0	10,998	12,197	0
Planning & Development	3,432	13,126	2,043	2,757	4,268
Other Expenditures	92,791	54,434	63,606	67,504	136,874
TOTAL EXPENDITURES	601,458	678,073	588,984	689,753	734,680
EXCESS OR DEFICIT	183,108	87,026	90,396	14,996	100,413

Source: PA Dept of Community & Economic Development; Upper Paxton Twp.

Tax Revenues

Municipal Codes and State Tax Enabling Legislation authorize Pennsylvania counties, cities, boroughs, townships and school districts to levy taxes on inhabitants and property within their respective jurisdictions. The levy of taxes by any governmental unit must be in

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compliance with applicable municipal codes, tax legislation and the Pennsylvania Constitution. **Table 10-2** contains the municipal taxes that are currently levied by the Borough and Township, including the amount or percentage shared with the Millersburg Area School District.

**TABLE 10-2
MUNICIPAL TAXES
2006**

Type of Tax	Millersburg Borough		Upper Paxton Township	
	Amount Retained By Borough	Amount Retained By School District	Amount Retained By Township	Amount Retained By School District
Real Estate	4.678 mills	11.76 mills	0 mills	11.76 mills
Per Capita	\$5.00	\$5.00	\$5.00	\$5.00
Earned Income	1/2 of 1%	1/2 of 1%	1/2 of 1%	1/2 of 1%
Real Property Transfer	1/2 of 1%	1/2 of 1%	1/2 of 1%	1/2 of 1%

Source: Millersburg Borough; Upper Paxton Township

Although the Borough and Township residents pay additional taxes to the Millersburg Area School District, Dauphin County, the Commonwealth, and Federal Government, the monies collected are not shared with the Borough and Township. To a limited extent both the Borough and Township benefit by receiving funds allocated from the Pennsylvania Liquid Fuels Tax. Funds from this tax are received on a formula basis by Dauphin County, which it in turn allocates and distributes to municipalities in the County for road related work.

Millersburg Borough

During the period 2001 – 2005, tax revenues have averaged about 66 percent of the total revenue received by the Borough; increasing in proportion from 58 percent in 2001 to 72 percent in 2005. The greatest single source of tax income is the Real Estate Tax.

Upper Paxton Township

During the period 2001 – 2005, tax revenues have averaged about 66 percent of the total revenues received by the Township; increasing in proportion from 61 percent in 2001 to 75 percent in 2005. The greatest single source of tax income is the Earned Income Tax.

Miscellaneous Revenues

Millersburg Borough and Upper Paxton Township also receive additional revenues from miscellaneous sources. These are not direct local tax revenues, but are received as part of general government management, public service functions, state and federal grants / loans, and investment interest. For budgeting and accounting purposes, these revenues are categorized as follows:

- | | |
|------------------------|-------------------------|
| Licenses and Permits | Parking Revenue |
| Fines and Forfeits | Recreation & Culture |
| Interest & Rents | Other Charges |
| Intergovernment: State | Other Financing Sources |
| Solid Waste Revenues | Other Tax Revenue |

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Millersburg Borough

During the 2001 – 2005 period, miscellaneous revenues have averaged about 34 percent of the total revenues received by the Borough; decreasing from 42 percent in 2001 to 28 percent in 2005. With the exception of 2001, the greatest single source of miscellaneous revenue is the State Highway Aid category, which constituted a reduction to 7 percent of all miscellaneous revenues in 2005.

Total revenues for the Borough fluctuate on an annual basis. The Borough experienced a 9 percent increase between 2001 and 2005. Total Borough revenues averaged \$815,790 annually during this five year time period.

Upper Paxton Township

During the 2001 – 2005 period, miscellaneous revenues have averaged about 34 percent of the total revenues received by the Township; decreasing from 39 percent in 2001 to 29 percent in 2005. The greatest single source of miscellaneous revenue is the State Highway Aid category, which constituted 59 percent of all miscellaneous revenues in 2005.

Total revenues for the Township fluctuate on an annual basis. The Township experienced a 6 percent increase between 2001 and 2005. Total Township revenues averaged \$753,939 annually during this five year time period.

MUNICIPAL EXPENDITURES

As with revenues, municipal expenditures vary from municipality to municipality.

Millersburg Borough

For 2 out of the past five years (2001 & 2001) Millersburg Borough operated with a deficit, ranging from \$76,356 in 2001 to \$131,057 in 2002.

Upper Paxton Township

Upper Paxton Township has operated with a surplus of funds for 5 out of the past five years, from \$183,108 in 2001 to \$100,413 in 2005. The Township's major expenditure is Streets and Roads, constituting 44 percent in 2005.

TAX AND ASSESSMENT DATA

Table 10-3.A and **10-3.B** presents information on the assessed and market value of real estate in Millersburg Borough and Upper Paxton Township during the period of 2001 – 2005. The actual tax rate is the millage levied on the assessed value of real estate. The market value is the actual value as established by the State Tax Equalization Board.

**TABLE 10-3.A
TAX & ASSESSMENT DATA
Millersburg Borough
2001 – 2005**

	2001	2002	2003	2004	2005
Real Estate Market Value	757,426	838,769	887,283	1,019,992	1,084,276
Real Estate Assessed Valuation	40,143,600	78,424,900	77,376,300	82,007,400	81,646,000
Tax Rate (mills)	7	3	5	5	5
Common Level Ratio (Dauphin Co.)	53	94	88	80	75.3
Mills on Market Value	345	321	n/a	n/a	n/a
Market Value per Capita	29,564	32,739	34,437	39,812	n/a
Taxes per Capita	184	179	214	225	261
Revenue per Capita	320	254	318	352	363
Expenditures per Capita	349	305	313	327	311
Total Debt	0	0	0	0	0

Sources: PA Dept. of Community & Economic Development; Millersburg Borough

**TABLE 10-3.B
TAX & ASSESSMENT DATA
Upper Paxton Township
2001 – 2005**

	2001	2002	2003	2004	2005
Real Estate Market Value	1,600,438	1,720,637	1,759,125	1,781,205	192,397,000
Real Estate Assessed Valuation	80,021,600	172,063,700	175,912,500	178,120,500	192,397,000
Tax Rate (mills)	1	.5820	.478 fire tax	.478 fire tax	.478 fire tax
Common Level Ratio	53	94	n/a	n/a	n/a
Mills on Market Value	77	54	0	0	0
Market Value per Capita	37,978	46,826	44,761	45,323	52,381
Taxes per Capita	122	122	19.25	20.30	146
Revenue per Capita	200	195	173	179	211
Expenditures per Capita	153	173	150	174	185
Total Debt	0	0	0	0	0

Sources: PA Dept. of Community & Economic Development; Upper Paxton Township

**Millersburg Borough /
Upper Paxton Township
Joint Comprehensive Plan**

**Part 2
Plans: Goals, Objectives & Strategies**

PLAN 1: INTRODUCTION

Millersburg Borough and Upper Paxton Township are looking for a balance between development and the desire to retain the unique character of the Borough and Township and their quality of life. The quality of life is largely determined by a person’s living environment. A person living in the Township may perceive any form of development as an intrusion on rural character.

The Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan has been developed with the underlying themes of maintaining a quality of life and adhering to “Smart Growth” principles. There are as many definitions of “Smart Growth” as there are people trying to define it. However, for the purposes of this Plan the Borough and Township have been guided by the following:

SMART GROWTH is managing and directing growth in a way that respects the environment, reduces sprawl and builds livable communities.

SMART GROWTH is investing resources in boroughs, cities and older suburbs to restore vitality.

SMART GROWTH is promoting land development that enables a mix of uses.

SMART GROWTH is developing a transportation system that includes pedestrians, bicycles, transit and automobiles.

The purpose of this Plan is two-fold:

- (1) It assists the Borough and Township in fulfilling their responsibilities to meet the needs of their citizens.
- (2) It is intended to be a coordinated planning effort with input from both municipalities. Both municipalities have contributed to the development of this Plan and have the intention to continue working together.

Community Attitudes Survey

In preparation for this plan a Community Attitudes Survey was conducted of Millersburg Borough and Upper Paxton Township property owners in 2005. A copy of the survey and survey results are included in **Appendix**. In order to conduct a purely random survey, surveys were sent to 1 in 7 property owners in both the Borough and Township, totaling approximately 500 surveys. Responses were received from 110 owners (approximately 20%), receiving 34 from Millersburg Borough and 76 from Upper Paxton property owners. Usually 5%-10% is considered a good survey response. The questions asked on the survey included: general issues and trends; land use; natural resources; economic development; transportation; community facilities services and utilities; and demographics of the respondents. Responses to the survey have been utilized in the forthcoming chapters of this Joint Comprehensive Plan.

A summary of the survey results is as follows:

- (1) 59 % of respondents are satisfied with their overall quality of life in the Millersburg/Upper Paxton area. 16% were very satisfied. 13% were dissatisfied and 2% were very dissatisfied.
- (2) Primary advantages of living or working in the Millersburg / Upper Paxton area were (1) small town feel; (2) feeling of safety and security; (3) location; and (4) friendliness of community residents.

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- (3) Primary disadvantages of living or working in the Millersburg / Upper Paxton area were (1) lack of job opportunities; (2) lack of available shopping; and (3) access to public transportation.
- (4) The five topics that need more attention in the Borough and Township are: (1) economic growth; (2) farmland preservation; (3) mass transportation; (4) conservation of sensitive natural features and open space; (5) recycling.
- (5) The five best trends experienced recently were (1) road improvements; (2) farmland preservation; (3) natural resources preservation efforts; (4) property upkeep; and (5) open space, greenway & recreation planning, and community development.
- (6) The five worst trends experienced recently were (1) crime; (2) loss of prime farmland; (3) increased traffic congestion; (4) lack of inter-municipal coordination; and (5) loss of sense of community.
- (7) The most important issues or problems in the Millersburg / Upper Paxton area face are (1) high taxes; and (2) lack of employment opportunities.
- (8) 88% of respondents wanted preservation of the existing rural landscape with only limited or moderate amounts of new development.
- (9) 58% of respondents prefer some outward expansion of existing urban areas with a focus on infill and redevelopment and 23% preferred infill and redevelopment with no outward expansion of existing urban areas.
- (10) Planning techniques respondents would like to see better implemented are (1) revitalization of downtown; (2) agricultural preservation; (3) encouragement of growth where infrastructure (water, sewer, transportation, schools, libraries, etc) exist; (4) regulations to protect natural features (floodplains, wetlands, steep slopes, woodlands); and (5) establish growth boundaries.
- (11) Top needed industrial uses were: (1) manufacturing and processing; and (2) small-scale sites for start-up businesses.
- (12) Top needed commercial uses were: (1) major shopping centers / malls; (2) restaurants and lodging; and (3) neighborhood based conveniences.
- (13) Respondents thought new development should occur: 43% primarily in areas where water and sewer are available; 35% in areas where sewer and water could be extended; and 12% anywhere, with or without sewer and water service.
- (14) In regard to natural resources respondents felt the following should be done: (1) promote greater public awareness, education, and support of environmental issues; (2) development should be very limited within established floodplain areas; (3) support the Dauphin County Conservation District and encourage its use in resolving and preventing environmental degradation; (4) encourage preservation and conservation of wildlife habitat in areas designated by the Natural Areas Inventory Study developed by the Nature Conservancy; and (5) incorporate provisions of municipal zoning, subdivision and land development ordinances for the preservation of wetlands and woodlands on development sites.
- (15) Efforts should be made to identify and protect: (1) lakes, rivers & streams; (2) agricultural land; (3) wildlife habitat and groundwater sources; (4) historic and cultural sites; and (5) woodlands.
- (16) Top techniques respondents would support to protect important natural resources: (1) zoning; dedication of land; (3) urban growth boundaries; and (4) acquisition.
- (17) 69% of respondents rated the overall quality of housing in the Millersburg / Upper Paxton area as good; 21% as fair.
- (18) Single-family housing with a value less than \$93,000: 25% good supply; 31% fair supply; 22% not enough.
- (19) The majority of respondents thought there was a good or fair supply of affordable housing.
- (20) The majority of respondents thought there was a good or fair supply of senior housing.
- (21) Top types of residences there is a need for in the Millersburg / Upper Paxton area: (1) detached homes; (2) townhouses; (3) housing for seniors.

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- (22) 60% of respondents rated job opportunities in the Millersburg / Upper Paxton area as poor; 28% as fair and 5% as good.
- (23) Top types of growth that should be encouraged in the Millersburg / Upper Paxton area are (in order): (1) light industry; (2) small businesses; (3) family farms; (4) restaurants; (5) single-family residents; (6) medical facilities; and (7) professional offices.
- (24) Top businesses or industries (in order) respondents would like to move into the Millersburg / Upper Paxton area: (1) light industry; (2) retail stores; (3) restaurants; (4) medical; (5) repair services; (6) farming; (7) professional services.
- (25) Top park and recreational facilities respondents identified were needed to serve the Millersburg / Upper Paxton area: bicycle and pedestrian trails which utilize existing public right-of-way; and (2) supervised after school youth programs in already existing facilities. 25% of respondents felt all park and recreation needs are being met.

Demographics of respondents were: 77% had resided in the area over 20 years; 56% were born and raised in the area; 66% thought that the Millersburg / Upper Paxton area had declined economically while they lived there; 88% were age 45 or older; 50% were employed and 28% were retired. Employment demographics were: 14% work in Millersburg; 17% work in Upper Paxton; 13% work elsewhere in Upper Dauphin County; 14% work in the Harrisburg area; 19% work out of Dauphin County; and 18% do not work. Income demographics were: 8% earn under \$15,000; 17% earn \$15,000 - \$29,999; 23% earn \$30,000 - \$49,999; 25% earn \$50,000 - \$99,999; and 11% earn \$110,000 or more.

GOALS, OBJECTIVES & STRATEGIES

In order to create a practical and effective Joint Comprehensive Plan for Millersburg Borough and Upper Paxton Township, it is necessary to establish a set of goals, objectives and strategies to be accomplished through the Plan's implementation. These are defined as:

Goals: Intended to function as direction setters, not specific actions. They set ideal future conditions toward which objectives are directed. They are general expressions of planning values and therefore are somewhat abstract in nature. They are often not quantifiable, time dependent or suggestive of specific actions for achievement.

Objectives: Action oriented statements comprised of policies, standards and/or principles that establish commitment to achievement of related goals.

Strategies: Specific steps to achieve the related goals and objectives.

Each of the successive Plan chapters contains each of these elements. They have been drafted with input from the citizens of Millersburg Borough and Upper Paxton Township, borough and township staff, Millersburg Planning Commission and Borough Council, and Upper Paxton Board of Supervisors.

CONSISTENCY WITH PENNSYLVANIA MUNICIPALITIES PLANNING CODE

The Millersburg Borough / Upper Paxton Joint Comprehensive Plan is consistent with the Pennsylvania Municipalities Planning Code Section 301.a:

Sec. 301.a(6)(i):	The Clean Streams Law
Sec. 301.a(6)(ii):	Surface Mining and Reclamation Act
Sec. 301.a(6)(iii):	Bituminous Mine Subsidence and Land Conservation Act
Sec. 301.a(6)(iv):	Coal Refuse Disposal Control Act
Sec. 301.a(6)(v):	Oil and Gas Act
Sec. 301.a(6)(vi):	Noncoal surface Mining Conservation and Reclamation Act
Sec. 301.a(6)(vii):	Agricultural Area Security Law

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Sec. 301.a(6)(viii): An Act Protecting Agricultural Operations from Nuisance Suits
and Ordinances Under Certain Circumstances
Sec. 301.a(6)(ix): Nutrient Management Act

DEVELOPMENTS OF REGIONAL IMPACT AND SIGNIFICANCE

There are currently no developments of Regional Impact and Significance (large shopping centers, major industrial parks, mines and related activities, office parks, storage facilities, large residential developments, regional entertainment / recreation complexes, hospitals, airports, or port facilities) in the Millersburg Borough / Upper Paxton Township. The only potential impact is the Dauphin Meadows Landfill, which is partially located in Upper Paxton Township and extends into Washington Township. It is currently closed, however there are occasional efforts to reopen it.

PLAN 2: HISTORIC & CULTURAL RESOURCES

Historic and cultural resources are important features that contribute to community character and heritage. Their preservation is a valid concern of Pennsylvanians statewide. Preservation should be a priority for creating livable communities, rather than sacrificing them to strip malls, highways and “cookie cutter” subdivisions that have no sense of place.

Historic landmarks and landscapes are important to the sense of place and history integral to the identity of communities. Preserving the physical fabric can either involve recognizing and protecting a single structure or an entire district. Several Federal and State programs and statutes are in place to enable local governments to preserve historic resources. Active steps need to be taken to protect historic structures and districts endangered by pressures of development.

THE FOUNDATION FOR HISTORIC PRESERVATION

The earliest federal preservation statute was the Antiquities Act of 1906, authorized by the President to set aside historic landmarks, structures, and objects located on lands controlled by the United States as national monuments. Although the original intent of the act was to protect prehistoric cultural artifacts, the President’s proclamation authority has been interpreted more broadly to protect a wide range of natural and historical cultural resources. The Historic Sites, Buildings, and Antiquities Act of 1935 was the second major piece of Federal historic preservation legislation declaring a “national policy to preserve for the public use historic sites, buildings and objects of national significance for the inspiration and benefit of the people of the United States”. It also empowered the Secretary of the Interior through the National Park Service to obtain, organize and preserve archival materials documenting historic resources; inventory historical and archeological site significant to National history, and pursue research to substantiate their legitimacy and importance.

In response to increasing pressures of development and highway construction, congress enacted in 1966 and amended in 1976, the National Historic Preservation Act (NHPA). The Act authorized the Secretary of the Interior “to expand and maintain a National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture”. It further recognizes the need for preservation not just to remain at the Federal level, but for it to be undertaken by states, local governments, Indian tribes, and private entities. It establishes mechanisms to provide technical and financial assistance to facilitate efforts at a more local level. Congress has strengthened national preservation policy further by recognizing the importance of preserving aspects of the Nation’s heritage in several other statutes, among them the National Environmental Policy Act and several transportation acts. These laws require federal agencies to consider historic resources in their planning and decision-making and overlap with provisions of NHPA. Federal laws and funding programs acknowledge the need for the commitment to protect historic resources at the state and local levels. Examples are the Federal Tax Credit incentives and the Certified Local Government Program that are therefore administered by State Historic Preservation Offices and often require a local match.

The Bureau of Historic Preservation is part of the Pennsylvania Historical and Museum Commission (PHMC) and serves as the State Historic Preservation Office (SHPO). As head of the Commonwealth's official history agency, the PHMC's Executive Director is designated as the State Historic Preservation Officer. The National Historic Preservation Act of 1966, the Pennsylvania History Code, and the Pennsylvania Historic Preservation Plan provide the legitimacy and framework for the state's historic preservation program as administered through the Bureau as part of PHMC. The Pennsylvania Historic Preservation Plan seeks to establish the connection between heritage, historic landscapes, and quality of life in our communities. The Plan's Agenda for Action outlines three primary goals: (1) to educate Pennsylvanians about our heritage and its value; (2) to provide strong leadership at the state level; and (3) to build better communities through preservation. Different aspects of historical preservation assistance strategies include; strengthening and expanding preservation planning at the local and regional levels, expanding the use of preservation as an economic development strategy, and making technical assistance more available and useful to citizens and local governments. These strategies are intended to preserve historic neighborhoods, main streets and downtowns.

To help fulfill these goals, the Bureau provides both technical assistance and grant opportunities to aid in the preservation, rehabilitation and restoration of historic buildings throughout Pennsylvania. The National Register of Historic Places, the Pennsylvania Archeological Site Survey and the Pennsylvania Historic Resource Inventory are all compiled and administered by the Bureau. The PHMC also provides property owners with publications and technical assistance that discuss the appropriate treatment of historic buildings according to the Secretary of the Interior's *Standards for Rehabilitation*. Assistance with tax credit programs and charitable contribution deductions is another technical service available from the PHMC. These programs are intended to promote private investment in historic preservation. Empowering and enabling local governments, to protect their own historic resources is another mission of the Bureau. Advice regarding preservation planning and the establishment of local historic districts is available. As the SHPO, the Bureau also administers the Certified Local Government Program, which also supports local government involvement in preservation.

The Federal Tax Incentive Programs are coordinated through the State Historic Preservation Office, Bureau of Historic Preservation, Pennsylvania Historical and Museum Commission in conjunction with the National Park Service. Rehabilitation investment tax credits are the most widely used incentive program. Certain expenses incurred in connection with the rehabilitation of an old building are eligible for a tax credit. Rehabilitation investment tax credits are available to owners and certain long-term leases of income producing properties that are listed on the National Register of Historic Places. There are two rates: 20% for historic buildings and 10% for non-residential, non-historic buildings built before 1936. The charitable contribution deduction is taken in the form of a conservation easement and enables the owner of a "certified historic structure" to receive a one-time tax deduction. A conservation easement usually involves the preservation of a building's façade by restricting the right to alter its appearance.

The Certified Local Government Program under the National Historic Preservation Act allows local governments to participate directly in the national historic preservation program and to provide funding to local governments in order to carry out their historic preservation responsibilities (survey, inventory, designation and protection of their historic resources). Eligibility for this program requires that local governments obtain "certified local government" status by applying through the SHPO to the National Park Service. All states are required to set aside 10% of their Federal Historic Preservation Grant funds to Certified

Local Governments. These grants are presently offered at a ratio of 60% funding from the Pennsylvania Historical and Museum Commission and 40% match from the Certified Local Government.

PHMC also has a variety of grants available for museums, historical societies, municipal governments and local institutions to support their programs and their operation, preserve historic properties and districts, and assist in a wide variety of projects designed to interpret and protect Pennsylvania’s cultural heritage. Descriptions and criteria for the grant programs are available on the PHMC website at <http://sss/phmc.state.pa.us/Funding/overview.asp>. All applications are required to be submitted using the eGrant system. Although Federal laws and programs set the precedent for historic preservation, and provide technical and financial assistance, initiation and implementation still remain primarily at the local level.

MUNICIPAL TOOLS FOR HISTORIC PRESERVATION

The Historic District Act and Pennsylvania Municipalities Planning Code provide the legislative framework for local governments to develop, adopt and implement historic preservation programs in Pennsylvania. They are the tools that empower municipalities to protect and regulate historic resources within their boundaries.

The Historic District Act (Act 167) authorizes “local governing bodies of political subdivisions to protect the distinctive historical character” within a designated district in that municipality. Act 167 provides for the following:

- establishing a historic district
- creating an Historical Architectural Review Board (HARB)
- regulating the erection, reconstruction, alteration, restoration, demolition or razing of structures within the historic district

With this act, municipalities are able to legally prevent the destruction or profound alteration of the physical fabric and historic character within an historic district, which in turn contributes to the identity and cohesiveness of the community. The Act provides protection beyond the guidelines set forth in the municipal zoning ordinance, which may or may not be specifically addressed.

The Pennsylvania Municipalities Planning Code (Act 247), as enabling legislation to enact zoning regulations, authorizes local governments to establish, “additional classifications...within any district...[f]or the regulation, restriction, or prohibition of uses and structures at or near...places having unique historical, architectural, or patriotic interest or value...”. This is another provision that allows municipalities to regulate the appearance of the historic district. However, local governments must embrace the necessity and benefits of historic preservation.

Millersburg Borough has a designated Historic District, however it was not designated in accordance with the above act. It has no provisions for protection of resources and is essentially just a “line on a map”. It is recommended that a Historic District be established in accordance with this Act and that it provides regulatory tools for implementation.

BENEFITS OF HISTORIC PRESERVATION

Historic landscapes provide a connection with the past, common heritage, and collective identity associated with a specific place. Historic districts help preserve a visual

and experiential connection with the heritage and history of a community that contributes to its identity in the present. This sense of place and community is an important asset to nurture and promote in the face of development elsewhere that tends to be adverse to community cohesion. Aesthetic character and traditional craftsmanship also contribute to the value of the built environment, which is an asset to communities. Preserving the character and human scale of traditional neighborhoods and central business districts makes them more pleasant, pedestrian friendly, and ultimately livable, viable places to live and work. Historic downtowns are experiencing a renaissance, in the context of suburban sprawl in outlying areas. Establishing a historic district empowers municipalities to actively protect the physical fabric of the community that evokes a connection with the past and promotes community interaction and common identity in the present and future.

Taking advantage of historic preservation incentives available at the national, state, and local governmental levels, such as grants, income tax credits for historic rehabilitation, low-interest loans, and local tax abatements can facilitate efforts to preserve historic buildings in communities. Some studies indicate that old houses located in a certified Historic District have a higher value than those not located in such a District.

MILLERSBURG HISTORIC DISTRICT

The Millersburg Borough Council adopted Resolution #00-6 on May 11, 2000 which created an Historic District in Millersburg consisting of approximately the oldest sections of the Borough. However, the Resolution only established the boundaries of the District. It was not adopted in accordance with the Pennsylvania Historic District Act (Act 167). It did not create an Historical Architectural Review Board (HARB) and it does not regulate the erection, reconstruction, alteration, restoration, demolition or razing of structures within the Historic District. It is recommended that the Borough pursue adoption of an Historic District in accordance with the Pennsylvania Historic District Act. Assistance in doing so can be obtained by contacting the Pennsylvania Historic Museum Commission (PHMC) staff. Until then the structures within the existing district remain unprotected by the current Resolution. In pursuing the correct District designation, the Borough may wish to work with the PHMC staff to review the boundaries of the existing district and to determine whether they should be expanded or contracted. It is further recommended that design guidelines be included in any new Historic District designation and regulations. The use of design guidelines facilitate decisions as to whether proposed construction and/or alterations are appropriate within the context of a given historic district.

UPPER PAXTON TOWNSHIP PROPERTIES

It is recommended that Upper Paxton Township review development within the older portions of the Township and determine whether there are structures it wishes to offer protection to through the auspices of an historic district. Should the Township wish to pursue such a designation, it should do so in the same manner as recommended above for Millersburg Borough.

FAÇADE EASEMENTS

Both within and without any historic district, the Borough and Township may determine that façade easements would be beneficial to protect the physical integrity of some structures. The Borough and/or Township could promote the donation of such an easement by a property owner. The donation of such an easement preserves the physical appearance of a structure, but does not govern its interior usage. Such an easement could

be donated to the Borough or Council or to the local Historical Society. If the Borough or Township wishes to promote this preservation tool, the public should be educated as to its availability.

MAIN STREET PROGRAM

Main Street is a comprehensive, community-based revitalization approach, developed by the National Trust for Historic Preservation in 1980. Communities across the U.S. have applied its four key components with great success:

Design. Design means getting the Main Street into top physical shape. Capitalizing on its best assets such as historic buildings and the traditional downtown layout is just part of the program. An inviting atmosphere can be created through window displays, parking areas, signs, sidewalks, street lights, and landscaping. Good design conveys a visual message about what the Main Street is and what it has to offer.

Promotion. Promotion means selling the image and promise of the Main Street to all prospects. By marketing the district's unique characteristics through advertising, retail promotional activities, special events, and marketing campaigns an effective promotion strategy forges a positive image to shoppers, investors, new businesses and visitors.

Organization. Organization means getting everyone working towards common goals. The common-sense formula of a volunteer-driven program and an organizational structure of a board and committees assisting professional management can ease the difficult work of building consensus and cooperation among the varied groups that have a stake in the district.

Economic Restructuring. Economic Restructuring means finding new or better purposes for the Main Street enterprises. Helping existing downtown businesses expand and recruiting new ones, a successful Main Street program converts unused space into productive property and sharpens the competitiveness of its businesses.

Pennsylvania has a Main Street Program.

The Northern Dauphin Regional Chamber of Commerce has established a Mission of: "To promote, protect and propel the Northern Dauphin Region to prosperity." Its Vision Statement is: " Organizations of all types accomplish more when people work together. Our goal is to build a "team" of participating businesses to encourage vision for their future and identify the opportunities that unite us. In doing so, we will build a region that participates more fully in the growth of the Central Pennsylvania, while allowing us to maintain the uniqueness of each community."

The Northern Dauphin Regional Chamber of Commerce has established a Northern Dauphin Revitalization Project (NDRP) whose three-fold mission is:

1. Focus on regional tourism
2. Restore the region's historical grandeur
3. Provide a flourishing area for residents and visitors

It's purposes are:

1. Revitalize downtown business districts
2. Restore historic residential areas
3. Recreate a job- and wealth-producing environment
4. Retain municipal identities while erasing invisible barriers

NDPR received generous grants from the Pennsylvania Department of Community and Economic Development (DCED) Dauphin County DCED, and Dauphin County Commissioners to hire a full-time Regional Main Street Coordinator and a part-time Administrative Assistant. To effect a real turn-around in Northern Dauphin County, the Executive Board envisions four additional full-time Main Street Specialists. In an era of increasing emphasis on inter-municipal agreements and regional cooperation, NDPR has adopted the Main Street Regional approach to help individual communities get into the Main Street program, support them from a distance during the funding cycle, and help sustain the local effort once the community exits the DCED program. The Regional coordinator's focus is all "potentially eligible" Main Street business districts. The Pennsylvania Downtown Center, Inc. is prepared to work with NDPR and believes a strong regional coordinator can only strengthen a common goal of revitalizing Pennsylvania's historic downtowns and neighborhood business districts.

The results of the Community Attitude Survey indicated an interest in the preservation of Millersburg's downtown. In response to that interest, Millersburg may wish to pursue inclusion in the Chamber of Commerce's venture or may wish to pursue a Main Street designation of its own. Any Main Street program should work hand-in-hand with any local historic preservation efforts. Information regarding the Pennsylvania Main Street program can be obtained by contacting the Pennsylvania Department of Community and Economic Development.

ELM STREET PROGRAM

Given the success of the Pennsylvania Main Street Program's integrated approach to revitalization of downtowns in the Commonwealth, legislation was subsequently passed and signed into effect in February 2004 to try a similar integrated approach for the older neighborhoods around "Main Street". Elm Street allows communities to integrate a Main Street or downtown revitalization program with a neighborhood renewal strategy. Elm Street will provide assistance and resources to residential and mixed-use areas in proximity to central business districts. This approach will further enhance the downtown area as it improves the viability of older neighborhoods. If Millersburg is included in the Chamber of Commerce's proposed Main Street Program, it is recommended that Millersburg Borough investigate whether it has neighborhoods that qualify for involvement in the Elm Street Program.

The Elm Street Program incorporates volunteer support, the leveraging of private dollars, strategic planning, rehabilitation and reuse of existing buildings, as well as streetscape improvements. It relies on neighborhood involvement and a viable programmatic connection to an existing Main Street / Downtown revitalization program. Through the Elm Street Program, grants will be available for planning, technical assistance and physical improvements. In partnership with the Pennsylvania Downtown Center (PDC), the Department of Community and Economic Development (DCED) will offer technical assistance and training to help guide Elm Street revitalization efforts. There is training at the DCED/PDC annual statewide conference, as well as periodic workshops sponsored through the local government associations and other groups throughout the state.

The DCED Elm Street Program is a state grant program designed to help launch a neighborhood revitalization effort through: strengthening of a local organization dedicated to neighborhood revitalization; and management of the revitalization by a full- or part-time professional coordinator.

If the Millersburg area becomes involved in a coordinated Main Street Program, an Elm Street manager could be an assistant to the Main Street manager.

A second component to DCED's Elm Street Program is called residential reinvestment. This component uses neighborhood strategies to support projects within the target area. All physical improvement projects eligible under this component must be supported by a plan and require the leveraging of locally provided funds. The public benefit of each activity must be clearly documented in the application. Priority activities include, but are not limited to the following: public infrastructure; structural improvements of buildings for mixed use; acquisition of properties that could have historical significance in conjunction with local financial institutions to encourage increased home ownership and/or centralized management of rental units in the project area; façade improvement grants for exterior sidings such as painting, siding, covering, etc; design assistance; and historically accurate improvements.

Municipalities are eligible to apply for the Elm Street Program. Up to a \$250,000 grant is available for administrative costs associated with hiring a full-time manager and related office expenses over a maximum five-year program term that includes one planning year and four operational years. There is a minimum 10% local match required. If a part-time manager is more appropriate, a corresponding reduction on the total grant and match will occur.

The Elm Street Concept is structured around simultaneous actions in five focus areas, integrated through a community-based strategic planning process. The elements of the "five point approach" are:

Clean, Safe & Green. The most important factor in a neighborhood's health is how safe and pleasant people believe it to be. Part of ensuring safety in a neighborhood includes providing safe routes for children to walk/bike to school and for residents to access commercial developments, and for recreation. Greening is relevant to a neighborhood's image, appearance and health issues. Landscaping, trees and other plantings impact the visual appeal of residential and commercial streets alike, with mature trees and healthy, maintained landscaping elements creating a consistent and cared-for appearance. A recent Wharton School study has found that investments in greening and vacant land management can increase property values by as much as 30%. Clean is a bridge between safety and greening. Clean neighborhoods have been found to reduce the perception of crime.

Neighbors and Economy. Underlying economic factors – such as employment rates and homeownership levels, among others – heavily influence neighborhood health. Low income and high unemployment can lead to lower home ownership rates and to poor property upkeep. Depending on the levels of distress, a neighborhood may require intervention to stabilize aspects of its economy: special homebuyer programs, gap financing for housing rehab, new job skills training, and other initiatives are all commonly used to improve a neighborhood's economic condition.

Design. Design is about everything that is visible when walking or driving through a neighborhood. It can signal the unique atmosphere of a neighborhood to both its own residents and citizens of the larger region. Architecture is the most obvious aspect of design. Not only consistency of architectural style, but also general features like number of stories, roof shape, and the prevalence of building features such as porches or stoops, bay or dormer windows, and garages can influence the overall design rhythm of a neighborhood. However, the importance of non-architectural design elements should not be underestimated. These include the distance buildings are set back from the street, the width of sideyards and the placement of garages. Streetscape, including landscaping also plays a role in a neighborhood's design features. Design factors can be improved within a neighborhood by: streetscape improvements; revolving loan funds for building rehabilitation; small matching grants for housing rehabilitation activities such as painting, façade improvements, roofing and porch repair; and providing guidelines for rehabilitation of a neighborhood's historic properties.

Image & Identity. Image refers to how a neighborhood is viewed by non-residents. It will often impact the perceived desirability of homes in the neighborhood and the level of investment in the area. Identity refers to how residents feel about their own neighborhood. It is more closely tied to whether residents become

engaged in their own community, whether they desire or plan to stay, and whether they invest in updates and repairs to their own properties. Residents with a strong sense of identity translate this vision into regular home maintenance, care in selecting tenants for rentals, sustenance of an active neighborhood association, and well attended neighborhood events. A neighborhood can improve its image and identity by hosting events such as clean-up days, hosting awards programs for community activism or good home rehabilitation, distributing neighborhood information through a website or newsletter, and seeking positive media coverage of neighborhood accomplishments.

Sustainable Organization. Coordinating activities and programs that can identify and address problems across a diverse spectrum calls for an organization capable of operating flexibly and efficiently, often partnering with other groups and public agencies. Elm street organizations need to be able to continue beyond the state program's projected funding cycle. An organization that is sustainable will: visibly make a difference; be entrepreneurial and have diversified funding sources; partner with organizations / agencies in housing, public works, employment, and other varied revitalization concerns; and attract and retain volunteers and garner in-kind donations.

NATIONAL REGISTER SITES

(1) Millersburg Ferry - Kramer/Crow Ferry Site (Listed 08-2-2006)

The site consists of a man-made ferry wall (or dam) constructed in 1873, a landing on each shore of the Susquehanna River and the riverbed itself which contains four distinct crossing channels. Two double paddle stern wheel ferry boats and a movable dock of wooden construction are non-contributing structures of the site. By 1922 the ferry was the only surviving ferry service on the Susquehanna River between Harrisburg and Sunbury, a stretch of about forty miles. While the evidence of ferry operation at the Millersburg Ferry site from the 1750s is scant, written evidence does exist of a continuous operation since 1817. The Pennsylvania Canal along the Susquehanna River was begun in 1828. By 1830 traffic was continuous. Farmers from the Lykens and Williams Valley utilized the Millersburg Ferry to access the canal on the western shore of the Susquehanna River. From 1905-1936 the Ferry business was so good that it required four boats. The "record" set by these four boats was 320 cars in one day.

(2) Millersburg Passenger Rail Station (Listed 11-27-2002).

The Millersburg Passenger Rail Station is located at 127 West Center Street along the former Northern Central Railway. It was built in 1898 and replaced a former station that was old, run down and at another location difficult to access by most of the community's residents and businesses. Also on the property is the stone foundation of the original baggage house. The station functioned as a passenger depot for over 60 years (1898 – 1960). The station is a two-story brick and frame Queen Anne style building. The exterior remained intact until 1960 when modifications began. The original slate roof was replaced with asphalt shingles; a door on the east façade was replaced with double flush steel doors; and all the original 1/1 wooden double hung windows were replaced brown with aluminum sash on the second floor (late 1980s) and white vinyl sash on the first floor (1998). The interior of the passenger station is in good condition, while some remodeling has taken place. The station is currently owned by Historical Society of Millersburg and Upper Paxton Township. Renovations are underway that include reinforcement of basement walls, installation of a slate roof, replacement of the steel door with double wooden doors, repainting the interior, relay the brick platform and restore slate curbstones. The Society hopes to secure additional grant funding to rebuild the old baggage building which was torn down sometime between 1975 and 1980 due to deterioration.

Potential sites for future consideration on the National Register are: Canal Basin, Bandstand, Fountain Island; Millersburger; Wooden Nickel Restaurant; First United Methodist Church; UCC Reformed Church; the old Movie Theater and the Millersburg Freight Rail Station. If Millersburg creates a new Historic District in accordance with the State's regulations, other sites may be found and proposed for inclusion in the Register. Upper Paxton may also have sites that it would like to propose for inclusion on the Register.

HISTORIC & CULTURAL RESOURCES PLAN

GOALS	OBJECTIVES	STRATEGIES	
HCR-1 Protect, preserve & enhance Millersburg Borough's & Upper Paxton Township's historic resources	HCR-1.1 Appropriately designate Historic Districts and adopt regulations for their preservation & protection	HCR-1.1.A	Create an inventory of historic places and resources; develop & prioritize a list of eligible sites for the National Register of Historic Places
		HCR-1.1.B	Determine area for and adopt Historic Districts in accordance with the Historic District Act (Act 167)
		HCR-1.1.C	Adoption of local design guidelines to preserve historic architecture & design
		HCR-1.1.D	Prepare a design guidelines brochure for public use
		HCR-1.1.E	Inform public about preservation techniques & advantages
		HCR-1.1.F	Zoning & financial incentives for the adaptive reuse of historic buildings & structures
		HCR-1.1.G	Support the efforts of the Millersburg Area Historical Society
		HCR-1.1.H	Support the efforts of the Upper Dauphin Revitalization Program and its Main Street Program
	HCR-1.2 Protect the historic character of Millersburg Borough & Upper Paxton Township	HCR-1.2.A	Promote the donation of historic easements (facades & sites) and benefits of associated tax incentives
		HCR-1.2.B	Promote voluntary actions for the preservation of historic buildings & sites
		HCR-1.2.C	Use zoning to encourage developers of new buildings & infill projects to reflect the historic scale, proportion, spacing, setbacks and materials
		HCR-1.2.D	Discourage demolition or inappropriate reconstruction of historic resources
		HCR-1.2.E	Protect extraordinary view sheds
		HCR-1.2.F	Reflect the historic qualities of the Borough in future public improvements (examples: buildings & underground utilities)
HCR-2 Protect, preserve & enhance Millersburg Borough's & Upper Paxton Township's cultural resources	HCR-2.1 Emphasize & protect the unique cultural heritage of Millersburg Borough & Upper Paxton Twp.	HCR-2.1.A	Encourage the use of public art to reflect cultural heritage
		HCR-2.1.B	Promote traditional cultural activities such as festivals and special events
		HCR-2.1.C	Promote heritage tourism as a means of preserving cultural heritage & stimulating economic development

PLAN 3: NATURAL RESOURCES

The Millersburg Borough – Upper Paxton Township area has many natural resources that contribute to its character. Preserving these natural areas can reduce soil erosion, protect water quality and prevent floods, as well as reducing property loss.

Biodiversity

Most of the recent population growth in the Millersburg – Upper Paxton area has been through new development in previously rural areas. Without careful planning of growth and development, the natural areas which comprise the area's native natural heritage could be lost. Protecting the integrity of these natural systems provides benefits to humans as well as providing for the survival of rare and/or indigenous flora and fauna. Wise planning can maintain open space, which can include natural environments and the native species of the area. A balance between growth and conservation of scenic and natural resources can be achieved by guiding development away from the most environmentally sensitive areas. In order to achieve such a balance and ensure protection of critical natural areas, the public, developers, county and local governments must know the importance and location of these important sites.

The Millersburg – Upper Paxton area's natural environment needs to be preserved and protected. This can be accomplished through a variety of objectives and strategies that are directed toward environmentally sensitive areas, quality and quantity of water supplies, scenic resources, greenways, open space and farmland. Millersburg Borough and Upper Paxton Township officials need to encourage public input and work with environmental agencies to create and implement mutually supportive agendas. They should also guide development away from environmentally sensitive land and encourage low impact development to minimize developmental impacts. Local officials are encouraged to approve only development that respects the natural features of each site. Land varies greatly in the amount of development it can physically support. Floodplains and very steep slopes should remain open space. Other lands may be suited to moderate or more intense development. The guidelines in **TABLE P3-1** should be used when reviewing subdivision and land development applications.

Although floodplains and wetlands are usually noted on land development plans, little consideration is given to other more local elements such as a large old oak tree, a wildflower meadow or an apple orchard. Different methods of preservation exist, such as conservation easements bought by public or private organizations, or Conservation by Design. The following four steps are a sequential approach towards conservation-oriented design based on the recommendations of Randall Arendt of the Natural Lands Trust:

- (1) *Identify Primary and Secondary Conservation Areas.* First identify primary conservation areas using sensitive natural areas such as: steep slopes over 25%; 100 year floodplains; habitats of rare, threatened and endangered species; and streams and their buffers. Secondly identify secondary conservation areas. These are areas of local importance, which may include scenic views, locally important vegetation and unique geological features.
- (2) *Identify Lot Locations for Development.* Next, locate potential development areas which include the remaining land left over after primary and secondary conservation areas are identified. Carefully consider siting new homes or development with views of the open areas, providing for easier marketing and sale. Reduce the lot sizes to accommodate the number of homes that would have been originally provided under conventional development [Note: Need to provide enabling legislation in local ordinances.]

- (3) *Layout Roads and Trails.* Show a road alignment that would most efficiently access all new homes or development sites. Also consider developing trails that would link development with open space.
- (4) *Delineate Lot Lines.* The final step involves delineating the boundaries of each lot, a step often done first in traditional design.

**TABLE P3-1
GUIDELINES FOR PROTECTING IMPORTANT NATURAL FEATURES**

Natural Features (Type & Description)	Potential Problems if Not Protected	Strategies for Protection
<u>Steep Slopes:</u> Steep slopes of 15% have 15 feet of vertical change for every 100 feet of horizontal distance. Very steep slopes of 25% rise vertically 25 feet for every 100 feet. Steep slopes are sometimes wooded and found along creeks.	<ul style="list-style-type: none"> * Difficulty of maintaining and snowplowing steep roads * Higher cost of buildings * Higher rate of septic tank failures * Increased erosion and runoff * Winter driving hazards from steep roads and driveways * Disturbance of scenic areas * Increased costs to extend public water and sewer lines 	<ul style="list-style-type: none"> * Site houses on the most suitable land, while keeping steep slopes in open space * Keep natural vegetation intact * Require large lot sizes in steep areas * Limit building on steep slopes of 15% to 25% and prohibit building on very steep slopes of 25% and above
<u>Groundwater:</u> Groundwater is stored underground after entering through the soil or seeping from creeks. Maintaining the quality of this water is important because both private wells and public water systems are dependent upon groundwater.	<ul style="list-style-type: none"> * Polluted groundwater * Dry wells 	<ul style="list-style-type: none"> * Control the percentage of lots covered by buildings and paving * Ensure septic systems are designed and operated properly * Monitor underground storage tanks for leaks * Avoid polluted stormwater runoff * Avoid high volume withdrawals of groundwater
<u>Floodplains:</u> Areas that are prone to flooding include both legally designated floodplains and land along drainage channels	<ul style="list-style-type: none"> * Increased flooding in other areas * Loss of potential public recreation area * Threats to important wildlife and bird habitats 	<ul style="list-style-type: none"> * Prohibit construction of new structures within the 100-year floodway (which is the actual main flood channel) and along the adjacent 100-year flood fringe. Prohibit construction within 50' - 100' of the centerline of a stream (depending on stream size). * Seek to preserve buffers of natural vegetation immediately adjacent to creeks and drainageways * Seek to preserve more land along local streams and drainageways
<u>Wooded Areas:</u> Concentrated areas of mature tree growth are found throughout the county's steeply sloped lands noted above and in other scattered locations	<ul style="list-style-type: none"> * Increase erosion and runoff * Loss of scenic resources * Noise and incompatible development may become more noticeable * Increase surface temperatures * Loss of important bird and wildlife habitats * Loss of air purification 	<ul style="list-style-type: none"> * Seek to preserve tree stands in public and private open space * Restrict cutting of trees during building to the building envelope and immediately adjacent areas * Seek replanting of trees that must be cut down
<u>Shallow Depth to Bedrock:</u> Areas with shallow soils and bedrock close to the surface are frequently found in steeply sloped locations	<ul style="list-style-type: none"> * Higher construction costs 	<ul style="list-style-type: none"> * Avoid building in these areas

**TABLE P3-1 (cont.)
GUIDELINES FOR PROTECTING IMPORTANT NATURAL FEATURE**

Natural Features (Type & Description)	Potential Problems if Not Protected	Strategies for Protection
<u>Waterways</u> : Protecting waterways from pollutants involves controlling direct discharges and maintaining vegetative stream buffers	<ul style="list-style-type: none"> * Increased erosion and flooding * Loss of potential recreation areas * Threats to important bird, fish and wildlife habitats 	<ul style="list-style-type: none"> * Prevent soil erosion to avoid sedimentation of creeks and drainageways * Work with soil conservation authorities and farmers to keep animals out of streams * Consider areas along creeks and drainageways for public greenways * Minimize direct runoff from parking lots * Require buildings and paving to be set back from creek banks and significant drainageways * Control the peak rates of stormwater runoff from development to avoid increased flooding
<u>Natural Drainage Channels</u> : Smaller natural channels that carry stormwater to local creeks during heavy storms exist throughout the county	<ul style="list-style-type: none"> * Increased flooding * Erosion of soil 	<ul style="list-style-type: none"> * Preserve adequate width along channels in open space * Prevent erosion
<u>Hydric Soils</u> : Hydric soils, often located in wetland areas, have a shallow depth to the seasonally high water table	<ul style="list-style-type: none"> * Flooded basements * Disturbance of natural drainage and groundwater recharge * Poor foundation stability * Failed on-lot septic systems 	<ul style="list-style-type: none"> * Enforcement of local, state and federal wetland regulations * Placement of on-lot septic systems and buildings outside these areas * Waterproof basements of existing buildings

Another way to conserve biodiversity includes buffers along local waterways, even where none existed before. The Conservation District and Penn State Cooperative Extension Service are two sources of information on how to properly plant and maintain these buffers. Streamside vegetation provides valuable functions in preserving fish populations and wildlife, including:

- Reducing water pollution from surface runoff
- Controlling the volume of sediment that reaches streams
- Providing shade to moderate water temperatures
- Protects wildlife habitats

FLOODPLAINS

Flooding of large areas can cause unnecessary loss of life, destruction of private and public property, disruption of government services, pollution and unsanitary conditions. In order to minimize the impacts governmental agencies have used three approaches to reduce flood losses:

- (1) Structural measures (dams, levees, floodwalls and stream channelization)
- (2) Nonstructural measures (development regulation, acquisition and easements)
- (3) National Flood Insurance Program (provision of flood insurance and development regulation)

Structural Measures

The main purpose of flood control structures is to protect existing floodplain development. Structural elements generally provide adequate protection, but often involve

high economic and environmental costs. In addition, correcting a flooding problem in one location may aggravate flooding in another. For instance, stream channelization may allow floodwaters to move downstream faster, but might be detrimental to aquatic environments and may increase flooding downstream.

Non-Structural Measures

This approach is primarily used to reduce future flood damage. It involves floodplain regulations, floodproofing buildings, relocation of floodprone development, floodplain easements and land acquisitions. The purpose is to restrict future development in floodplains to minimize flood damage.

National Flood Insurance Program

This program combines regulatory development with the availability of flood insurance to property owners. Through this program the property owners in a flood prone area receive reduced flood insurance rates when the municipality where they live participates in the National Flood Insurance Program. Participating municipalities must adopt floodplain management regulations that comply with the requirements of the National Flood Insurance Program. These are minimum requirements and municipalities may adopt stricter regulations for floodplain development. The Floodplain Management Act highly recommends all floodprone municipalities to enact floodplain management regulations. Enforcement of those regulations will ensure the municipalities are eligible to participate in the Flood Insurance Program.

WETLANDS

Wetlands are recognized as an important component of the natural and man-made environments because of their multiple values. Benefits of preserving wetlands include the following:

- (1) Improving water quality by filtering out chemicals and sediment carried by runoff or streams
- (2) Controlling flooding by storing water during times of heavy rainfall, snow melt, or high water discharge from adjacent streams
- (3) Effectively controlling erosion as wetland plants hold soils in place along stream banks
- (4) Recharging groundwater supplies due to the great quantities of water that wetland plants and soils absorb
- (5) Providing wildlife habitat to support a wide variety of plants and animals, including threatened and endangered species
- (6) Providing open space for recreational opportunities in an attractive landscape as a scenic resource
- (7) Providing educational opportunities for the public

Federal and State legislation regulates development that will impact wetlands. Federal protection includes portions of the Clean Water Act which prohibits unauthorized placement of fill materials in wetlands. The Federal Farm Bill prohibits farmers who receive USDA benefits from draining, dredging, filling or leveling a wetland. The U.S. Army Corps of engineers and the EPA administer these programs. Pennsylvania regulates activities in wetlands through Chapter 1-5 of the Dam Safety and Encroachments Act. The program requires permits for activities and structures located in wetlands. The Pennsylvania Department of Environmental Protection has jurisdiction for the protection of wetlands.

Local governments can use wetland protection techniques to supplement federal and state regulatory programs. When constructing public facilities municipal planning should

limit the impact of development on wetlands. Mapping and inventorying local wetlands and documenting these resources (see **MAP 3-5**) in Basic Studies and Trends) helps to facilitate protective measures. Zoning, subdivision and land development requirements, stormwater regulations and comprehensive planning are the actual mechanisms that municipalities can use to protect wetlands. Public education programs can facilitate understanding by informing citizens of the importance of wetland protection.

GROUNDWATER

Dauphin County has an outdated Water Supply Plan and is in need of a new one. Any new plan should address the water needs of each municipality in the County. There is also a State Water Plan, with which this Joint Plan is consistent. The State Plan is currently being revised.

Even though there may appear to be an adequate water supply, the Millersburg – Upper Paxton area is not immune to the effects of drought and low rainfall. The year 2002 testifies to these effects. Future development must consider whether the groundwater can support the future use and the possible impacts of proposed development on groundwater.

Groundwater is referred to as when the water completely fills the space between soil particles or rocks and has reached its saturation zone. Aquifers are rock or soil layers that contain enough water to be tapped as wells. A recharge area is the land surface from which water seeps into the aquifer.

There are several Federal and State laws regulating certain activities that help protect groundwater. However, there are no laws that specifically focus on managing the quality and quantity of groundwater. Local officials have the most direct influence on this resource through their authority to regulate land use.

Activities that have a negative impact on groundwater are categorized into four groups:

1. *Waste Disposal*: Municipal and industrial sites and storage tanks, as well as improperly installed or maintained septic tanks, pose a risk of contamination, threatening groundwater resources.
2. *Resource Extraction*: Mining can cause changes in groundwater quantity and quality. As mines intersect aquifers they interfere with groundwater storage and can lower water levels in wells. Also as aquifers are intersected, contaminating substances can be introduced directly into the aquifer.
3. *Agriculture*: The over application of manure and fertilizer is the most common threat posed by agricultural activities.
4. *Urbanization*: Concentrations of people can lead to over pumping of aquifers. A more significant effect of urbanization is the diversion of water from recharge areas, such as runoff. Impervious surfaces divert water directly into streams and the diversion causes water to not be available to recharge groundwater. An example is a wooded area absorbs about 50% of the precipitation it receives, however, only 32% of precipitation seeps into the ground to recharge the aquifer in developed areas.

Once groundwater is contaminated, it is very costly and difficult to clean it. The best solution is to prevent contamination from occurring in the first place. Towards this end, municipal officials should give consideration to effect on groundwater when reviewing subdivision and land development plans.

SLOPES

The areas of the Millersburg – Upper Paxton study area with steep slopes are identified in **MAP 3-1** of the Basic Studies and Trends portion of this Comprehensive Plan.

The main reason for preserving the natural gradient of slopes is to promote safety. Natural slopes establish a stable condition. When that stable condition is altered, the result can be hazardous and costly. Poorly planned hillside developments have resulted in erosion, landslides, deforestation, flooding and a loss of natural beauty. Preservation of steep slopes accomplishes the following:

- Promotes safety of design and construction
- Minimizes erosion and landslides
- Minimizes flooding
- Protects rare and critical environments for wildlife
- Protects aquifers and recharge areas
- Provides safe vehicle and pedestrian circulation
- Preserves scenic character

To accomplish the above development should be prohibited on land with slopes greater than 25%.

GEOLOGY

Chapter 3 of the Basic Studies and Trends portion of this Comprehensive Plan gives a detailed description of the different geological formations in the Millersburg – Upper Paxton area. The groups which cause concern are those made of carbonate rocks, limestones and dolomite rocks. They erode and forms channels, depressions and sinkholes. These natural formations can have a disastrous effect on development, public works projects and community water supplies.

To address these hazards associated with construction in carbonate terrain, some municipalities have adopted requirements to determine their potential for occurrence. During the subdivision and land development review process certain information can be required when development is underlain with carbonate rocks. These requirements include placing a notice on the plan of areas underlain with carbonate rocks and the potential impacts. A geologic study of a site can determine where the potential for sinkholes exists and special construction procedures to prevent sinking.

Mining operations are regulated by the Department of Environmental Protection under the (Act 418) Surface Mining and Conservation Act. Although the actual mining operation is regulated by the Commonwealth, municipalities can still control its location through zoning and control its impact through landscape requirements. The Pennsylvania Municipalities Planning Code requires municipalities that have adopted zoning ordinances to address this issue by providing for the reasonable development of minerals in each municipality.

SOILS

The prime agricultural soils of the Millersburg – Upper Paxton area (**MAP 3-6**) contribute significantly to the areas economy as well as to the quality of life the residents enjoy.

Soil erosion and sedimentation control is administered by the Dauphin County Conservation District. This responsibility is delegated to the County by the Department of Environmental Protection. Different requirements for erosion control are based on the amount of soil to be disturbed. The implementation of an erosion and sediment control plan is required for any earth disturbance affecting 5,000 square feet or more, any earth disturbance of High Quality or Exceptional Value Watersheds, or if other DEP permits necessitate it.

The National Pollution Discharge Elimination System (NPDES) Program works in conjunction with the Erosion and Sedimentation Control program. Disturbance of more than 5 acres requires a permit, which is not issued unless the project complies with Title 25, Chapter 102 Rules and Regulations of the Clean Streams Law. For projects that disturb between 1 and 5 acres that have a point source discharge to surface waters, a NPDES permit is also required. For those projects impacting less than 5 acres, but do not have a point source discharge, municipal, state or federal requirements may still necessitate Conservation District Review.

Applications of an Erosion and Sedimentation Control Plan or an NPDES permit require a consultation with the Pennsylvania Natural Diversity Inventory (PNDI). This will determine the presence of Federal or State endangered species on the project site. If the activity adversely impacts a species, the applicant must either prevent or minimize the impact.

Agricultural plowing and tilling activities do not require an Erosion and Sedimentation Control Plan or NPDES permit. However, these activities are required to develop a Conservation Plan that includes Best Management Practices which minimize erosion from plowing and tilling activities.

AGRICULTURE

As discussed in Chapter 3 of the Basic Studies and Trends portion of the Comprehensive Plan, agriculture is important to the Millersburg – Upper Paxton area. The following includes some methods to lessen the negative effects that agriculture may cause:

- (1) The preparation of nutrient management plans and the use of Best Management Practices in farming are encouraged. State law stipulates when farmers are required to prepare a nutrient management plan that describes how animal manure is to be safely collected, stored, distributed, or otherwise disposed of. Since this requirement went into effect in 1997 the Dauphin County Conservation District has approved both regulated and voluntary plans. In addition to being out of compliance with State law, failure to submit nutrient management plans can endanger bank financing for farm related improvements. Grants and loans are available to help prepare nutrient management plans and implement a variety of best management practices. Municipal officials should work in cooperation with the Conservation District to ensure farmers are fully aware of the need for such conservation practices.
- (2) Dirt and waste from livestock and stream banks eroded from constant trampling of animals contribute to stream pollution. Trout Unlimited, the PA Game Commission and other have assisted farmers with the cost of establishing fencing to keep livestock out of local streams. The Penn State Cooperative Extension Service endorsed stream side fencing provided it is planted and implemented on a case-by-case basis rather than mandated by municipal regulations. Specific site conditions, the size of the stream, the varying requirements of the individual landowners, the ability to maintain the fencing, the need for permanent versus portable fencing, and other factors should all influence site by site decisions about where fencing is desirable and where it is not.

NATURAL RESOURCES PLAN

GOALS	OBJECTIVES	STRATEGIES	
NR-1 Protection & Preservation of Millersburg Borough's and Upper Paxton's Township's natural environment areas	NR-1.1 Support the protection of environmentally sensitive land	NR-1.1.A	Become knowledgeable on the inter-relationships between land use decisions & natural resources
		NR-1.1.B	Identify municipal wetlands
		NR-1.1.C	Adopt local ordinances for protection of surface water recharge, ground water recharge, flood control
		NR-1.1.D	Millersburg identify steep slopes in excess of 15% and 25% and adoption of local protection ordinances [Upper Paxton has in Zoning Ordinance]
		NR-1.1.E	Prioritize Class I, II & III prime agricultural soils to target for preservation / conservation priorities
		NR-1.1.F	Develop overlay zones to protect environmentally sensitive areas
		NR-1.1.G	Utilize a variety of techniques, such as acquisition, easements, environmental protection zoning, eminent domain, dedication, low impact development and transfer of development rights to protect and preserve environmentally sensitive lands
		NR-1.1.H	Adopt local provisions requiring developers to address soil suitability and geologic conditions
		NR-1.1.I	Promote the restoration of floodplains by acquisition and removal of frequently flooded structures
		NR-1.1.J	Regulation of residential and non-residential activities to minimize or totally prevent such problems as water pollution, stormwater runoff, air pollution, noise, odor, and other possible harmful effects to the natural environment resulting from development

NATURAL RESOURCES PLAN (continued)

GOALS	OBJECTIVES	STRATEGIES	
NR-1 (continued)	NR-1.2 Promote the protection of quality & quantity of water supplies	NR-1.2.A	Preservation and efficient use of ground water and surface water resources and riparian buffers
		NR-1.2.B	Focus stormwater management on preventing runoff problems before they begin by reduction of impervious area and infiltration of groundwater recharge and use of water quality Best Management Practices (BMPs)
		NR-1.2.C	Support the Dauphin County Conservation District in its effort to have an implemented conservation plan for all agricultural operations and a nutrient management plan for application of all animal and chemical nutrients
		NR-1.2.D	Update municipal Act 537 plans to identify failing on-lot water and sewerage systems and conduct water testing
		NR-1.2.E	Support programs administered by the Alliance for the Chesapeake Bay and the Susquehanna River Basin Commission
	NR-1.3 Promote greenways, open space and riparian corridors	NR-1.3.A	Utilize open space preservation techniques in local subdivision and land development ordinances and zoning ordinances (Example: Growing Greener concepts)
	NR-1.4 Preserve and protect the Millersburg Borough / Upper Paxton Township area's scenic and agricultural resources as being essential to the area's character, economic vitality and overall quality of life	NR-1.4.A	Adopt ordinances that offer protection to the area's scenic & agricultural resources
		NR-1.4.B	Promote the purchase and acceptance of Agricultural Conservation Easements and pursue increased financial support for their utilization
	NR-1.5 Involve the public	NR-1.5.A	Promote work of State and County agencies and departments regarding environmental issues
		NR-1.5.B	Promote the use of the Dauphin County Conservation District by both the public and private sector

PLAN 4: POPULATION / SOCIO-ECONOMIC

An analysis of the characteristics of the Millersburg Borough – Upper Paxton Township population is vital to understanding and planning for the needs of their residents. Past trends, present profiles and projections of population data provide a very complete picture of the past, present and future composition of a community. Not only are they tools for monitoring the population's composition, but also for making planning decisions that will affect the future development of the Millersburg – Upper Paxton area.

The amount and type of population being served directly dictates the land use scenarios required for residential, commercial, industrial and other development. Future population fluctuations will directly determine the size and number of public facilities needed, such as schools, parks and playgrounds. Population trends have been noted in the preparation of this Joint Comprehensive Plan.

POPULATION TRENDS

The population trends indicate that the population of Millersburg Borough is decreasing, while the population of Upper Paxton Township is increasing. Residential construction is occurring primarily in the Township, which in turn may draw people out of the Borough. To stem this tide, infill development and redevelopment within the Borough is encouraged. New development should be directed to and promoted within the Community Service Area in and around the Borough where infrastructure and services are readily available or planned.

EDUCATIONAL ATTAINMENT

Between 1990 and 2000 the percentage of high school graduates for persons age 25 and over decreased by 2.6 percent in Millersburg Borough and increased by 2.2 percent in Upper Paxton Township. High school graduation needs to be encouraged and promoted and curriculum and programs offered for incentives. Post high school education has generally been increasing in both the Borough and the Township. To further the increase, a variety of opportunities, both technical and collegiate, should be maintained and increased. Efforts should be made to attract graduates into the area by providing a wide range of employment, as well as social and cultural opportunities.

INCOME

Both median household and median family income have increased substantially since 1980 in both Millersburg Borough and Upper Paxton Township. To maintain this trend continued efforts are needed to increase employment opportunities in the area. Educational attainment should be maintained and increased to promote the availability of employees above the minimum wage.

SOCIO-ECONOMIC DEMOGRAPHICS

The socio-economic demographics of Millersburg Borough and Upper Paxton Township are discussed in Chapter 4 of the Basic Studies and Trends portion of this Joint Comprehensive Plan. Trends are examined and population projections are made for 2005,

2010, 2015 and 2020. Population estimates are published yearly by the U. S. Census Bureau. They should continue to be tracked.

Basic Studies & Trends Chapter 4 provides both historical and current data. Data has been obtained from a variety of sources which publish their data at various time periods. It is anticipated that the demographic information will be used by a variety of users, including municipal and county agencies. The comprehensive plan should be amended, as needed, to provide up-to-date data as it becomes available.

POPULATION / SOCIO-ECONOMIC PLAN

GOALS	OBJECTIVES	STRATEGIES	
P/SE-1 Population growth	P/SE-1.1 Maintain and increase the population of Millersburg Borough and Upper Paxton Township	P/SE-1.1.A	Encourage infill and redevelopment in Millersburg Borough and portions of Upper Paxton Township adjacent to the Borough
		P/SE-1.1.B	Encourage new development to locate within areas where there is existing or planned infrastructure
P/SE-2 Increase standard of living	P/SE-2.1 Increase income of Millersburg Borough and Upper Paxton Township residents	P/SE-1.2.A	Provide new and expanded employment opportunities in Millersburg Borough and Upper Paxton Township
		P/SE-1.2.B	Take advantage of educational opportunities to promote employment at levels above minimum wage
		P/SE-1.2.C	Maintain low unemployment rates
P/SE-3 Well educated workforce	P/SE-3.1 Increase the educational attainment of Millersburg Borough and Upper Paxton Township residents	P/SE-3.1.A	Encourage and promote high school graduation
		P/SE-3.1.B	Take advantage of education and training available beyond the high school level
P/SE-4 Provide a data base	P/SE-4.1 Provide historical data for Millersburg Borough and Upper Paxton Township	P/SE-4.1.A	Provide a central clearing house for historical population and socio-economic data for Millersburg Borough and Upper Paxton Township
		P/SE-4.1.B	Make data readily available to Millersburg Borough and Upper Paxton Township residents, businesses and agencies
	P/SE-4.2 Provide current up-to-date data for Millersburg Boro. & Upper Paxton Twp.	P/SE-4.2.A	Provide a central clearing house for current up-to-date population and socio-economic data for Millersburg Borough and Upper Paxton Twp.
		P/SE-4.2.B	Make data readily available to Millersburg Borough and Upper Paxton Township residents, businesses and agencies

PLAN 5: ECONOMIC DEVELOPMENT

An examination of the Millersburg Borough – Upper Paxton Township area’s existing infrastructure reveals a system that is already intact, operational, and has the ability to handle future economic growth and redevelopment. Therefore, any new economic development should be targeted in the areas where public investments have already been made in that infrastructure.

The Millersburg – Upper Paxton area’s economic future is tied to Dauphin County’s. Therefore, intergovernmental cooperation and coordination is encouraged to facilitate business development, retention and expansion. Municipal officials are encouraged to utilize the services of the Dauphin County Department of Community & Economic Development and the Northern Dauphin Regional Chamber of Commerce. Every effort should be made to share information with them, as well as the Dauphin County Planning Commission. The latter is an affiliate member of the Pennsylvania State Data Center and has easy access to a great deal of U.S. Census and other publications and information.

DAUPHIN COUNTY DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT

The Dauphin County Department of Community & Economic Development was created in 1984 and provides a full array of economic development services to its clients, affiliates and the general public. Millersburg Borough and Upper Paxton Township officials are encouraged to avail themselves of the Department’s services.

The Dauphin County Industrial Development Authority (IDA) , organized in 1967 as a standing Dauphin County authority, is the finance arm of the Department. It engages in tax exempt and taxable bond and mortgage financing on behalf of manufacturers, non-profits and government agencies establishing headquarters in Dauphin County. The IDA participates in millions of dollars in new construction and rehabilitation projects each year through its industrial recruitment and expansion programs.

The Dauphin County Economic Development Corporation (DCEDC) is the most recent addition to the Department and is its non-profit development vehicle. It is poised to partner in real estate development projects and to channel grant funding to municipalities and organizations in need of community and economic development assistance. A major activity of this corporation is the implementation of the Pennsylvania Business Retention / Expansion Program, a state-wide initiative designed to retain and grow existing businesses as well as to attract new ones.

KEYSTONE OPPORTUNITY ZONES

Keystone Opportunity Zones are defined-parcel-specific areas with greatly reduced or no tax burden for property owners, residents and businesses in order to stimulate economic development. KOZs have been designated by local communities and approved by the Commonwealth of Pennsylvania. They are a partnership between each community and region among state and local taxing bodies, school district, economic development agencies and community-based organizations. Dauphin County has three designated KOZs, one of which is in Millersburg (**Map 5-2**). See Chapter 5: Economic Base for further information on the KOZ’s.

COMMUNITY ATTITUDE SURVEY

In 2005 a Community Attitude random survey was conducted of Millersburg Borough and Upper Paxton property owners. Of approximately 500 surveys mailed, there was an approximate 20% return: 34 from Millersburg Borough and 110 from Upper Paxton Township. Some of the questions on the survey dealt with what types of industrial and commercial uses the respondents felt were needed in the Millersburg / Upper Paxton area. A summary of the responses is listed below:

Question 13. Please check all the types of industrial uses for which you feel there is a need in the Millersburg Borough – Upper Paxton Township area.

- 71 Manufacturing and processing
- 59 Small scale sites for start up businesses
- 27 Warehouses and distribution uses
- 27 Industrial / Business parks
- 26 High-tech industrial park
- 6 No more needed
- 3 Quarrying and related processing
- 4 Other: Fill empty existing buildings
 - Jobs with benefits
 - Tourism
 - Bring county and satellite offices to our area

Question 14. Please check all the types of commercial uses for which you feel there is a need in the Millersburg Borough – Upper Paxton Township area.

- 55 Major shopping centers/malls
- 52 Restaurants and lodging
- 39 Neighborhood based conveniences
- 31 Specialty stores and boutiques
- 21 Food and drug shopping centers
- 20 Commercial offices
- 16 No more needed
- 1 Other: In town mini-mart

The Joint Comprehensive Plan Advisory Committee (Borough Planning Commission and representative of Upper Paxton Township Supervisors) also expressed the need for the following: hotels; bookstores, enhanced local library; and shopping availability for “basics”.

In discussions with municipal officials, the observation was made that while additional industrial and commercial uses are desired, 81 of the total respondents felt that one of the primary advantages of living and working in the Millersburg / Upper Paxton area is the “small town feel”. This advantage may be at odds with the effects of many of the desired industrial and commercial uses. Municipal officials should determine what industrial and commercial new businesses could be an asset to Millersburg and Upper Paxton and then actively pursue such uses. The Dauphin County Department of Community and Economic Development, and the Northern Dauphin Regional chamber of Commerce can assist with these efforts.

NORTHERN DAUPHIN REGIONAL CHAMBER OF COMMERCE

The Northern Dauphin Regional Chamber of Commerce has established a Mission of: "To promote, protect and propel the Northern Dauphin Region to prosperity." Its Vision Statement is: " Organizations of all types accomplish more when people work together. Our goal is to build a "team" of participating businesses to encourage vision for their future and identify the opportunities that unite us. In doing so, we will build a region that participates more fully in the growth of the Central Pennsylvania, while allowing us to maintain the uniqueness of each community."

The Northern Dauphin Regional Chamber of Commerce has established a Northern Dauphin Revitalization Project (NDRP) whose three-fold mission is:

1. Focus on regional tourism
2. Restore the region's historical grandeur
3. Provide a flourishing area for residents and visitors

It's purposes are:

1. Revitalize downtown business districts
2. Restore historic residential areas
3. Recreate a job- and wealth-producing environment
4. Retain municipal identities while erasing invisible barriers

NDPR received generous grants from the Pennsylvania Department of Community and Economic Development (DCED) Dauphin County DCED, and Dauphin County Commissioners to hire a full-time Regional Main Street Coordinator and a part-time Administrative Assistant. To effect a real turn-around in Northern Dauphin County, the Executive Board envisions four additional full-time Main Street Specialists. In an era of increasing emphasis on inter-municipal agreements and regional cooperation, NDPR has adopted the Main Street Regional approach to help individual communities get into the Main Street program, support them from a distance during the funding cycle, and help sustain the local effort once the community exits the DCED program. The Regional coordinator's focus is all "potentially eligible" Main Street business districts. The Pennsylvania Downtown Center, Inc. is prepared to work with NDPR and believes a strong regional coordinator can only strengthen a common goal of revitalizing Pennsylvania's historic downtowns and neighborhood business districts.

Millersburg Borough and Upper Paxton Township should seek an active role for involvement in the economic development efforts of the Northern Dauphin Regional chamber of Commerce.

QUALITY OF LIFE

Prospective businesses often look at the "quality of life" an area can offer its prospective employees. This can include recreational facilities and activities and a variety of housing opportunities. These are assets which the Millersburg / Upper Paxton area can market to potential businesses.

ECONOMIC DEVELOPMENT PLAN

GOALS	OBJECTIVES	STRATEGIES	
EC-1 Target economic development in areas where public investment has been made in infrastructure	EC-1.1 Maximize locational opportunities	EC-1.1.A	Encourage new business development where water & sewer exists
		EC-1.1.B	Recruit a variety of businesses and industries to promote economic diversity
		EC-1.1.C	Pursue long-term viability in the "global marketplace"
		EC-1.1.D	Promote development in the Millersburg Borough Keystone Opportunity Zone
EC-2 Encourage public/private partnerships	EC-2.1 Encourage coordination and cooperation between agencies	EC-2.1.A	Advocate development in the downtown area of Millersburg Borough
		EC-2.1.B	Support the efforts of and become involved in the Northern Dauphin Chamber of Commerce & the Capital Region Economic Development Corp.
		EC-2.1.C	Support the efforts of the Dauphin County Redevelopment Authority
		EC-2.1.D	Encourage the development of public and private capital investments
EC-3 Retain and attract a high quality workforce	EC-3.1 Provide an educated and skilled labor force	EC-3.1.A	Encourage the achievement of high school graduation, and associate, bachelor, master and higher degrees
		EC-3.1.B	Encourage taking advantage of opportunities for technological and skilled trade education
	EC-3.2 Provide sufficient amenities for quality of life opportunities	EC-3.2.A	Attract new and expand existing recreational facilities and activities
	EC-3.3 Provide a variety of housing opportunities	EC-3.3.A	Encourage a mixture of housing types (single-family, townhouses, multi-family, etc.) in both Millersburg Borough and Upper Paxton Township
		EC-3.3.B	Encourage housing opportunities for all income levels

PLAN 6: FUTURE LAND USE

PURPOSE OF THE FUTURE LAND USE PLAN

The purpose of the Future Land Use Plan element is to provide a framework of land use patterns, by major categories, that best illustrates the desired future development characteristics of the Millersburg Borough – Upper Paxton Township area in keeping with the Goals, Objectives & Strategies of this Joint Comprehensive Plan. It is intended that the Future Land Use Plan will result in compatible land use relationships, appropriate distribution of community facilities, designation of acceptable residential and non-residential development areas, expansion of the area’s employment and economic base, protection of existing agricultural activities and prime farm lands, and the preservation of environmentally sensitive areas. The Future Land Use Plan can be used as a resource or tool to make sound land use decisions.

The Municipalities Planning Code requires the Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan to be “generally consistent” with the Dauphin County Comprehensive Plan, which it is. As a result, the County Comprehensive Plan is greatly dependent upon its acceptability and implementation by local officials. Intergovernmental cooperation and a sincere commitment to planning are required at both the County and local municipal levels.

REVITALIZING OUR EXISTING COMMUNITIES

By making Millersburg and its adjacent areas in Upper Paxton Township attractive places to live, attempts can be made to assure the continued use of the infrastructure that is already in place and slow down the trend to build new housing developments in the rural areas. Mixed use neighborhoods should be encouraged, which in turn lessens the need for the automobile. Builders and developers have complained that existing codes prohibit or impede the redevelopment of older neighborhoods. To remedy that situation, Millersburg Borough and Upper Paxton Township are encouraged to reduce any code or regulatory barriers to rehabilitation. They are also encouraged to provide incentives for the reuse of older buildings and the preservation of historic sites (i.e. tax incentives and density bonuses). Both municipalities should adopt zoning codes that do not have impediments to redevelopment (i.e. setbacks, lot coverage, etc.). Addressing these issues in zoning codes prevents a property owner from trying to seek a zoning variance, for which a hardship can be difficult to substantiate.

TRI-COUNTY REGIONAL GROWTH MANAGEMENT PLAN & DAUPHIN COUNTY COMPREHENSIVE PLAN

In 2003 the Tri-County Regional Planning Commission adopted a Regional Growth Management Plan which outlines the goals and objectives for the Tri-County Region (Cumberland, Dauphin and Perry Counties). A new Dauphin County Comprehensive Plan is anticipated for adoption in 2007 which will have similar goals and objectives. This Joint Comprehensive Plan is generally consistent with both of the above plans, as well as the 1992 Dauphin County Comprehensive Plan which was in effect at the time this Joint Plan was developed. One of the principles of the Tri-County Regional Growth Management Plan and proposed new Dauphin County Plan is that future higher density residential development should be limited to those areas capable of being serviced with public sewerage and water systems. Concentration of development along public sewer and water

lines makes more efficient use of these facilities, while lessening development pressure on outlying areas currently lacking these facilities.

COMPATIBILITY WITH SURROUNDING MUNICIPALITIES

The Millersburg / Upper Paxton study area is surrounded by four municipalities in Dauphin County (Mifflin Township, Washington Township, Halifax Township, and Jackson Township). In Northumberland County to the north, Lower Mahanoy Township is contiguous with Upper Paxton Township. The Future Land Use Plan Map has no adverse effect on the land uses in these surrounding municipalities. The vast majority of the study area land is designated for agricultural or conservation uses. A small portion to the south is designated public/semi-public and is parkland. The Dauphin Meadows Landfill along the southwestern border of the study area is designated for industrial use. The landfill extends into Washington Township.

COMMUNITY SERVICE AREAS

Both the Tri-County Regional Growth Management Plan and draft Dauphin County Comprehensive Plan, as well as this joint Comprehensive Plan identify Community Service areas where public infrastructure exists to support development (**MAP P6-1**). It is the intent of all three plans to target future development in and near these Community Service Areas where public services such as sewer, water and highway access are available. The goal is to maximize the investment in the existing infrastructure systems. The concept of “infill” is a priority, which involves directing new growth into vacant lots and buildings within the Community Service Areas. This will assist in the preservation of pristine environments, farmland and open space.

THE “LAND NEEDS” and “CONCURRENCY” CONCEPTS

To establish future development areas a reasonable estimate of land required to accommodate future growth and development must be calculated. Unlike land use plans of the past, the Millersburg / Upper Paxton Joint Comprehensive Plan analyzed trends and forecasts of population growth into estimates of the amount of residential land that is needed to accommodate the projected population. This “land needs” is explored in more depth in Basic Studies and Trends Chapter 6. In this chapter it was found the Millersburg and Upper Paxton both had adequate vacant buildable land with existing infrastructure to accommodate projected residential needs through 2020. The Vacant Buildable Land is land that has no environmental constraints and is suitable to be built upon. The Land Use Plan Map’s residential land use designations reflect that availability. The designated lands are also in Community Service Areas where public infrastructure is available to serve the needs of future residents. The Municipalities Planning Code (MPC) requires that a comprehensive plan be updated every 10 years. As these updates occur, population projections and actual trends, as well as Community Service Areas, can be re-examined and the Future Land Use Plan Map adjusted accordingly.

Hand-in-hand with the “land needs” is a concept known as “concurrency”. Not only should land be developed where and when needed to serve the existing or projected population, but it should also only be permitted when public services are available or have a planned capacity. The capacities of water and sewer treatment facilities, roads, schools and park and recreation facilities need to be considered. Millersburg and Upper Paxton public officials are encouraged to not approve new development that will adversely affect these

public infrastructures and services. Development should be “concurrent” with the existing capacities and approved only when services are available or planned and funded.

FUTURE LAND USE MAP

The Future Land Use Plan Map was developed taking into consideration six primary resources:

- (1) Draft 1970 Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan (never adopted)
- (2) Tri-County Regional Growth Management Plan
- (3) Draft new Dauphin County Comprehensive Plan
- (4) Upper Paxton Township Comprehensive Plan and Zoning Ordinance
- (5) Basic Studies & Trends **Map 6-1**: Existing Land Use
- (6) 2005 Community Attitudes Survey

Based on these resources, review by both municipalities and public hearings as required by the Pennsylvania Municipalities Planning Code, eight (8) Future Land Use Plan Map designations were created:

- Conservation
- Agriculture
- Residential
- Village Mixed Use
- Commercial
- Industrial
- Public / Semi-Public
- Transportation

Each category is described in the following subsections and is depicted on **MAP P6-2A & B**.

Conservation Land Use Designation

“Conservation” areas are comprised of environmentally sensitive land features and land targeted for conservation and preservation. These conservation lands include floodplains, wetlands, areas with steep slopes, large wooded areas and State Game Lands. These are all important natural resources. They provide valuable ecological function and contribute to the quality of life in Millersburg Borough and Upper Paxton Township. These resources provide groundwater recharge, mitigate and hold floodwaters, filter air and provide opportunities for outdoor recreation. To protect these important natural resources development is not recommended, unless at the very low density of 0.05 dwelling units per acre.

The highest and best use of floodplain land is for absorption of floodwaters. Floodplain areas are primarily those corridors following the Susquehanna River and Wiconisco Creek, as well as all floodplains being within the Regulatory 100 Year Floodplain by the Federal Flood Insurance Program. Designated wetlands and floodplains are included within the Conservation land use category. Development should be very limited within the established floodplain and wetland areas. Municipal regulations should be developed and enforced at the municipal level to protect floodplains and wetlands. Stormwater ordinances

at the municipal level should control or alleviate new development pressure on floodplains and wetlands throughout the Millersburg – Upper Paxton area.

Due to environmental limitations development should be very limited on steep slopes. Woodlands and areas with steep slopes contain critical plant and animal habitat State Game Lands offers some protection. The “Conservation” future Land Use Plan map designation should encourage further protection. It should be further protected through zoning that severely restricts development.

Millersburg Borough should adopt regulations that limit steep slope development. The Dauphin County Subdivision and Land Development ordinance currently is applicable to the Borough. Upper Paxton Township has incorporated steep slope development standards into its Zoning Ordinance. Municipalities having been officially identified as containing designated flood hazard areas are required by the Pennsylvania Floodplain Management Act to adopt local floodplain management regulations which are in compliance with the Act and the Federal Flood Insurance Program.

Basic Studies and Trends Chapter 3 depicts the areas of the study area in the Natural Areas Inventory Report that were found in need of protection. These areas have also been included in the “Conservation” land use category.

The Future Land Use Map “Conservation”: designation encompasses approximately 80 acres in Millersburg and 5,780 acres in Upper Paxton Township.

Agriculture Land Use Designation

The “Agriculture” land use designation is primarily comprised of areas that consist of land defined as “Prime Farmland” by the U.S. Department of Agriculture. Prime Farmland includes Class I, Class II and Class III soils, which are defined as having few to moderate limitations that restrict their use for cultivation. Much of this prime farmland is composed of material weathered from limestone. The loss of prime farmland is one of the worst trends in Dauphin County. The purpose of the “Agricultural” land use category is to both preserve the vitality of agriculture, but also to preserve the rural landscape of Upper Paxton Township.

Upper Paxton Township currently has an abundance of prime farmland. Farming is part of the rural lifestyle. Farmers join Agricultural Security Areas for protection against certain nuisance complaints and to become eligible for Conservation Easements. Basic Studies and Trends **Map 6-5** delineates these areas and the Agricultural Easements purchased within them. However, as of October 2006 Dauphin county had a waiting list of 46 farms, with Upper Paxton Township having seven farms that are interested in joining the Agricultural Conservation Easement Program. At a maximum of \$1,500 per acre, it will take many years to purchase easements for those farms that are currently on the waiting list. Upper Paxton Township should explore other sources of money and preservation options, including zoning provisions that permit the purchase of transferable development rights.

The goal in creating this land use category is to preserve the best agricultural land in Upper Paxton Township. Crop farming, livestock operations and other agricultural activities should be the highest priority in these areas. Businesses that support agriculture should also be permitted in the Upper Paxton Township Zoning Ordinance. It is recommended that the Agricultural land use category contain little to no residential development. New residential lots may be permitted, but should be strictly limited to extremely low density of 0.05 dwelling units per acre. The Upper Paxton Zoning Ordinance’s Agricultural District should be

amended to reflect this very low density. (It currently permits 1 dwelling unit per acre which does not implement the agricultural land use designation and does not preserve the ability to farm). The Township may wish to permit residential subdivisions by conditional use, which could place restrictions on the types of development that could occur. The Township should explore amending its Zoning Ordinance to provide for transferable development rights. A small number of eastern Pennsylvania municipalities have used Transfer of Development Rights (TDRs) to preserve farmland and environmentally sensitive areas. TDRs involve the right to develop a certain number of additional homes beyond that permitted by the underlying zoning district when development rights are purchased from a “sending area”, usually a farming or conservation area. TDRs compensates landowners who sell some or all of their development rights to a land owner in a “receiving area”, an area with sufficient water and sewer service to accommodate growth.

Upper Paxton Township officials are encouraged to include in the Agricultural Zoning District uses that permit opportunities for farmers to supplement declining farm incomes. Uses such as custom furniture making, farm equipment repair, tool sharpening and others may be appropriate, provided they are restricted in the number of non-resident employees. Corn mazes, pick your own pumpkins, horseback riding, bed and breakfast uses and roadside produce stands are other examples, provided regulations exist to limit the magnitude of the activity.

The Future Land Use Map “Agricultural”: designation encompasses less than 1 acre in Millersburg and approximately 7,860 acres in Upper Paxton Township.

Residential Land Use Designation

The residential land use designation is intended to provide for all types of housing, including single-family, two-family, townhouse, multi-family and mobile homes / manufactured homes. According to the PA Municipalities Act both Millersburg Borough and Upper Paxton Township are required to upon adoption of zoning regulations provide for a variety of dwelling units for all their residents, at all income levels.

The 2005 Community Attitude Study participants responded that there is a good to fair supply of affordable housing available in the Millersburg / Upper Paxton area. However, in Millersburg 13 percent of owner occupied housing and 15 percent of Upper Paxton owner occupied housing is considered “cost burdened” This is housing in which the owners spend more than 30 percent of their income on housing costs. For rental occupancy, the figures are 26 percent in Millersburg and 22 percent in Upper Paxton. Developers who propose new housing in both the borough and township should be encouraged to address the need for more affordable housing within the Residential Land Use Map designation.

The Future Land Use Map “Residential”: designation encompasses approximately 172 acres in Millersburg and approximately 1,345 acres in Upper Paxton Township.

Village Mixed Use Land Use Designation

This designation is in Millersburg Borough where there is a traditional borough mixture of residential and non-residential uses. Infill and redevelopment is encouraged. This designation is wholly located with the Community Service Area where there is existing infrastructure. Full utilization of buildings is encouraged, such as commercial uses on the ground floor and residential uses on the upper floors. Infill and redevelopment is

encouraged. Any new development should be in scale with existing surrounding development.

The Future Land Use Map “Village Mixed Use”: designation encompasses approximately 22 acres in Millersburg and zero acres in Upper Paxton Township.

Commercial Land Use Designation

The Commercial category is comprised of businesses that offer goods and services, primarily for profit. The Future Land Use Plan offers no differentiation between commercial retail and commercial service uses. Rather, it is recommended that this decision be left to local zoning ordinances.

Commercial retail type of development is usually found adjacent to a highway or major road. Examples of businesses of this type include restaurants, retail sales of goods, entertainment, indoor commercial recreation, dry cleaners, vehicle service and repair and other intense retail oriented businesses. A limited amount of light industrial may be included, but their general character is retail. Providing adequate access is vital for businesses. However, limiting the number of access points along major roadways increases safety and improves traffic flows. Local regulations should encourage integrated uses that share access, parking and signage.

Service type of development includes businesses that do not offer material merchandise in exchange for payment. These include professional and personal services such as health care, advertising, data processing, insurance, legal services, consulting, accounting, research, management, social clubs, hotels / motels, and financial institutions. These areas may also include a limited amount of industrial or retail activity associated with the primary office use.

Commercial development should be shielded from residential uses through the use of landscape screening and open space or setback requirements that provide a physical and/or visual buffer between uses. Landscape standards should be required for the entire site of new developments to provide adequate groundwater recharge and increase the attractiveness of the area. These can be accomplished through local zoning and subdivision and land development ordinances.

Infill and redevelopment is strongly encouraged. The Borough residents mostly go to the Township for their shopping and service needs. It is recommended that more service and retail commercial uses be encouraged in the Borough to meet residents every day essential needs. Assistance in pursuing new Commercial uses (where there is existing or planned and funded infrastructure) can be assisted through becoming involved with the Northern Dauphin County Chamber of Commerce’, the Dauphin County Department of Community and Economic Development and CREDC.

The Future Land Use Map “Commercial”: designation encompasses approximately 70 acres in Millersburg and approximately 450 acres in Upper Paxton Township.

Industrial Land Use Designation

Industrial sites are not concentrated along lengthy segments of collector road corridors, as is characteristic with commercial development. Rather, they appear in isolated

nodes. Both municipalities should actively solicit new industrial development to locate within the Industrial designation, within areas that have existing or planned and funded infrastructure. New development will increase the tax base. Both the Borough and Township should work with the Northern Dauphin Chamber of Commerce, the Dauphin County Department of Community and Economic Development and CREDC to solicit new Industrial development.

The Future Land Use Map “Industrial”: designation encompasses approximately 25 acres in Millersburg and approximately 220 acres in Upper Paxton Township.

Public /Semi-Public Land Use Designation

This land use classification primarily consist of existing uses such as municipal buildings, cemeteries, schools, parks, etc.

The Future Land Use Map “Public / Semi-Public”: designation encompasses approximately 60 acres in Millersburg and approximately 630 acres in Upper Paxton Township.

Transportation Land Use Designation

This designation primarily consists of railroad right-of-way. Commercial and Industrial uses should be encouraged to locate near the railroad in case freight rail service is ever restored.

The Future Land Use Map “Transportation”: designation encompasses approximately 5 acres in Millersburg and approximately 60 acres in Upper Paxton Township.

CONSISTENCY

The land use designations of the Joint Millersburg Borough / Upper Paxton Joint Comprehensive Plan are generally consistent with the Tri-County Regional Growth Management Plan, the 1992 Dauphin County Comprehensive Plan and the proposed new Dauphin County Comprehensive Plan, anticipated for adoption in 2007. Prime farmland and environmentally sensitive lands are preserved and protected. Growth is proposed within designated Community Service Areas (**Map P6-1**) where there is existing infrastructure. There is enough vacant buildable land in the Community Service Areas to serve the needs of both municipalities through 2020.

LAND USE PLAN

GOALS	OBJECTIVES	STRATEGIES	
<p>LU-1</p> <p>Direct growth towards developed areas where there is a full range of public facilities and services</p>	<p>LU-1.1</p> <p>Take advantage of various levels of planning offered by the Pennsylvania Municipalities Planning Code (MPC)</p>	LU-1.1.A	Millersburg Borough and Upper Paxton Township adopt a joint Comprehensive Plan
		LU-1.1.B	Millersburg Borough should give consideration to the adoption of a municipal subdivision and land development ordinance
		LU-1.1.C	Millersburg Borough should explore the pros and cons of implementing a zoning ordinance
		LU-1.1.D	Administer and enforce an adopted Joint Comprehensive Plan.
		LU-1.1.E	Designate land for development based on need ("land needs concept") instead of buildout potential
		LU-1.1.F	Subscribe to the Local Planning Assistance Program offered by Tri-County Regional Planning Commission
		LU-1.1.G	Encourage mixed use development
		LU-1.1.H	Provide incentives for the reuse of older buildings and the preservation of historic sites (examples: tax breaks and density bonuses)
		LU-1.1.I	Provide municipal code provisions which do not have impediments to redevelopment (examples: setbacks, lot coverages, etc.)
	<p>LU-1.2</p> <p>Promote development within the Community Service Areas (CSAs) and Planned Growth Areas (PGAs) of the Tri-County Regional Growth Management Plan</p>	LU-1.2.A	Provide leadership and commitment to implement the Tri-County Regional Growth Management Plan, Dauphin County Comprehensive Plan and Millersburg Borough - Upper Paxton Township Joint Comprehensive Plan
		LU-1.2.B	Promote infill and higher density development within the Planned Growth Areas and Community Service Areas of the Tri-County Regional Growth Management Plan
		LU-1.2.C	Adopt regulations to preserve and protect steep slopes, environmentally sensitive lands, wetlands and floodplains
	<p>LU-1.3</p> <p>Revitalization to achieve and/or maintain economic vitality</p>	LU-1.3.A	Encourage mixed land use development patterns to create or improve neighborhoods
LU-1.3.B		Reduce code and regulatory barriers to the rehabilitation of older buildings and neighborhoods	

LAND USE PLAN (continued)

GOALS	OBJECTIVES	STRATEGIES	
LU-2 Preserve the agricultural character	LU-2.1 Protect and preserve agricultural lands and preserve the ability to farm	LU-2.1.A	Adopt agricultural regulations to restrict residential development to only very low density in the agricultural land use category by permitting primarily agriculture related uses OR prohibiting residential subdivision, except by conditional use permit
		LU-2.1.B	Map and prioritize Prime Agricultural Soil lands to target preservation and conservation priorities
		LU-2.1.C	Encourage the designation of Agricultural Security Areas where there are prime agricultural soils
		LU-2.1.D	Pursue additional funding for the purchase of Agricultural Conservation Easements
		LU-2.1.E	Include as permitted uses in agricultural designated land uses that allow other ways for a farmer to supplement his/her income
		LU-2.1.F	Adopt and enforce agricultural buffer regulations for development of uses adjacent to agricultural lands
		LU-2.1.G	Develop incentives for the attraction of businesses to locate in developed areas where infrastructure exists

INSERT MAPS P6-1, P6-2A and P6-2B

PLAN 7: HOUSING

Housing is perhaps the most significant resource in a community and represents a large financial and emotional investment. The primary objectives of a housing program are to: improve and protect existing dwellings; (2) provide housing to meet future demand; and (3) provide a variety of housing types for all age groups and income levels. It has become apparent that housing problems in Millersburg Borough and Upper Paxton Township are more related to affordability than availability. Vacancies are more prevalent in Millersburg where the 2000 Census vacancy rate for year round dwelling units was 7.62 percent, above a healthy 5 percent. In Upper Paxton Township the vacancy rate was 4.52 percent, just below the healthy 5 percent.

HOUSING CONDITIONS

The 2000 U.S. Census did not address the condition of the housing stock in Millersburg Borough and Upper Paxton Township. The U.S. Census only addresses the availability of plumbing, kitchens and phone service, none of which appear to be a significant problem in the study area. It is recommended that methods to evaluate the housing stock be explored and implemented. The results should then be analyzed and ways to remedy or provide financial assistance for rehabilitation explored. In cases of extreme deterioration or danger to health and safety demolition of structures should be pursued. Both public and private sector involvement is encouraged.

An emphasis should be placed on the conservation and rehabilitation of existing housing in the older areas of Millersburg Borough and Upper Paxton Township. Such efforts will promote economic reinvestment and encourage a social and economic mix of residents within these areas. Rehabilitation helps maintain a healthy housing market while preserving the area's architectural heritage and providing more choice among housing types.

ENVIRONMENTAL LIMITATIONS

A crucial factor in siting new housing is the environmental limitation and suitability of the land for development. There are specific factors which determine what land should be protected from development. These factors are of particular importance in Upper Paxton Township where there is so much undeveloped land. The factors which are considered restrictive for building purposes are:

- (1) *Steep Slopes of 15% or Greater.* They can present constraints on construction of all types and can cause erosion problems.
- (2) *Prime Agricultural Land.* Class I, II & III soils, as defined by the Soil Conservation Service, are accepted as an important natural resource. Agricultural Security Areas and Agricultural Conservation Easements have been utilized to designate lands Upper Paxton Township wishes to protect from development.
- (3) *Floodplains or Wetlands.* These lands present sensitive ecological conditions that can easily be damaged by development.
- (4) *Existing Public Lands (federal, state, county & municipal).* These lands are an important public natural resource.

These factors identify land which should be severely limited from development or permit only restricted development. The remaining lands can be considered buildable and suitable for residential development as shown on the Future Land Use Map (see "Land Needs" concept). Developers are encouraged to consider environmental limitations when planning

housing developments. This can include “Growing Greener” and “Conservation by Design” concepts which can be incorporated into municipal Zoning Ordinances and Subdivision and Land Development Ordinances.

RESIDENTIAL SPRAWL

Sprawl, or dispersed development, is a common development pattern in Pennsylvania and has occurred in some locations within the study area. There are many definitions of sprawl, but most focus on the inefficient use of land and infrastructure. Sprawl wastes open land, damages habitat and natural diversity and destroys historic sites. Sprawl is real estate development that is characterized by:

- Low density
- Unlimited and non-contiguous outward expansion
- Spatial segregation of different land uses
- Consumption of outer suburban agricultural lands and environmentally sensitive lands
- Travel dominance by motor vehicles
- Small developers operating independently of each other
- Lack of integrated land use planning between adjacent municipalities

Sprawl constrains public funds to build the road, sewers and schools that must be built to serve a spreading population.

THE “LAND NEEDS” CONCEPT

In Chapter 6 of Basic Studies the “Land Needs” concept is discussed in detail. Basically, it has been determined that Millersburg Borough and Upper Paxton Township have more than enough vacant buildable (no environmental limitations) land in Community Service Areas (having utility service and access to the transportation network) to meet their housing needs through 2020. Therefore, residential development outside the Community Service Areas should be discouraged, or at best very limited. This has been reflected on the Future Land Use Plan Map by limiting the residential land use designation. Both the private and public sector should continue to make investments in infrastructure, such as water and sewer, in the areas recommended for residential development.

Also in Chapter 6 of Basic Studies, **TABLE 6-4** examined the potential for residential development on Vacant Buildable Land in the Borough and Township. It was found that in Millersburg there is 26.90 acres where 427 – 1,335 dwelling units could be constructed. However, the housing need through 2020, based on the Census 2000 vacancy rate of 7.76 percent is minus 171 dwelling units. Upper Paxton Township has 173.7 vacant buildable acres on which 453 – 521 dwelling units could be constructed. Its projected 2020 housing need is 162 dwellings based on a Census 2000 vacancy rate of 4.58 percent. The Vacant Buildable Acres are all in the Community Service Area where there is existing infrastructure. Based on the above, it is recommended that there is no need to approve the construction of new homes outside of the Community Service Area. Developers are encouraged to track building rates and compare them to updated population projections and U.S Census yearly estimates. Failure to do so could result in a vacancy rate higher than a “healthy” 5 percent. Particular attention should be paid to infill parcels and property that can be redeveloped utilizing the existing infrastructure.

HOUSING AFFORDABILITY

Owning a home is part of the American dream and decent housing in a suitable living environment is considered to be a fundamental value in our society. Unfortunately, being able to find safe and decent housing at an affordable cost is becoming increasingly more difficult. While the majority of housing occupants are well-housed and owners benefit from equity in their homes, the burden of rising housing costs has fallen disproportionately upon low & moderate income households.

Chapter 7 in Basic Studies and Trends examines housing affordability in detail for Millersburg Borough and Upper Paxton Township. "Affordable housing" is housing that requires no more than 30 percent of the household income to be spent on housing costs comprised of mortgage or rental payments, taxes and insurance, and fuel and utilities. Spending 30 percent or more is referred to as "cost burdened" and 50 percent or more as "extremely cost burdened". In 2000, 13 percent of Millersburg's owner households were cost burdened; with 15 percent in Upper Paxton. The situation was even worse for rental households: it was 26 percent in Millersburg and 22 percent in Upper Paxton. When owners and renters are combined, it is found that there were 218 (18.9 percent) households in Millersburg that were cost burdened; and in Upper Paxton there were 193 (16.2 percent) households. Therefore, developers, when determining what and where to build, are encouraged to examine what priced housing is needed. Together with pricing, the style of housing and number of bedrooms also need to be considered.

Cost burdened households by age were also examined (see Basic Studies & Trends Chapter 7). In 2000, in Millersburg Borough, the highest percentage of cost burdened households were in the 65 to 74 years and 75 & over years of age. The renters far exceeded the owners. In Upper Paxton Township, the highest percentages were found in the 45 to 54 years and 55 to 64 years of age ranges. In both instances owners far exceeded renters. Developers are encouraged to particularly consider the housing needs of these populations when determining what and where to build.

The income of cost burdened households was also examined in Chapter 7 of Basic Studies and Trends. It was found that not just low income households are cost burdened. In Millersburg the \$10,000 to \$19,999 income range had the greatest percentage of cost burdened households (89); the majority of which were renters, closely followed by the less than \$10,000 income range with 71 households, again the majority being renters. However, there were also 31 households in the \$20,000 - \$34,999 range and 27 households in the \$35,000 - \$49,999 range. Of the latter, all were owners. In Upper Paxton Township, again it was the \$10,000 - \$19,999 income range with the greatest percentage of cost burdened households (68), followed by the less than \$10,000 range and \$20,000 - \$34,999 range, both at 48 households. In the less than \$10,000 the households were predominately renters; in the \$10,000 - \$19,999 predominately owners and in the \$20,000 - \$34,999 they were all owners. Again, developers are encouraged to consider these factors when determining what and where to build in the Millersburg – Upper Paxton area.

Land use and development regulations in areas recommended for residential use should provide for a variety of housing types at varying price ranges. Increased opportunities for construction of townhouses and apartments, with possible consideration of density bonuses as an incentive to developers, should be encouraged in areas appropriate for higher density development within the Community Service Areas. Such regulations may also have the effect of promoting the development of more affordable housing.

PUBLIC AND ASSISTED HOUSING

The demand for assisted housing in Dauphin County exceeds the supply, and the demand is increasing dramatically. In November, 2006 Dauphin County had a Section 8 waiting list of approximately 5,000, up from 2,373 in November, 2003. Many of the units in the Section 8 program are old and contain lead paint. The participating owners are in need of assistance to carry out lead paint abatement. Without assistance, the owners may not participate and it can be difficult to attract new owners to participate in the program. From these figures it is evident that the housing stock in public and assisted housing needs to be increased and funding sought to do so. Developers are encouraged to become involved by setting aside a percentage of their units for inclusion in these programs.

HOUSING PLAN

GOALS	OBJECTIVES	STRATEGIES	
H-1 Provide a sufficient supply of housing to meet the housing need through 2020	H-1.1 Provide housing primarily in Community Service Areas of Tri-County Regional Growth Management Plan where infrastructure exists and capacity is available or planned	H-1.1.A	Encourage infill and redevelopment housing to maximize existing infrastructure and minimize new infrastructure costs
		H-1.1.B	Promote preservation of environmentally sensitive land, open space and prime agricultural land through the adoption of regulations that permit and encourage cluster development, conservation by design principals and transfer of development rights
		H-1.1.C	Promote compact developments in the Community Service Areas
		H-1.1.D	Obtain a "healthy" 5 percent housing vacancy rate
		H-1.1.E	Encourage a mixture of densities and housing types through municipal zoning provisions
		H-1.1.F	Promote "Growing Greener / Smarter" initiatives
	H-1.2 Provide decent, safe & sanitary housing for all residents	H-1.2.A	Identify and inventory substandard housing
		H-1.2.B	Encourage public and private sector programs which upgrade existing housing quality and value, including rehabilitation, adaptive re-use, clearance of substandard and blighted structures , as well as construction of in-fill housing
		H-1.2.C	Promote neighborhood revitalization efforts which encourage reinvestment in deteriorating areas
		H-1.2.D	Adopt an ordinance to eliminate and prevent conditions that contribute to perpetual blight and poor quality living conditions
		H-1.2.E	Support Federal Fair Housing laws which prohibit discrimination in the sale or rental of housing because of race, creed, national origin, age, sex or disability
		H-1.2.F	Promote the education of the public regarding housing rehabilitation assistance program availability
	H-1.3 Provide housing for persons of all ages and incomes	H-1.3.A	Educate developers as to the housing needs of Millersburg Borough and Upper Paxton Township residents
		H-1.3.B	Encourage developers to provide housing for a mixture of income levels
		H-1.3.C	Support efforts to provide for the specialized housing needs of the elderly and handicapped residents of the Borough and Township
		H-1.3.D	Promote mixed use housing developments
		H-1.3.E	Promote the education of the public regarding housing rental assistance and home buyer program availability

HOUSING PLAN (continued)

GOALS	OBJECTIVES	STRATEGIES	
H-1 (continued)	H-1.3 (continued)	H-1.3.F	Recognize and promote modular and manufactured housing (built in compliance with Federal Manufactured Home Construction Safety Standards) as a legitimate and permanent type of affordable housing in all appropriate residential zoning districts
		H-1.3.G	Support the Dauphin County Consolidated Plan and the subsequent Action Plans to meet the identified needs of residents, including the special needs populations

PLAN 8: TRANSPORTATION

PROMOTION OF TRANSPORTATION OPTIONS

Millersburg Borough and Upper Paxton Townships are wonderful places to live and work. As the area continues to grow, transportation options need to be expanded beyond the predominant single occupancy vehicle. As fuel prices and congestion continue to increase, other transportation options need to be promoted. These include:

- (1) Promotion of ride-sharing through road signs and other means. Many people living in the Millersburg / Upper Paxton area and northern Dauphin County work outside the area, particularly in the Harrisburg area, due to the relative lack of jobs in the northern portion of the County. In addition, most workers chose to drive alone to their jobs. This combination of factors greatly increases traffic on PA routes 147 and 225 and is putting an increasing amount of congestion on both roads; congestion neither road was designed to handle. However, the large number of people commuting from the Millersburg / Upper Paxton area to the greater Harrisburg area does provide the opportunity to reduce congestion through ride sharing. People could save on parking, gasoline and car maintenance costs by sharing rides to and from work.

To encourage ride sharing, more signage could be placed along the road suggesting people pool their resources in traveling to work. Other forms of communication, such as newspaper or radio advertisements, could also be used.

- (2) Expand Park and Ride Options. While some people who share rides would be willing to travel to each other's homes to pick people up, in other cases it is inconvenient for that kind of arrangement to take place. In order for ride sharing to be more effective, appropriately sized and located park and ride locations need to be created. Parking locations also need to be clearly marked to allow people to be aware of their availability.
- (3) Provision of Bicycle / Pedestrian Facilities. These create alternatives to Motor Vehicle Only Travel and can contribute to the reduction of traffic congestion. These modes provide various benefits in addition to congestion reduction, including health benefits for users, accessibility to children too young to drive or the elderly too old to drive. However, bicycle / pedestrian facilities need to be easily available, in good physical condition, and feel safe to users in order to maximize their utilization. Adequate, safe parking needs to be provided for bicycle users.

Millersburg and Upper Paxton can enhance their bicycle and pedestrian facilities by both maintaining existing facilities in good condition, and by ensuring new developments are organized in a compact, bicycle / pedestrian manner and including bicycle and/or pedestrian facilities as part of the development.

- (4) Work with Capital Area Transit and Other Bus Providers to Expand Bus Service. The initial focal point for expanded bus service should be to enhance the existing service provided by Hegins Valley Lines. Hegins Valley currently operates one commuter-oriented round trip to Harrisburg on weekdays, though on some days that bus is combined with the company’s Elizabethville-Harrisburg route. Attempts should be made to better publicize the service and possible create new highly accessible bus stops. Both could increase ridership. In turn, Hegins Valley Lines or Capital Area Transit may be willing to provide additional service if the existing service captures a high number of riders. It is possible that increased ridership may also make it more viable for a transit operator to provide service along the U.S. route 209 corridor or between Millersburg, Elizabethville and Halifax.

HIGHWAYS

The highway system of most areas is affected by two general problems. One is the inability of the highways, by virtue of their design, to cope with the demands of modern day vehicular traffic. The more common deficiencies include inadequate width, excessive grades and numerous poorly designed curves. Second, the indiscriminate development of land uses adjacent to highways. At the present time, the first problem is the more serious in the Millersburg / Upper Paxton area. Both Millersburg and Upper Paxton provide inspections of their roadways to determine what improvements need to be made. This practice should continue and funding sources pursued to meet the needs of each municipality.

TRANSPORTATION PLAN

GOALS	OBJECTIVES	STRATEGIES	
T-1 Provide a safe and efficient roadway system	T-1.1 Link transportation and land use	T-1.1.A	Encourage in-fill development and discourage dispersed development
		T-1.1.B	Encourage mixed use development
		T-1.1.C	Promote public transit use and discourage road expansion
		T-1.1.D	Ensure that large developments have sufficient and appropriate access into and out of the development, especially when located adjacent to other large developments
		T-1.1.E	Promote inclusion of locally initiated projects on the TIP (Transportation Improvement Program)
	T-1.2	Promote interagency coordination and cooperation	T-1.2.A
T-2 Provision of a transit system	T-2.1 Link transit and land use	T-2.1.A	Promote use of existing commuter bus systems
		T-2.1.B	Support and encourage use of County's bus service for seniors and those with special needs
		T-2.1.C	Encourage a commuter rail line to Harrisburg
		T-2.1.D	Develop Park & Ride lots where buses are able to pull off road completely
T-3 Safe, efficient freight rail system	T-3.1 Link freight rail and land use	T-3.1.A	Promote appropriate land uses and zoning along rail corridor
		T-3.1.B	Encourage a freight rail stop in the Millersburg - Upper Paxton area
	T-3.2 Promote safety	T-3.2.A	Promote improved safety at rail crossings
T-4 Provide a safe, efficient bicycle/ pedestrian system	T-4.1 Link bicycle / pedestrian systems and land use	T-4.1.A	Encourage mixed use development and "traditional" community development
		T-4.1.B	Encourage development and preservation of greenways, rail/trails and open space
		T-4.1.C	Specify bicycle / pedestrian routes

PLAN 9: COMMUNITY FACILITIES, SERVICES & UTILITIES

Almost all daily activities are influenced by the availability of various community facilities, services and utilities. It is the level of service and performance which have a significant impact on the quality of life and the nature and scale of land use and economic development. Community facilities, services and utilities are an important factor in determining the location and intensity of land development and the formulation of official land use policy recommendations.

COMMUNITY SERVICE AREAS (CSAs)

The Tri-County Regional Growth Management Plan developed Community Service Areas (CSAs) to define where community facilities, services and utilities exist or may be reasonably expanded over a period of time based on current plans and policies (see Basic Studies and Trends). It is the policy of that plan, the Dauphin County Comprehensive Plan and this Millersburg Borough – Upper Paxton Township Joint Comprehensive Plan that growth should be directed into the CSAs where services exist or are planned. This will also be more cost efficient for the Borough and Township to utilize those services where capacity exists, rather than to expand into new areas where expansion costs will be incurred.

The Community Facilities, Services and Utilities Plan is intended to provide guidance and recommendations to local (private and public) and Dauphin County officials in their responsibilities to provide ample facilities and services to all residents within Millersburg Borough and Upper Paxton Township. The need for many of the facilities will be dependent on the types and density of development pressure. These factors will also be influenced by other items that determine services and facilities to be provided, such as population increase, fiscal resources and the range and capacity of existing services and facilities. The Millersburg Borough – Upper Paxton Township Future Land Use Map delineates various land uses that take these factors into consideration.

EDUCATION FACILITIES

New residential development, especially large scale, could have a direct impact on the Millersburg Area School District. For planning purposes in Basic Studies and Trends the projected school enrollment prepared by the Pennsylvania Department of Education for 2005/2006 through 2015/2016 has been utilized. It projects a steady decline in student enrollment. It is recommended that Millersburg Borough and Upper Paxton Township make the Millersburg Area School District aware of any planned residential development so that the school district can comment on the availability of its facilities to meet the needs of any new students generated by each development. Both the Borough and Township are encouraged to approve only residential developments that do not exceed the existing or planned capacities of the school system.

PARK AND RECREATION FACILITIES

Millersburg Borough and Upper Paxton Township have a variety of recreational opportunities available to both residents and visitors (see Basic Studies and Trends Chapter 9). Methods for determining the adequacy of park and recreation land have changed dramatically over the past 15 years. The National Recreation and Park Association standards

of 1990 are now out of date. However, for the purposed of this Joint Comprehensive Plan, the old 1990 standard of 10 acres of local parkland for every 1,000 persons has been utilized. Based on this method, there are 20 acres of local park and recreation facilities plus approximately 100 acres of County park where the 1990 standards would require 64.92 acres to serve the 2000 Census combined population of 6,492 (Millersburg = 2,562 and Upper Paxton = 3,930). Millersburg Borough has contracted for the development of a Park and Recreation Plan. The Bike / Pedestrian network in the Borough should be included in the Plan, as well as the Towpath for the old canal.

Neither Millersburg Borough or Upper Paxton Township require park dedications, or fee in lieu of, for new residential development.

PROTECTIVE / EMERGENCY SERVICES

Dauphin County's primary role of emergency service is to administer and direct personnel training and maintenance of a public emergency response communications network. Dauphin County's Emergency Management Agency coordinates these activities and oversees the preparation of all emergency plans, including natural disasters such as floods, major fires, tornados and industrial accidents.

Millersburg Borough and Upper Paxton Township have the responsibility for the implementation of police, ambulance and fire services. Ambulance and fire services are shared. Millersburg Borough has its own police force. Upper Paxton Township utilizes the Pennsylvania State Police.

In 2002 Dauphin County was granted Pre-Disaster Hazard Mitigation Community designation by the Federal Emergency Management Agency (FEMA) and subsequently adopted a Hazard Vulnerability Assessment and Mitigation Plan in 2004. It is recommended that Millersburg Borough and Upper Paxton township adopt and follow this plan.

SEWERAGE FACILITIES & SERVICES

Local governments are required by the Pennsylvania Sewage Facilities Act (Act 537) to adopt a plan for sewage services for areas within their jurisdictions. Such plans must be in compliance with the Act and implement rules and regulations of the Pennsylvania Department of Environmental Protection. Millersburg Borough's Act 537 Plan was adopted in 1973. Upper Paxton Township adopted an Act 537 Plan in 1997. The Millersburg Area Authority Treatment Plant serves both Millersburg Borough and portions of Upper Paxton Township. In 2002 the plant was found to be operating at 32 percent capacity and in 2005 at 34 percent. Also in 2005 there were 2,182 EDUs (Equivalent Dwelling Units) available for usage.

Some portions of Upper Paxton Township are not sufficiently developed to provide sewage conveyance for its residents. These areas must rely on On-Lot Sewage Disposal Systems (OLDS) for their sewage needs.

In keeping with the growth management policies of this Joint Comprehensive Plan, it is recommended that development be approved in designated Community Service Areas where infrastructure is existing to serve current and future residents.

WATER FACILITIES & SERVICES

The Pennsylvania Municipalities Planning Code (MPC) requires that a comprehensive plan include a plan for the reliable supply of water, considering current and future water resource availability, uses and limitations, including provisions adequate to protect water supply sources. Such plan shall be generally consistent with the State Water Supply Plan and any applicable water resources plan adopted by a river basin commission (Susquehanna River Basin Commission). Dauphin County currently has an adopted, outdated 1969 Water Supply Plan. The Draft Dauphin County Comprehensive Plan acknowledges the need to update this plan and the County will seek funds to do so. Pennsylvania is in the process of preparing a new State Water Supply Plan. It is recommended that these plans encourage development where infrastructure exists with available treatment capacity, rather than extending service into new areas and increasing costs to both the developer and the Millersburg Borough Water Authority. It is recommended that upon adoption of these two plans, Millersburg Borough and Upper Paxton Township review the plans and incorporate appropriate provisions into this Joint Comprehensive Plan to satisfy the MPC requirements.

There are areas of Upper Paxton Township where public water supply systems do not exist and any new development will require on-site private wells. In these situations, developers are encouraged to design their development proposals in such a manner as to avoid detrimental on-site and off-site impacts on the affected aquifer.

STORMWATER MANAGEMENT

Stormwater runoff originates from rain or snow melt that flows over the land instead of percolating into the soil or evaporating. Stormwater runoff increases when land becomes more developed and impervious surfaces such as parking lots, roads, buildings and rooftops replace soil and natural vegetation.

A stormwater management plan is generated to comply with the Pennsylvania Stormwater Management Act-23 (Act 167) which mandates that stormwater management plans be developed at the watershed level in cooperation with municipalities and the public, regardless of municipal boundaries. Millersburg Borough and Upper Paxton Township are within the Wiconisco Creek watershed. A new Wiconisco Creek Stormwater Management Plan was approved by the Pennsylvania Department of Environmental Protection in 2005. Millersburg Borough and Upper Paxton Township must now adopt local ordinances to implement the stormwater standards contained in the Wiconisco Creek Plan.

SOLID WASTE

The Dauphin County Municipal Waste Management Plan was originally adopted in 1990 and then a new 10-year plan was adopted in 2002. The Plan identifies the types of waste generated for disposal and designated 18 disposal facilities licensed to receive waste generated in Dauphin County. In 2006 the City of Harrisburg's incinerator will become the official disposal site, subject to outstanding contracts. The retrofitted incinerator will be capable of handling all the waste generated in Dauphin County. There a number of waste haulers in Millersburg Borough and Upper Paxton. Upper Paxton also has a Compost Center located on Isle of Q Road where residents can drop off leaves, grass clippings, garden waste and tree limbs. Millersburg Borough has a leaf collection program.

COMMUNITY FACILITIES, SERVICES & UTILITIES PLAN

GOALS	OBJECTIVES	STRATEGIES		
<p>CFS&U-1</p> <p>Provide a complete & adequate system of community facilities & services</p>	<p>CFS&U-1.1</p> <p>Provide adequate community facilities & services to accommodate existing & projected populations through 2020</p>	CFS&U-1.1.A	Track population data and projections by Dauphin County Planning Commission	
		CFS&U-1.1.B	Maximize efficiency of existing and future facilities & services	
		CFS&U-1.1.C	Provide community facilities & services to meet existing and future demand of residents and non-residential establishments in the Borough & Township	
		CFS&U-1.1.D	Consider adequacy of public library space, number of books and hours of operation	
	<p>CFS&U-1.2</p> <p>Centrally locate and network community facilities & services</p>	<p>CFS&U-1.2.A</p> <p>CFS&U-1.2.B</p> <p>CFS&U-1.2.C</p>	CFS&U-1.2.A	Encourage reuse of buildings and infill development where community facilities and services exist or are planned
			CFS&U-1.2.B	Focus new development within existing service areas
			CFS&U-1.2.C	Promote and provide shared facilities and services between Millersburg Borough and Upper Paxton Township
	<p>CFS&U-1.3</p> <p>Development that is consistent with capacities of existing and planned facilities and services</p>	<p>CFS&U-1.3.A</p> <p>CFS&U-1.3.B</p> <p>CFS&U-1.3.C</p>	CFS&U-1.3.A	Determine existing & future capacity of each community facility & service
			CFS&U-1.3.B	Require each developer to determine impact of proposed development on community facilities & services
			CFS&U-1.3.C	Approve only development that does not exceed capacities of existing facilities and services, or is timed with planned expansions
	<p>CFS&U-1.4</p> <p>Integrate community facilities & services with current infrastructure</p>	<p>CFS&U-1.4.A</p> <p>CFS&U-1.4.B</p> <p>CFS&U-1.4.C</p>	CFS&U-1.4.A	Encourage development where there is existing infrastructure
			CFS&U-1.4.B	Recycle & reuse resources
			CFS&U-1.4.C	Encourage public / private partnerships
	<p>CFS&U-1.5</p> <p>Provide safe & efficient emergency services</p>	<p>CFS&U-1.5.A</p> <p>CFS&U-1.5.B</p> <p>CFS&U-1.5.C</p>	CFS&U-1.5.A	Maintain linkage with County-wide emergency response communications network for dispatching and coverage between municipal and State Police agencies, municipal fire company and local ambulance company
			CFS&U-1.5.B	Support multi-jurisdictional (Millersburg / Upper Paxton) fire and rescue and emergency services
			CFS&U-1.5.C	Provide training program to maintain high level of efficiency
	<p>CFS&U-1.6</p> <p>Provision of a comprehensive human services and medical facilities delivery system</p>	<p>CFS&U-1.6.A</p> <p>CFS&U-1.6.B</p>	CFS&U-1.6.A	Determine and meet the needs of Millersburg Borough and Upper Paxton Township through 2020
			CFS&U-1.6.B	Coordination of the various local, county, state and federal programs and agency activities and elimination of duplications and/or gaps in services
	<p>CFS&U-1.7</p> <p>Establish and maintain educational programs and facilities for all residents</p>	<p>CFS&U-1.7.A</p> <p>CFS&U-1.7.B</p> <p>CFS&U-1.7.C</p>	CFS&U-1.7.A	Support local school district efforts to service the mental, physical and social needs of children and adults, including the gifted and handicapped
			CFS&U-1.7.B	Provide population and growth trend information to School District
CFS&U-1.7.C			Municipal approval of only residential developments that do not exceed the existing or planned capacity of school facilities	

COMMUNITY FACILITIES, SERVICES & UTILITIES PLAN (cont.)

GOALS	OBJECTIVES	STRATEGIES	
CFS&U-1 (continued)	CFS&U-1.8 Provision of a variety of recreational opportunities to satisfy the needs of the Millersburg Borough and Upper Paxton Township residents	CFS&U-1.8.A	Focus recreational programs and facility locations on preserving the cultural, historic and natural features, as well as environmentally sensitive areas
		CFS&U-1.8.B	Adoption and implementation of local ordinance provisions to require developers to provide for the recreational needs generated by their development proposals (dedication or fee in-lieu-of)
		CFS&U-1.8.C	Provide recreational facilities for active and passive uses close to where people live
		CFS&U-1.8.D	Integrate recreational facilities into the planning of future residential areas
		CFS&U-1.8.E	Encourage School District to allow for the appropriate utilization of its facilities for community indoor and outdoor recreational activities
		CFS&U-1.8.F	Adoption of a Parks & Recreation Plan
	CFS&U-1.9 Involvement in a public library system	CFS&U-1.9.A	Support enhancement of the local branch of the Dauphin County library system
	CFS&U-1.9.B	Promote the shared use of facilities and services between libraries	
CFS&U-2 Provide utility facilities and services to meet the needs of Millersburg Borough and Upper Paxton Twp. through 2020	CFS&U-2.1 Development that is consistent with the adequacy and accessibility of existing services and phased in accordance with provision of new facilities and services	CFS&U-2.1.A	Determine adequacy and capacity of existing utility services to meet the needs of Millersburg Borough and Upper Paxton Township through 2020
		CFS&U-2.1.B	Approve only development that does not exceed the capacity of existing or planned utility systems
		CFS&U-2.1.C	Continue coordination of municipal services across municipal boundaries
		CFS&U-2.1.D	Encourage the continued existence and adequate funding of federal and state programs which subsidize construction and maintenance of sewage treatment and water supply facilities
	CFS&U-2.2 Provision of sewer services	CFS&U-2.2.A	Promote and encourage development where existing infrastructure exists with available excess capacity, rather than extending service into new areas and increasing costs to both the developer and the Sewer Authority
		CFS&U-2.2.B	Discourage intensive development in areas to be served by on-lot systems
		CFS&U-2.2.C	Adoption and updating of Act 537 Plan that adequately plans for public collection and treatment, as well as on-lot systems
	CFS&U-2.3 Provision of potable water service	CFS&U-2.3.A	Promote and encourage development where existing infrastructure exists with available treatment capacity, rather than extending service into new areas and increasing costs to both the developer and the Water Authority
		CFS&U-2.3.B	Adoption and enforcement of local ordinance provisions that require developers to determine the water supply needs of their development and assess the capacity of the water plant; or in situation utilizing on-site sub-surface water supplies, design their development proposals in such a manner as to avoid detrimental on-site and off-site impacts on the affected aquifer

COMMUNITY FACILITIES, SERVICES & UTILITIES PLAN (cont.)

GOALS	OBJECTIVES	STRATEGIES	
CFS&U-2 (continued)	CFS&U-2.4 Provision of solid waste management services	CFS&U-2.4.A	Efficient and environmentally sound methods of solid waste collection and disposal through the guidelines of the Dauphin County Solid Waste Management Plan
		CFS&U-2.4.B	Oppose any expansion or other operation at the Dauphin Meadows Landfill
		CFS&U-2.4.C	Achieve and maintain a minimum recycling rate of 35% for all municipal waste and source-separated materials generated in Millersburg Borough and Upper Paxton Township
		CFS&U-2.4.D	Support efforts of the Dauphin County Emergency Management Agency in its disposal of toxic wastes
	CFS&U-2.5 Provision of stormwater management services	CFS&U-2.5.A	Effectively implement & enforce stormwater management plans
		CFS&U-2.5.B	Adoption of local ordinances to implement Act 167 Plans
	CFS&U-2.6 Provision of gas services	CFS&U-2.6.A	Support the provision of gas service availability in Millersburg / Upper Paxton area

PLAN 10: IMPLEMENTATION

OFFICIAL MAP

The State Legislature has formulated the appropriate legal processes and procedures to take an aggressive planning approach in acquiring land for public uses. Under the Pennsylvania Municipalities Planning Code (MPC), governing bodies have the power to make or cause to be made an Official Map of the municipality. The map may show appropriate elements or portions of elements from a properly adopted comprehensive plan with regard to public lands and facilities, which may include, but not be limited to:

- (1) Existing and proposed public streets, watercourses and public grounds, including widenings, narrowings, extensions, diminutions, openings or closings of same.
- (2) Existing and proposed public parks, playgrounds and open space reservations.
- (3) Pedestrian ways and easements.
- (4) Railroad and transit rights-of way and easements.
- (5) Flood control basins, floodways and floodplains, stormwater management areas and drainage easements.
- (6) Support facilities, easements and other properties held by the public bodies undertaking a comprehensive plan in accordance with Section 301 of the MPC.

For the purposes of adopting an Official Map, the governing body of either Millersburg Borough or Upper Paxton Township, or its authorized designee, may make or cause to be made surveys and maps to identify the location of property, trafficway alignment or utility easement by use of property records, aerial photography, photogrammetric mapping or other method sufficient for identification, description and publication of the map components. For acquisition of lands and easements, boundary descriptions by metes and bounds shall be made by a licensed surveyor.

After adoption of an Official Map, or part thereof, all streets, watercourses and public grounds and the contents listed above on final recorded plans, which have been approved in accordance with the MPC, shall be deemed amendments to the Official Map. The adoption of any street, street line or other public lands as part of an Official Map shall not, in and of itself, constitute or be deemed to constitute the establishment of any street nor the taking or acceptance of any land, nor shall it obligate the Borough or Township to improve or maintain any such street or land. The adoption of proposed watercourses or public grounds as part of any Official Map shall also not, in and of itself, constitute or be deemed to constitute a taking or acceptance of any land by the Borough or Township.

For the purpose of preserving the integrity of an Official Map, no permit shall be issued for any building within the lines of any street, watercourse or public ground shown on a Map.

ZONING ORDINANCE

The governing body may enact a zoning ordinance to implement a comprehensive plan. A zoning ordinance shall reflect the policy goals of the community and needs of the citizens and any special nature of particular parts of the community. The provisions of a zoning ordinance, in accordance with the Pennsylvania Municipalities Planning Code (MPC), shall be designed to:

- (1) Promote, protect and facilitate any or all of the following: the public health, safety, morals, and the general welfare; coordinated and practical community development and proper density of population; emergency management preparedness and operations, airports and national defense facilities; the provision of adequate light and air; access to incident solar energy; police protections; vehicle parking and loading space; transportation; water; sewerage; schools; recreation facilities; public grounds; the provision of a safe, reliable and adequate water supply for domestic, commercial, agricultural or industrial uses and other public requirements; as well as preservation of the natural, scenic and historic values in the environment and preservation of forests, wetlands, aquifers and floodplains
- (2) To prevent one or more of the following: overcrowding of land, blight, danger and congestion in travel and transportation, loss of health, life or property from fire, flood, panic or other dangers.
- (3) To preserve prime agriculture and farmland considering topography, soil type and classification, and present use.
- (4) To provide for the use of land within the municipality for residential housing of various dwelling types encompassing all basic forms of housing, including single-family and two-family dwellings, and a reasonable range of multifamily dwellings in various arrangements, mobile homes and mobile home parks, provided, however, that no zoning ordinance shall be deemed invalid for the failure to provide for any other specific dwelling type.
- (5) To accommodate reasonable overall community growth, including population and employment growth, and opportunities for development of a variety of residential dwelling types and nonresidential uses.

Upper Paxton Township has a Zoning Ordinance. Millersburg does not. It is recommended that Millersburg Borough give consideration to the adoption of a Zoning Code. In fact, the Municipalities Planning Code permits, for the purpose of permitting municipalities which cooperatively plan for their future to also regulate future growth and change in a cooperative manner, municipalities to enact, amend and repeal joint zoning ordinances in order to implement joint municipal comprehensive plans. A joint municipal zoning ordinance shall be based upon an adopted joint comprehensive plan and shall be prepared by a joint municipal planning commission. No area of a municipality party to a joint municipal zoning ordinance shall be left unzoned. Each municipality party to a joint zoning ordinance shall enact the ordinance and it shall not become effective until it has been enacted by all the participating municipalities. No municipality may withdraw from or repeal a joint municipal zoning ordinance during the first three years following the date of its enactment.

SUBDIVISION & LAND DEVELOPMENT ORDINANCE

Upper Paxton Township has a Subdivision and Land Development Ordinance. Millersburg Borough does not. Under the Pennsylvania Municipalities Planning Code (MPC), the governing body of a municipality may regulate subdivision and land development within the municipality by enacting a Subdivision and Land Development Ordinance. The ordinance shall require that all subdivision and land development plans within the municipality be submitted for approval by the governing body or, in lieu thereof, to a planning agency designated in the ordinance for that purpose. Currently Millersburg Subdivision & Land Development Plans are reviewed by the Dauphin County Planning Commission under the County's Subdivision and Land Development Ordinance. It is recommended that the Borough give consideration to the adoption of its own Subdivision and Land Development Ordinance.

CAPITAL IMPROVEMENT PROGRAM

Alongside zoning and subdivision control, a Capital Improvement Program (CIP) – a five to six year schedule of capital projects – is one of a municipalities most powerful tools for implementing a local Comprehensive Plan. By careful study of capital project selection and timing, a planning commission can provide valuable advice and perspective to the governing body. The CIP can also help coordinate activities of various municipal departments and agencies, and ultimately influence the pace and quality of development in a community.

The CIP itself consists of project descriptions and tables showing the sources of revenue and expenditures by year. It lists the major non-recurring expenditures for fire and police stations, libraries, parks, playgrounds, street construction or reconstruction, sewer and water treatment plants, water and sewer lines, etc. Costs associated with capital projects include architectural and engineering fees, feasibility studies, land appraisal and acquisition, construction, and related furnishings and equipment for new facilities.

In the CIP the local government decides how it is going to finance improvements and how the projects are to be phased. For some improvements, like street resurfacing, the local government may simply set aside an amount from its general fund – an unrestricted fund whose source can be local property, sales and income taxes and other miscellaneous revenues – and transfer it into a capital project account. Other improvements, like water and sewer lines, may be paid for through enterprise funds, which are supported through utility rates and tap-in fees (charges for connecting to the water or sewer line) that are dedicated to purposed related to the particular enterprise.

In some cases the local government may decide that it has to sell bonds to pay for the improvements. General Obligation Bonds are used to finance costly improvements such as municipal offices. With General Obligation Bonds, the local government sets aside a certain amount of money each year from its General Fund to retire the bonded indebtedness, typically over a 20 – 30 year period. When there is a dedicated source of money for the improvement, a Revenue Bond is used. Parking garages and sewage treatment plants are examples of improvements financed in this way.

In other cases, money that is accumulating in a Special Fund, such as Park Impact Fees, may be used for the acquisition and development of new parks. Federal and State grants, such as the federal Community Development Block Grants (CDBG) can pay for projects that meet special grant criteria. CDBG monies are typically targeted to low and

moderate income neighborhoods and may be used to correct long-standing stormwater problems that are blighting influences on an area. Project costs may also be supported through a blend of revenues.

Neither Millersburg Borough or Upper Paxton Township have a Capital Improvement Program. It is recommended they give consideration to the development of one for each municipality.

MUNICIPAL PLANNING ADVISORY SERVICE

The Dauphin County Board of Commissioners and the Dauphin County Planning Commission (DCPC) yearly invite municipalities to enroll in its Municipal Planning Advisory Service. The Municipal Planning Advisory Service is a cooperative agreement between the DCPC and a Dauphin County municipality. By subscribing to the service, a municipality is eligible to receive free planning technical assistance from the DCPC staff, within the financial resources available. The Dauphin County Board of Commissioners has yearly allocated a base amount of \$1000 for each municipality who signs an agreement for the Advisory Service. A professional planner is assigned to a participating municipality. The planner, from the Tri-County Regional Planning Commission staff, will work directly with that municipality's planning commission and staff to provide technical assistance and advice on planning related issues as requested by the municipality. Municipal Planning Advisory Service can be provided to a level agreed upon between the municipality and the Dauphin County Planning Commission. Municipalities can request assistance from the DCPC on a wide variety of planning related activities and issues, based on staff resources. Traditionally, the planner assigned to a municipality attends the municipal planning commission meetings as needed to discuss DCPC comments on subdivision and land development plans.

Both Millersburg Borough and Upper Paxton Township have utilized the Municipal Planning Advisory Service's \$1000 yearly allotments to contribute to the production of this Joint Municipal Comprehensive Plan. It is recommended that they continue to subscribe to the Service after the adoption of the Plan.

IMPLEMENTATION PLAN

GOALS	OBJECTIVES	STRATEGIES	
I-1 Plan for the future through 2020	I-1.1 Implementation of the Goals, Objectives and Strategies of the Joint Millersburg Borough - Upper Paxton Township Comprehensive Plan	I-1.1.A	Partake in the Local Planning Assistance (LPA) Program offered by Dauphin County
		I-1.1.B	Adoption of a Joint Comprehensive Plan that is generally consistent with the Dauphin County Comprehensive Plan
		I-1.1.C	Millersburg Borough consider the adoption of a Subdivision and Land Development ordinance
		I-1.1.D	Millersburg Borough consider the adoption of a Zoning Ordinance
		I-1.1.E	Upper Paxton Township update its Subdivision & Land Development ordinance as it deems necessary
		I-1.1.F	Municipal adoption of a Capital Improvements Program
		I-1.1.G	Continuation of inter-municipal planning, coordination & cooperation
	I-1.2 Public & private participation in the planning process	I-1.2.A	Inclusion of citizens, municipal officials and regional partners in an open process of planning and decision making
		I-1.2.B	Encourage & promote multi-municipal planning at the municipal government, school district and watershed level

APPENDIX

**Appendix I
Basic Studies & Trends
Highlights**

**Appendix II
Community Attitudes Survey
Response Summary**

**Appendix III
Millersburg Borough
Community Response Summary**

**Appendix IV
Upper Paxton Township
Community Survey Response Summary**

**Appendix V
Millersburg Borough & Upper Paxton Township
Answers to “OTHER” in Community Survey**