Connectivity Work Group Report
Millersville at Fall Creek Valley Village and Corridor Plan

Connectivity Work Group Report
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# Millersville at Fall Creek Valley Village and Corridor Plan

Connectivity Work Group Report

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Introduction

This report was written in preparation of the Millersville at Fall Creek Valley Village and Corridor Plan. As part of the planning process, four work groups were established, each with its own topic. This report documents the findings of the Connectivity Work Group. This report and the reports of the other work groups will be combined with other materials to form the final plan document.

The Connectivity Work Group met four times from April 2011 to August 2011. The purpose of the work group was to study ways to retrofit the area with a more fully functional transportation network. The work group looked at vehicular, bicycle, transit and pedestrian transportation. The group set goals and prioritized actions as they relate to traffic safety, street surface conditions, pedestrian safety, and missing transportation connections.
History

By the middle of the 1880s the town of Millersville showed up on maps, but it was never formally laid out or incorporated. The town grew as simple cabins and shacks gave way to over 100 homes spread over a large area centered around what is now the intersection of 56th Street & Emerson Way. It was a stopping point on the roads between Indianapolis and towns such as Pendleton, Waverly, and Allisonville. The old Pendleton Toll Road required payment of 3 cents per horse and rider.¹

Through the early 1970’s, there was little building activity in the area. One change that did foster new growth was the city’s decision to straighten and extend Emerson Way, which would include a new bridge over Fall Creek. Before 1962 Emerson Avenue turned West on the street known as Ladywood Drive and curved around to an old iron bridge that led into Millersville Road. The shopping areas and offices we know today were yet to be built and Laurel Hall was surrounded by the creek and encroaching forest.

In 1974, Robert V. Welch, a local businessman and his partners announced the development of Windridge Condominiums, Shopping Center and Restaurant. Windridge was built facing southeast, onto the newly routed Fall Creek Pkwy North Drive. The Former Fall Creek Pkwy North Drive nestled behind Windridge essentially became an alley use for deliveries for the shopping center.

Like many communities outside the original City limits of Indianapolis in the 50’s and 60’s Millersville at Fall Creek Valley developed as an auto-dependent suburb without sidewalks along major arterials or within many neighborhoods. In 1974, Windridge, was built as a Planned Development (P-D) residential with supportive commercial. This began to create a demand for neighborhoods to have access to the retail by other modes of transport other than cars.

In the late 80’s the first leg of the Fall Creek Trail was built. In 2007, the trail was extended north of 56th Street. This added pedestrian traffic activity in the Village and area created a need for clearly defined crosswalks from the trail and, retail to the neighborhoods. Today with the popularity of Starbuck’s, students from Cathedral High School walk along the narrow 56th Street bridge, hopping over guardrails to have access to the Village area.

¹ Windridge Condominiums Home Promotional Flyer
Public Input

A series of interviews, focus group meetings and general meetings were held in spring and summer of 2010 with residents, businesspeople and representatives of institutions in the Millersville at Fall Creek Valley area, as well as with City staff. The purpose of these interactions was to gather information about the area’s assets and resources, and to hear and understand the participants’ issues, concerns and visions for the area. The following items formed the starting point of the Work Group’s discussion. Any specific item might not reflect the opinion of anyone other than the interviewee.

Connectivity Work Group

Purpose
This work group will study ways to retrofit the area with a more fully functional transportation network. The work group will look at vehicular, bicycle, transit and pedestrian transportation.

Assets and Visions, Issues and Concerns, Visions
Following are the results of the interviews and focus groups conducted in spring and summer of 2010, plus additional comments from the kick-off meeting in fall 2010.

Assets and Resources
• Traffic and street infrastructure – most major streets are in good condition
• Traffic and street infrastructure – little traffic congestion

Issues and Concerns
• Traffic and street infrastructure – Speeding traffic is a safety and quality of life concern on many side streets
• Traffic and street infrastructure – High traffic volume and speed is a safety and convenience concern on arterial streets in general
• Traffic and street infrastructure – Cathedral High School creates a lot of traffic.
• Traffic and street infrastructure – Frequent traffic accidents at the entrance to Cathedral High School
• Traffic and street infrastructure – The curve on Kessler Boulevard west of Binford Boulevard is narrow and dangerous.
• Traffic and street infrastructure – Arrival and departure time from St Matthew School causes daily congestion on 56th Street.
• Traffic and street infrastructure – 56th Street west of Emerson Way is deteriorated (this road has since been repaved)
• Traffic and street infrastructure – Millersville Road north of Fall Creek is in need of repair.
• Traffic and street infrastructure- Kessler View Drive between Linwood Drive and Emerson Way has not been resurfaced in forty years.
- Traffic and street infrastructure – Visibility is poor at the intersection of Fall Creek Parkway, North Drive and Emerson Way
- Traffic and street infrastructure – Visibility is poor at south intersection of Millersville Road and Emerson Way
- Traffic and street infrastructure – Visibility is poor at intersection of 56th Street and Roxbury Road
- Pedestrian/bicycle connectivity – Sidewalks are generally non-existent throughout the study area
- Pedestrian/bicycle connectivity – Approaches to the 56th Street bridge over Fall Creek are dangerous for pedestrians
- Pedestrian/bicycle connectivity – Cathedral High School students frequently walk across the 56th Street Bridge despite the hazardous approaches.
- Pedestrian/bicycle connectivity – Difficult for pedestrians to cross at the intersection of 56th Street and Emerson Way
- Pedestrian/bicycle connectivity – Difficult to walk or bicycle to the retail area from all surrounding neighborhoods
- Pedestrian/bicycle connectivity – Many people drive to the Fall Creek Trail to bicycle because it is difficult to get to the trail safely by bicycle.
- Pedestrian/bicycle connectivity – Both Fall Creek bridges (56th Street, Emerson Way) are dangerous for bicycling
- Pedestrian/bicycle connectivity – Millersville Road is not good for bicycling
- Pedestrian/bicycle connectivity – Difficult to walk or bicycle to neighboring communities such as Devington and BRAG
- Pedestrian/bicycling connectivity – Short stoplights and right turn on red lights makes it difficult for pedestrian and cyclist to cross streets.

**Visions**
- Street infrastructure – convert major intersections to roundabouts where appropriate
- Street infrastructure – Widening of 56th Street west of Emerson Way to Binford Boulevard
- Street infrastructure – Bike lanes on 56th Street west of Emerson Way to Binford Boulevard
- Pedestrian/bicycle connectivity – Add sidewalks along 56th Street from Arlington Avenue to Emerson Avenue
- Pedestrian/bicycle connectivity – Add sidewalks along Kessler Boulevard from Allisonville to Emerson Way
- Pedestrian/bicycle connectivity – Add sidewalks along Kessler Boulevard from Emerson Way to 56th Street
- Pedestrian/bicycle connectivity – Add sidewalks along Emerson Way from Millersville Road (south of bridge) to Kessler Boulevard
- Pedestrian/bicycle connectivity – Add safer pedestrian crossings of Emerson Way
- Pedestrian/bicycle connectivity – Add bike lanes to 46th Street
- Pedestrian/bicycle connectivity – Add bike lanes to Arlington Avenue
- Pedestrian/bicycle connectivity – Add bike lanes to 56th Street from Arlington Avenue to Fall Creek Road
- Pedestrian/bicycle connectivity – Add bike lanes to 56th Street from Fall Creek Road to Binford Boulevard
- Pedestrian/bicycle connectivity – Add bike lanes to Fall Creek Road
- Pedestrian/bicycle connectivity – Bike connections to Glendale and Broad Ripple
Connectivity

Introduction

Connectivity refers to the density connections in a road network with multiple routes, and the directness of links. Connectivity can apply to both internal and external arterials within the planning area and to other neighborhoods. A well-connected road or path network has many short links, numerous intersections, and minimal dead-ends. As connectivity increases, travel distances decrease and route options increase. Direct travel between destinations creates a more accessible system.

“Context-sensitive design/solutions” and “Complete Streets” are the two most widely used approaches that incorporate connectivity. Context-sensitive design incorporates elements such as livability, sense of place, human-scaled urban design, and environmental protection into transportation projects without sacrificing traditional objectives of safety, efficiency, capacity, and maintenance.

Pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities will be able to move along and across a complete street. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations in an environment, which is sensitive to human scale.

The recommendations for Millersville area are to create a pedestrian friendly community that incorporates the principles of complete streets and uses context sensitive design solutions. When the Work Group’s recommendations are followed the existing road network will incorporate other modes of transportation as public and private infrastructure improvements occur.
Benefits of Walkable Communities

There are many benefits from walking that affect us personally, our family, and our community. A walkable community is a place where people of all ages and abilities have safe, enjoyable, and easy access to their community on foot.1 People who live in walkable neighborhoods make four times as many walking and biking trips, three times as many transit trips, take fewer car trips, and drive fewer miles.3 In a walkable community, cars and traffic are controlled, making it a safer place for walking.1

1. Health: Walking keeps us healthy and active. People walk more in walkable communities, which helps to prevent unhealthy lifestyles that lead to increased rates of many diseases.5
   • Parents feel comfortable letting children walk in their neighborhood resulting in more active and healthy children, while building a sense of independence and developing a life-long habit of walking.1
   • Seniors living in a walkable community have greater mobility and independence.5

2. Community Strength: Walking in your neighborhood builds a sense of community.
   • In more walkable neighborhoods, people have a greater level of pride and sense of ownership and place.7
   • People that walk in their neighborhood interact with other neighbors and have more acquaintances, forming a sense of connection and social support.2,7

3. Crime Prevention & Safety: Walking puts more ‘eyes on the street’.1
   • Walking in your neighborhood helps prevent crime because there are more people present to look out for one another and a criminal does not want to commit a crime with witnesses out walking and watching.8

4. Economic: Walkable neighborhoods financially benefit the people who live and work there, spending less money on gas and supporting local business.4
   • For municipalities, there are fewer cars on the road eliminating traffic congestion, and less wear and tear on the roads, which reduces expenditures for road improvements.1
   Residential property values tend to increase in walkable communities, which benefits local homeowners.9

5. Environment: Walkable communities have substantial environmental benefits.
   • Less traffic on the roads decreases harmful auto emissions creates less air and noise pollution, and uses less gas.2

References:
Plan Recommendations

Millersville residents and business people seek to retrofit the area to become a fully functioning transportation network with complete streets, sidewalks, crosswalks and bike lanes.

- Develop and maintain a balanced transportation system that will encourage commercial vitality and quality of life in Millersville.
- Develop a sustainable transportation network that accommodates future expanded transportation choices
- Improve access to the Village area
- Preserve the environment
- Promote cultural and historic areas.
- Create corridors that are safe and inviting for pedestrians and bicyclists and still moves traffic in an efficient manner.

Goals: Improve Multimodal Connectivity

- Promote safe interconnections between vehicle and pedestrian traffic
- Provide sidewalk connections to Fall Creek trail.
- Design sidewalks with comfortable widths for two to three people abreast.
- Install mid-block crosswalks with islands on long streets in the Village area
- Construct barrier-free crosswalks with traffic controls, where possible.
- Use crosswalks with contrasting color, and/or texture to heighten their visibility and aid in calming traffic install landscaped traffic calming islands where feasible.
- Provide pedestrian amenities such as benches, lights, landscaping and trash containers
- Shade sidewalks with street trees
- Connect parking areas to street frontages
- Provide safe pedestrian routes to school
- Promote healthy life styles
- Improve connectivity between and within neighborhoods
- Connect sidewalks, bike lanes and trails to regional systems.
- Provide bicycle route signage at strategic locations
- Provide bicycle parking
- Connect the study area from the east to the west with mass transit
- Add a bus route with a stop in front of the Cottages at Fall Creek Apartments to provide bus service in this area.
- Conduct a Traffic Study on 56th Street from Shadeland Avenue to Emerson Avenue to look at traffic calming measures.
- Add sidewalks, bike lanes and railings to 56th Street, Emerson and 46th Street Bridges
• Conduct a Traffic Study at the 56th Street Bridge to look at narrowing traffic lanes to accommodate bicycle and pedestrian traffic.
• Conduct a Traffic Study on Emerson Way from Kessler Boulevard to Laurel Hall.
Connectivity and Infrastructure

Sidewalks

There are two neighborhoods in the planning area that have sidewalks: Brendon Park and Lake Charlevoix. Roxbury Road, Arlington Avenue and Emerson Avenue each have partial sidewalks. "Cow paths" along 56th Street are evidence that people are walking in the area.

There are gaps in the current sidewalk network with barriers to safe movement for pedestrians from neighborhoods, the Village and Fall Creek Trail. Creating a pedestrian-friendly system is vital to the success of Millersville at Fall Creek Valley. New infrastructure and amenities will heighten the pedestrian experience, strengthening pathways between jobs, housing, and transit and promoting the economic viability of the Village area. It is essential to connect underserved areas, and to minimize conflicts for populations with low mobility.

When new development and major redevelopment projects occur, the City’s Sidewalk Ordinance requires the construction of sidewalks. The Department of Public Works will add sidewalks and crosswalks to the missing areas as money becomes available though their Capital Improvement Plan. In addition to pedestrian crossings, signals, crosswalk treatments, way-finding signage, furniture and streetscape elements should also be a priority.

The City allocates funds annually (through neighborhood bonds) to fund the Sidewalk Program. Sidewalks are requested and prioritized in accordance with the City’s Sidewalk Retrofit Policy. The prioritization, design, construction and maintenance of convenient and efficient transportation facilities improve safety, enhances neighborhood livability, promote transportation choices and meet land use objectives.

Sidewalks are preferable on both sides of every designated street (see chart) where it is functionally appropriate and space can accommodate a sidewalk. However, a sidewalk on one side is better than going without a sidewalk.
Sidewalk Locations

The locations of proposed sidewalks were based on the following list of criteria:
- Destinations (Areas within 500'/1000' of the following destinations:
  - Parks/Greenway Trail (entrance); schools, churches, office/retail, bus stops, 
    drugstores, apartments (entrances), major employers (10 employees or more) and 
    other destinations.
  - Places that currently have heavy vehicle traffic (traffic counts of 15,000 vehicles or 
    more per day).
  - Missing links between existing sidewalks (A distance of 1000' or less)
  - Places that currently have heavy foot traffic (Based on participant’s visual 
    observation).
  - Available space in the right-of-way
- Proposed sidewalks were divided into primary and secondary groups, the primary 
  group is the highest priority for installation and the secondary group is the next 
  priority for installation.

Participants expressed particular pleasure with showing sidewalks along 56th Street, along 
Emerson Way connecting Millersville Road across Fall Creek to the Village, and 
connecting the Fall Creek trail to Fort Harrison State Park.
## Proposed Sidewalk Locations

<table>
<thead>
<tr>
<th>Streets</th>
<th>Location</th>
<th>Side of Street</th>
<th>Width of Sidewalk</th>
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<tr>
<td><strong>Primary Sidewalks</strong></td>
<td></td>
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</tr>
<tr>
<td>56th Street</td>
<td>Forest Manor Avenue – Binford Boulevard</td>
<td>North side of street</td>
<td>10-15 feet</td>
</tr>
<tr>
<td>56th Street</td>
<td>Binford Boulevard - Emerson Way</td>
<td>Both sides of the street</td>
<td>10-15 feet</td>
</tr>
<tr>
<td>56th Street</td>
<td>Emerson Way – Kessler Avenue</td>
<td>Both sides of the street</td>
<td>10-15 feet</td>
</tr>
<tr>
<td>56th Street</td>
<td>Fall Creek Pkwy N. - Entrance of Cathedral High School</td>
<td>South side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>56th Street</td>
<td>Entrance of Cathedral High School – Old Colony Road</td>
<td>South side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Emerson Avenue</td>
<td>46th Street – Radnor Road</td>
<td>East side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Emerson Way</td>
<td>Laurel Hall Drive – Fall Creek Pkwy N. Drive.</td>
<td>West side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Emerson Way</td>
<td>Fall Creek Pkwy N. Drive - Kessler Boulevard</td>
<td>Both sides of the street</td>
<td>10 feet</td>
</tr>
<tr>
<td>Fall Creek Road</td>
<td>Kessler Boulevard – Common Vista Way</td>
<td>West side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Emerson Way</td>
<td>Entrance of Windridge – Fall Creek Bridge</td>
<td>East side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Kessler Boulevard E. Drive</td>
<td>Dequincy Street – Emerson Way</td>
<td>Both sides of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Kessler Boulevard E. Drive</td>
<td>Emerson Way – 56th Street</td>
<td>West side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Fall Creek Pkwy N. Drive</td>
<td>56th Street – Windridge parking lot and Fall Creek Trail parking lot</td>
<td>Both sides of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Fall Creek Pkwy N. Drive</td>
<td>Sidewalks to Fall Creek Trail</td>
<td>Both sides of the street</td>
<td>Per Indy Parks specifications</td>
</tr>
<tr>
<td><strong>Secondary Sidewalks</strong></td>
<td></td>
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<tr>
<td>46th Street</td>
<td>Binford Boulevard – Eastbourne Road</td>
<td>Both sides of bridge</td>
<td>5 feet</td>
</tr>
<tr>
<td>56th Street</td>
<td>Allisonville Road – Forest Manor Avenue</td>
<td>North side of street</td>
<td>5 feet</td>
</tr>
<tr>
<td>56th Street</td>
<td>Old Colony Road – I-465</td>
<td>Both sides of bridge</td>
<td>5 feet</td>
</tr>
<tr>
<td>Brendon Way S. Drive</td>
<td>56th Street – Club house</td>
<td>North side of the street</td>
<td>5 feet</td>
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<tr>
<td>Drexel Avenue</td>
<td>56th Street – Fall Creek Pkwy N. Drive</td>
<td>East side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Eastbourne Drive</td>
<td>Eastbourne Circle- 46th Street</td>
<td>East side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Fall Creek Pkwy N. Drive</td>
<td>Dequincy Street – Emerson Way</td>
<td>South side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Kessler Boulevard E. Drive</td>
<td>Dequincy Street – Emerson Way</td>
<td>Both sides of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Millersville Road</td>
<td>46th Street – Emerson Way</td>
<td>South east side of the street</td>
<td>5 feet</td>
</tr>
<tr>
<td>Moonlight Road</td>
<td>55th Place – 56th Street</td>
<td>Both side of the street</td>
<td>5 feet</td>
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<tr>
<td>Roxbury Road</td>
<td>56th Street – Roxbury Circle</td>
<td>East side of the street</td>
<td>5 feet</td>
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</table>
There are some crosswalks within the planning area, but they are not clearly marked. All intersections function as if there is a crosswalk whether marked or unmarked. Every crosswalk within Millersville should be clearly marked for safety. Marked sidewalks help direct pedestrians, especially the sight impaired. Crosswalks should follow the most direct and convenient pedestrian path. Marked crosswalks must be a minimum of 6ft. wide and must connect to established sidewalks on both ends. ADA accessible ramps shall be included at both ends of crosswalks installations unless there are engineering reasons they cannot be provided. Adequate street lighting must be provided for the safety of pedestrians.

**Crosswalk Treatments**

The purpose of crosswalk treatments is to improve safety by reducing vehicle speed at crosswalks and exposure of pedestrian to vehicles. Mid block signage is a way to increasing awareness of pedestrians and visibility of the crosswalk.

Center Medians - Center medians can improve crossing safety by providing a pedestrian refuge that will allow the pedestrian to cross each direction of traffic separately. Center medians shall only be installed where pavement widths are sufficient.

Raised Crosswalks - The intent of raised crosswalks is to increase visibility of the crosswalk and to decrease the vehicle speeds. Raised crosswalks are to be implemented as shown in the traffic calming policy.
### Proposed Crosswalks

<table>
<thead>
<tr>
<th>Locations</th>
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<tbody>
<tr>
<td>1. 46th Street and Fall Creek Pkwy N. Drive</td>
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<tr>
<td>2. 46th Street and Emerson Avenue</td>
</tr>
<tr>
<td>3. Fall Creek Pkwy N. Drive and Alsuda Drive</td>
</tr>
<tr>
<td>4. Fall Creek Pkwy N. Drive and Delmar</td>
</tr>
<tr>
<td>5. Fall Creek Pkwy N. Drive and Drexel Avenue</td>
</tr>
<tr>
<td>6. Fall Creek Pkwy N. Drive and Emerson Way</td>
</tr>
<tr>
<td>7. Fall Creek Pkwy N. Drive and 56th Street</td>
</tr>
<tr>
<td>8. Fall Creek Pkwy N. Drive and Kessler Boulevard</td>
</tr>
<tr>
<td>9. Fall Creek Pkwy N. Drive and Chaminoix Lane</td>
</tr>
<tr>
<td>10. Millersville Road and Laurel Circle</td>
</tr>
<tr>
<td>11. Millersville Road and Emerson Way</td>
</tr>
<tr>
<td>12. Emerson Way mid-block between Fall Creek Pkwy N. Drive and 56th Street</td>
</tr>
<tr>
<td>13. Emerson Way and Kessler Boulevard</td>
</tr>
<tr>
<td>14. 56th Street and Allisonville Road</td>
</tr>
<tr>
<td>15. 56th Street and Binford Boulevard</td>
</tr>
<tr>
<td>16. 56th Street and Linwood Drive</td>
</tr>
<tr>
<td>17. 56th Street and Emerson Way</td>
</tr>
<tr>
<td>18. 56th Street mid-block between Emerson Way and Kessler Boulevard</td>
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<tr>
<td>19. 56th Street and Kessler Boulevard</td>
</tr>
<tr>
<td>20. 56th Street and the entrance to Cathedral High School</td>
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<tr>
<td>21. 56th Street and Roxbury Road</td>
</tr>
<tr>
<td>22. 56th Street and Arlington Avenue</td>
</tr>
<tr>
<td>23. 56th Street and Old Colony Road</td>
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Bike Lanes

The City of Indianapolis Office of Sustainability and Department of Public Works have worked together on the Indy Bikeways Plan. The plan will create more than 200 miles of bike lanes through Indianapolis over the next 15 years. Currently, the City of Indianapolis has 22.77 miles of on-street bike lanes. Using local funds, bike lanes have been installed as part of resurfacing and sewer projects. Bike lanes have also been completed through a Federal Transportation Enhancement Grant. The Indy Bikeways plan has been maintained by the Department of Public Works Bicycle and Pedestrian coordinator, and is being formalized into a written document in 2011. Through the efforts of this program, the City of Indianapolis passed ordinances regarding the use of bike lanes, and also began a bicycle safety outreach campaign during 2010.

The Central Indiana Regional Bikeways Plan is intended to establish priorities for both regional and local bikeways and lay out a plan for investment through 2035. The plan’s goals are to increase the number and safety of people riding bikes. The Indianapolis Regional Transportation Council (IRTC) has set a goal of directing 7% of the region’s total transportation funding to bicycling and pedestrian facilities. In the plan, proposed bike facilities will be scored against a list of criteria and then given a funding priority.

Several types of bikeways are proposed in the Regional Bikeways Plan including bike trails, bike lanes and side paths. Bike trails are separated from traffic and are not located in a street right-of-way. A bike lane is part of the street but striped off for the use of cyclists. A side path is much like a sidewalk in that it is not part of the street but is within a street right-of-way.

The Connectivity Work Group suggested bikeways or lanes on the following streets:

- Graham Road a cross-county route down Fall Creek Road.
- North Drive east on 56th then south on Arlington.
- 62nd Street bikeway route from Allisonville Road to Knyghton Road to down to Fall Creek Parkway North
- Off Street bike lane running parallel to the Fall Creek trail
- Bridging the gap between Fall Creek Greenway Trail under I-465 to Fort Harrison State Park
- 56th Street between Arlington Avenue and Old Colony Road
- 56th Street between Allisonville to the 56th Street bridge, as an alternative route to 62nd Street
- 46th Street from Keystone Avenue to Shadeland Avenue

The work group highly suggests the use of pervious pavement on bike paths and lanes to alleviate drainage problems.

Indy Connect Plan Map
Bike Parking

Secure and convenient parking is important to bicyclists. Ideal locations for bike parking are in front of key destinations such as commercial and retail establishments. Parking should be well lit and in an area with street activity and active building fronts. Attention should be paid to the shape and design of the racks to maximize efficiency, usability and security.
Major Thoroughfares

The Village Work Group will make recommendations for the roads in the Village Area.

Factors that make a street undesirable include frequent curb cuts, high speeds because of a lack of traffic calming, visual clutter from signs and overhead utilities, poor street lighting, lack of pedestrian or bicycle amenities, outdated land uses, strip development that fronts the street with parking lots, unattractive building design, and lack of a sense of place. An existing road can become undesirable because of an unattractive street environment that works against new investments.

Interstate I-465 is the eastern boundary of the project area; it has entrance and exit ramps at 56th Street. 56th Street runs east and west right through the middle of the project area. The other east-west thoroughfare is 46th Street along the southern boundary. There are several roads to connect to the north and the south, Shadeland Avenue, Arlington Avenue, Emerson Avenue and Sherman Drive. In addition, this area has four diagonal streets running northeast and southwest: Allisonville Road, Binford Boulevard, Fall Creek Parkway North and Fall Creek Road. The majority of the roads in the project area are in good condition, some just need minor repair.

Traffic moves faster than the posted speed limit on 56th, which makes it hard for left turns on to 56th Street for the north-south roads. A Traffic study is need to determine the best option for safe travel. Education, traffic calming and enforcement will help to control speeds. To assure visibility, trees and undergrowth along the right-of-ways need maintained.

Side Streets

Side streets within neighborhoods need to be included in the rotation of future street repairs as neighborhoods age. There are side streets within neighborhoods’ that are in need of repair. Some streets like Kessler View Drive are badly crowned and eroding, and have not been paved in 40 years.

Traffic Counts

The traffic counts map shows 2009-estimated vehicle daily traffic counts for the major streets in the corridor plan area. Binford Boulevard, 56th Street and Shadeland Avenue all have over 20,000 vehicles per day. Allisonville Road, Emerson Avenue and Arlington each had traffic counts above 10,000 VDT. Fall Creek PKWY N. Dr. and Fall Creek Road each have less than 10,000 VDT.
# Issues and Recommendations

<table>
<thead>
<tr>
<th>Issues</th>
<th>Goals</th>
<th>Implementation responsible parties and partners</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of sidewalks in the planning area, walking is dangerous and impassable along some streets and bridges.</td>
<td>Add sidewalks along streets and bridges.</td>
<td>Department of Public Works Traffic Study, consider narrowing the bridge to accommodate a 5ft. bike lane/sidewalk with railing.</td>
</tr>
<tr>
<td>Lack of crosswalks and crossing the street is dangerous</td>
<td>Add crosswalks and mid-block crossings to long streets with safety islands. Add signage to alert drivers of the crosswalks.</td>
<td>Department of Public Works</td>
</tr>
<tr>
<td>Transitioning to a pedestrian and bicycling friendly community</td>
<td>Educate the community about the benefits of a multi-modal community.</td>
<td>Department of Public Works Signage Indy Connects – education</td>
</tr>
<tr>
<td>It is not safe to cycling within the planning area.</td>
<td>Add bike lanes to streets and bridges with rails to protect cyclist.</td>
<td>Add bike lanes to streets and bridges with rails to protect cyclist.</td>
</tr>
<tr>
<td>Left turns out of Roxbury onto 56th Street are challenging</td>
<td>Slow traffic to allow turns.</td>
<td>Department of Public Works, Traffic Study, traffic light</td>
</tr>
<tr>
<td>Left turns off 56th Street are dangerous and increase the chance of rear-end collisions</td>
<td>Safe access into neighborhoods and house along 56th Street</td>
<td>Department of Public Works, Traffic Study, traffic calming measure or turn lanes.</td>
</tr>
<tr>
<td>Maintain traffic volumes, while calming traffic in the Village Area</td>
<td>Slowing traffic as it enters the Village. Provide signage to alert traffic you are entering the Village Area.</td>
<td>Department of Public Works, Traffic Study, reduce the speed, pedestrian islands, landscaped medians and signage.</td>
</tr>
<tr>
<td>Traffic goes over the speed limit on 56th Street from Emerson Way to I-465</td>
<td>Slow traffic to allow safe egress and ingress.</td>
<td>Department of Public Works, Traffic Study, reduce speed limit and enforcement.</td>
</tr>
<tr>
<td>Emerson Way from Kessler Boulevard to Laurel Hall multiple lanes of traffic and curve of the street</td>
<td>Redesign/Engineer the street to move traffic in a more efficient way.</td>
<td>Department of Public Works, Traffic Study, road diet</td>
</tr>
<tr>
<td>Difficult turning left from Millersville onto Emerson Way</td>
<td>Redesign/Engineer the street to move traffic in a more efficient way.</td>
<td>Department of Public Works, Traffic Study</td>
</tr>
<tr>
<td>Right turns out of Windridge onto Emerson, conflict with Millersville Road left turns, traffic stacks at the stoplight.</td>
<td>Redesign the street to alleviate traffic conflicts</td>
<td>Department of Public Works, Traffic Study,</td>
</tr>
<tr>
<td>Right turns at red traffic signals make it difficult for pedestrians and cyclist to cross the street.</td>
<td>Time traffic signals to allow for safe travel.</td>
<td>Department of Public Works, Traffic Study</td>
</tr>
</tbody>
</table>
Department of Public Works Response

The Connectivity Work Group asked Department of Public Works about improvements to the following streets.

- The curve on Kessler Boulevard west of Binford Boulevard is narrow and dangerous. DPW has received a number of requests regarding the curve in question. City County Councilor Scales has most recently expressed concerns with this section of roadway. The Rebuild Indy team is currently taking a look at the location and gathering data to determine what potential options there are for improvement. A safety audit is planned that will review reported crashes and various funding options along this corridor. Highway Safety Improvement Program funds could be an option to help make this corridor safer.

- Millersville Road north of Fall Creek is in need of repair. The Rebuild Indy team will send someone out to investigate the condition of Millersville Road (Dequincy to Emerson) to determine condition. This condition assessment will help prioritize this location for a potential improvement.

- Fall Creek North Pkwy from Binford Boulevard to 46th needs to be resurfaced. The section of roadway has already been identified as a need in DPW’s inventory. It however has not been assigned to a specific contract for construction. As funding becomes available, the location will be addressed.

- Converting major intersections to roundabouts
  Roundabouts are options; however, conversions are not planned unless there are operational issues that could be solved by the installation of roundabouts. The biggest challenge with fitting roundabouts in an existing developed footprint is the additional right-of-way that is typically needed to accommodate the roundabout. Many times, the right of way is already tight and installing roundabouts causes such an impact to the existing development that it has to be relocated.

- Road Diet on 56th from east of Emerson to I-465, or to add a center left turn lane
  Any change in lane configuration would require further study to determine potential impacts and coordination with the MPO and DMD due to the potential loss of traffic lanes. Traffic volumes may be too heavy through this section to be able to support the reduction in the number of through lanes. Further analysis and vetting through the public would be necessary.
DPW Traffic Study Process

Any recommendation for major road changes would need to have a traffic study. Residents wanting traffic calming measures can submit a petition signed by 75% of the residents directly affected by excessive speed and or cut through traffic. After an investigation is complete, a public meeting will be held and options for traffic calming will be discussed.

A traffic advisory committee that includes neighborhood representatives and City staff should be established to effectively involve the community. The Committee will assist in the development of the plan and would monitor the plan after it has been implemented.
Traffic Calming Measures

“Traffic Calming is the combination of mainly physical measures that reduce the negative effect of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users.”1

The primary objective of traffic calming is to create safer roads and a better quality of life for the neighborhoods that we live in. The strategic objectives are to:

- improve driver behavior, concentration, and awareness,
- reduce speed
- reduce cut-through traffic,
- improve safety for pedestrians, bicycles, and vehicles.
- ensure the quality of life, and improve aesthetics.

The Department of Public Works has a toolbox of several types of traffic calming measures to mediate traffic congestion and to control speeds. Depending on the classification of the road, DPW has the ability to utilize a number of alternatives (see chart) to help calm traffic. DPW will choose the appropriate tool to provide for safe and convenient travel.

The City’s Traffic Engineering staff will use the following procedures in order to determine the need for traffic calming for each neighborhood request. Data will be collected and analyzed by the City staff, and the data will be compared with established criteria to determine if the location is eligible for consideration, and findings and conclusions will be documented in a formal report.

- Citizen Support
- Traffic Advisory Committee
- Street Classification
- Traffic Volumes
- Traffic Speeds
- Geometric Data
- Accident History
- Public Safety Agencies Input
- Alternative Traffic Calming Measures
- Implementation Plan
- Final Report Approval
- Evaluation Plan

The three principle elements in determining the need to implement traffic calming in a neighborhood are Citizens Support (75% of residents directly affected), Speed (85th...
percentile speed is 35 mph or greater) and Daily Traffic Volumes that clearly show that vehicles are using the local street as a cut through.

The work group agreed that textured pavement at crosswalks and landscaped medians generally are acceptable traffic calming alternatives at most locations.

It is the vision of the Connectivity Work Group to create a sustainable healthy community that is pedestrian-friendly, environmentally conscious, with a balanced multi-modal network. It is to the desire of this group to maintain traffic volumes along 56th Street while creating a safe environment for pedestrians and cyclist especially near Cathedral High School. In the future when sidewalks, bike lanes and landscaping are added along 56th Street this should visually slow traffic down.

As DPW conducts a traffic study with the communities, input traffic studies to agree on the preferred traffic calming measure.

The work group recommends Traffic Studies for three areas to create a safe pedestrian and bicycle friendly community.

- 56th Street from Shadeland to Emerson Avenue to slow, facilitate left hand turning maneuvers.
- 56th Street Bridge to look at a Road Diet to allow sidewalks and bike lanes.
- Emerson Way, from Kessler Boulevard to Laurel Hall Drive to look at a Road Diet to calm traffic and add sidewalks and bike lanes.
<table>
<thead>
<tr>
<th>Traffic Calming Measures</th>
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<tbody>
<tr>
<td><strong>Horizontal Deflection</strong></td>
<td></td>
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<tr>
<td>Curb extension / bulb-out</td>
<td>Areas of expanded curbing that extend across a parking lane and may narrow a travel lane.</td>
</tr>
<tr>
<td>Chicane</td>
<td>Series of 3 bulb-outs, staggered at mid-block locations on alternating sides of the street.</td>
</tr>
<tr>
<td>Gateway</td>
<td>Entrance treatment, typically using physical and textural changes, that provides identity to an area.</td>
</tr>
<tr>
<td>On-street parking</td>
<td>Provision of on street parking that reduces roadway width.</td>
</tr>
<tr>
<td>Raised median island / pedestrian refuge</td>
<td>Narrow islands, at mid-block or intersections, between travel lanes with breaks in landscaping and curbing for pedestrians</td>
</tr>
<tr>
<td>Traffic circle</td>
<td>Raised island in the center of an intersection that requires vehicles to travel counterclockwise around the circle</td>
</tr>
<tr>
<td><strong>Vertical Deflection</strong></td>
<td></td>
</tr>
<tr>
<td>Textured crosswalk</td>
<td>Use of pavers or other materials to demarcate crosswalks and alert motorists that they are entering a pedestrian-friendly area</td>
</tr>
<tr>
<td>Speed hump</td>
<td>Raised humps in the roadway, typically 3 inches high with a 12 or 22-foot travel length.</td>
</tr>
<tr>
<td>Raised crosswalk</td>
<td>Marked pedestrian crossings elevated 3 to 6 inches above street grade at intersections or mid-block.</td>
</tr>
<tr>
<td>Raised intersection</td>
<td>Intersections, including crosswalks, raised 3 to 6 inches above street grade.</td>
</tr>
<tr>
<td><strong>Physical Obstruction</strong></td>
<td></td>
</tr>
<tr>
<td>Semi-diverter</td>
<td>Directional closure created by physically blocking half the street.</td>
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<tr>
<td>Diagonal diverter</td>
<td>Physical barrier placed diagonally across a four-way intersection to create two unconnected intersections.</td>
</tr>
<tr>
<td>Right-in / right-out island</td>
<td>The use of raised islands to prevent left turns and through movements, to and from side streets, at intersections with major streets</td>
</tr>
<tr>
<td>Raised median through intersection</td>
<td>Median barrier through an intersection that discourages through traffic in a residential area by restricting movements</td>
</tr>
<tr>
<td>Street closure</td>
<td>The use of a cul-de-sac to close a roadway by extending a physical barrier across the entire width, obstructing all traffic movements</td>
</tr>
</tbody>
</table>
**IndyGo Bus Service**

Currently there are two bus routes that serve the area surrounding the project area, but none that run through it. Millersville lacks the density and a major destination for employment to garner a route. There are obstacles with adding a bus route to 56th Street. 56th Street turns into a two-lane road west of Emerson Way this would cause traffic back-ups when the bus makes its stops. If the 56th Street bus route turned at Kessler Boulevard, the challenges are a narrow winding downhill section of road. However if major road improvements are made, each alternative is a possibility. As future opportunities for mass transit in the northeast corridor develop, Millersville would need to have IndyGo Bus Service, to close the gap in service to the east and west.

**Multimodal System**

The Northeast Corridor is a proposed mass transit line connecting downtown Indianapolis with destinations in northeastern Indianapolis and extending north to the Town of Fishers and the City of Noblesville. The MPO is currently working on an Alternatives Analysis and an Environmental Impact Statement for the proposed line. These studies are both required to qualify for federal funding. The Alternatives Analysis compares all the available mass transit technologies so that a well-informed choice may be made among them.

The Alternatives Analysis and the Environmental Impact Statement are expected to be complete in late 2012. After their completion, the next step is to prepare an application for federal funds. Station stops along the proposed transit route are still being evaluated.
Priorities

At the August 29, 2011 meeting, the members of the Connectivity Work Group individually prioritized the recommendations that had been made up to that point. Participants rated each recommendation as a high, medium or low priority. Listed below are recommendations that rated the highest for connectivity.

Connectivity

- Develop and maintain a balanced transportation system that will encourage commercial vitality and quality of life in Millersville.
- Improve access to the Village area
- Create a corridor that is safe and inviting for pedestrians, and bicyclists and still moves traffic in an efficient manner.
- Promote safe interconnections between vehicle and pedestrian traffic
- Conduct a Traffic Study on 56th Street from Shadeland Avenue to Emerson Avenue, to look at traffic calming measures
- Conduct a Traffic Study at the 56th Street Bridge to look at narrowing traffic lanes to accommodate bicycle and pedestrian traffic.
- Add sidewalks and bike lanes to 56th Street Bridge
- Provide sidewalk connections to Fall Creek trail.
- Connect sidewalks, bike lanes and trails to regional systems.
- Add sidewalks and bike lanes to the Emerson Street Bridge.
- Conduct a Traffic Study on Emerson Way from Kessler Boulevard to Laurel Hall.

Crosswalks

- 46th Street and Fall Creek Pkwy N. Drive
- 46th Street and Emerson Avenue
- 56th Street and the entrance to Cathedral High School
- 56th Street and Emerson Way
- Fall Creek Pkwy N. Drive and Alsuda Drive
- Fall Creek Pkwy N. Drive and 56th Street
- Fall Creek Pkwy N. Drive and Emerson Way
- Fall Creek Pkwy N. Drive and Kessler Boulevard
Connectivity Work Group

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Tom Bonsett, Brendonshire Civic Association
Ray Brinkmeyer, BRAG
Doris Cantrell
Joe Carey
Jerry Dapper
Marilyn Dapper
Catharine Diehr, Boardwalk Home Owners Association
Tom Eggers, Windridge Condominium Owners Association
Millie Fleming-Moran, Kessler Commons
Diane Gardner, Boardwalk Home Owners Association
Hannelore Greven
Melinda Hall, Kessler View Neighborhood Association
Rosemary Huffman
Barbara Lee, Ladywood Estates
Edie Leet, Devonshire II & IV Residential Association
Sandra McLin, Garden Walk Townhomes HOA
Marta Meeker, Mallard Lake
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Mary Jane Norman, Law Firm
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Joe Rogers, Mallard Lake Community Association
Gina Rogers, Mallard Lake Community Association
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Eric Rowland, Brendonwood Commons
Sallie Rowland, Brendonwood Commons
Phyllis Starks, Kessler Commons
Justin Sterling
Michael Stevens, Stevens Property Group
Molly Wilkins, Brendonwood Commons
George Wright, Lake Charlevoix

Special Thanks to Marie Carson of St Matthews Catholic Church for hosting the Connectivity Work Group meetings