Millersville at Fall Creek Valley
Village and Corridor Plan

Neighborhoods Work Group

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# Millersville at Fall Creek Valley Village and Corridor Plan

## Fall Creek Work Group

## Work Group Report

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Thanks to Cathedral High School for providing meeting space.
Thanks to Barrett Crites, Johnny Guest, Laura Morgan and Sallie Rowland for making presentations to the work group.

**Cover:** Mid-Century Modern home on Laurel Circle. Summer 2011.
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 Neighborhoods 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 Neighborhoods Work Group met four times from July to October 2011. The purpose of the work group was to study issues relevant to the neighborhoods within the study area. The goal is to provide strength and stability to the neighborhoods so that they can retain their value and unique identity over the long haul. The group was expected to set goals and actions as they relate to neighborhoods; and to prioritize those goals and actions.
**History**

Though the town of Millersville emerged in late 1830s and expanded and contracted through the years, most of the area around it remained rural until well in the 20th century.

In 1916 Laurel Hall, the country estate home of banker Stoughton Fletcher and his wife May, was completed on a bluff overlooking Fall Creek. The 38,000 square-feet mansion was designed by Herbert L. Bass, architect of the Holcomb estate and the Test Building on Monument Circle. It had 40 rooms and was maintained by a staff of ten. A notable feature of the home was a winding three-story staircase hand-carved from native walnut trees from the estate. The home was the site of elaborate lawn parties, balls, and equestrian events.

Laurel Hall sat on an estate of nearly 1500 acres that included most of the area between 46th and 56th streets west of Arlington Avenue and southeast of Fall Creek. The main entrance to the estate was through an elaborate entry gate with curving brick walls flanking it. The brick walls can still be seen from Millersville Road across from Mallard Lake. Other features of the ground were a stone water tower and lookout, greenhouses, stables, horse trails, and three equestrian tracks. A Grecian temple stood at the top of a cascade. The temple and cascade still exist on the grounds of Cathedral High School.

The sisters of Providence purchased Laurel Hall in 1925 and opened Ladywood School, a residential girl’s school. In 1974 the structure was sold to Robert Welch who was developing the adjacent Windridge Condominiums. Laurel Hall served as offices and community center for Windridge until 1982. From 1984 to 2004 the structure was home to the Hudson Institute, a public policy research organization. Laurel Hall is now the headquarters and education center for Phi Kappa Psi. It also serves as a venue for private events.

Over a fifty-year span Fletcher’s estate was divided and developed into the Mallard Lake, Devon Ridge, Ladywood, Ladywood Bluff, Laurel Hall, Windridge, Devon Hills, First Devington, Arlington Ridge, Arlington Park, and Brendonridge residential communities as well as Cathedral High School.

Developer Charles S. Lewis established Brendonwood in 1917, making it the earliest housing development in the study area. Lewis retained nationally-known landscape architect George Kessler to plan and design Brendonwood as a place for fine country living. One hundred ten lots were laid out on 250 acres between 56th Street (then known
as Military Road) and Fall Creek. Kessler’s design worked with the contours of the ravine-cut stream bluff location and took advantage of the wooded hillsides. An additional 100 acres were reserved as common space for roadways, walking and bridle paths, a golf course and other park and recreation amenities. The golf course was laid out in 1923 by landscape architect Lewis V. Sheridan, an associate of both Kessler and Lewis and later a resident of Brendonwood.

The homes in Brendonwood were built over an 89-year period in a variety of styles. The peak of home construction activity was 1950 to 1954 when 37 houses were built. Lots were intended to be bordered by wide swaths of high shrubbery making most of Brendonwood’s lots very private yet today.

The Rolling Ridge subdivision, located off Allisonville Road, is the only pre-World War II subdivision other than Brendonwood in the study area. The post-War period was a time of explosive growth within the study area. With a few notable exceptions, by the mid1960s most of the developable land in the study area had been developed. The 1970s and 80s saw the development of the Windridge condominium community and the 1980s, 1990s and 2000s was the time of development for the area between Fall Creek Parkway and Fall Creek Road.
Public Input
In the spring and summer of 2010 a series of interviews, focus group meetings and
general meetings were held 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 discussions.
Any specific item might not reflect the opinion of anyone other than the interviewee.

Assets and Resources
- Community character - People live here because they love living in the City.
- Community character – Stable, not a lot of noticeable change
- Community character - Low number of reported nuisance violations (high weeds and
  grass, unsafe buildings, trash, abandoned or inoperable vehicles, zoning).
- Housing – Homes are generally well-built and well-maintained
- Housing – Varied architecture styles
- Housing – House values are generally good
- Housing – many large homes/large lots
- Housing – good mix of housing types and sizes (houses, condos, apartments)
- Historic character - fine examples of mid-century homes
- Historic character – historic neighborhoods such as Brendonwood Common
- Historic character – a number of notable historic buildings
- Drainage and sewer infrastructure – removal of homes from septic tanks to sewers

Issues and Concerns
- Community character – Area doesn’t seem cohesive, is divided amongst itself.
- Community character – Millersville as a location name is relatively unknown.
- Community character – Vacant and deteriorating homes
- Community character – Inappropriate buffering between types of development
- Community character – Neighborhood security
- Community character – Crime spills over from the Cottages.
- Community character – Lacks a sense of healthy lifestyle
- Drainage and sewer infrastructure - Some homes in the area still have septic tanks
- Nuisance violations - The area south of 46th Street was a hot spot in 2009 for
  reporting of nuisance abatement cases (high weeds and grass, unsafe buildings, trash,
  abandoned or inoperable vehicles, and zoning violations).
- Nuisance violations - Trash.
- Nuisance violations – High weeds and grass
- Nuisance violations – Abandoned and inoperable vehicles
- Nuisance violations - Graffiti
- Nuisance violations - Illegal signs (signs on poles, in ROW)
- Streetscape – Some entrances to the neighborhood are not very welcoming.
- Streetscape - Area lacks consistent identifiers.
Visions

- Community character - Gateway signage
- Community character – College extension learning location
- Community character - Wi-fi
- Sustainability - Develop a sustainability plan, including green technology
- Sustainability – Water reclamation strategies
- Sustainability – Reforest where possible
- Sustainability – Recycling
Plan Recommendations

Nuisance violations

Nuisance violations refer to violations of City health and property maintenance codes such as high weeds and grass, abandoned and unsafe buildings, accumulation of trash on private property, and inoperable vehicles. These types of violations detract from the overall character of a neighborhood and contribute to neighborhood decline. Based on 2009 data the number of nuisance violations in the study area is low. The only exception to this is the area south of 46th Street between Binford Boulevard and Fall Creek Parkway.

In a survey of participants in this planning process, trash was the nuisance violation of greatest concern. Trash was also the most common type of nuisance abatement case in the study area in 2009 with 88 violations.

The City can tow vehicles that are left standing on any street or public place in violation of City or State code, as well as any stolen or wrecked vehicle on a street or public place. Vehicles can also be towed from private property if the property is not zoned for the storage of inoperable vehicles and if the vehicle is at least three model years old, mechanically inoperable and visible from public property for more than 20 days or left for more than 48 hours on private property with the property owner’s consent.

<table>
<thead>
<tr>
<th>Goals</th>
<th>Policies, programs and projects</th>
<th>Actions</th>
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<tbody>
<tr>
<td>• Prompt removal of trash from private property.</td>
<td>Continued action by the Marion County Health Department to cause the removal of trash from private property.</td>
<td>• Publicize the need for residents to report trash accumulating on private property to the Marion County Health Department’s Housing and Neighborhood Health section (221-2150).</td>
</tr>
<tr>
<td>• Prompt removal of illegally dumped trash on public property.</td>
<td>Continued action by the City’s Department of Code Enforcement to remove trash on public property.</td>
<td>• Publicize the need for residents to dumping of trash on public property through the Mayor’s Action Center (327-4MAC).</td>
</tr>
<tr>
<td>• Prompt removal of inoperable vehicles.</td>
<td>Continued action by the City’s Department of Code Enforcement to remove abandoned or inoperable vehicles from private property or public rights-of-way.</td>
<td>• Publicize the need for residents to report abandoned and inoperable vehicles to the Mayor’s Action Center (327-4MAC).</td>
</tr>
<tr>
<td>• Prompt abatement of high weeds and grass.</td>
<td>Continued action by the City’s Department of Code Enforcement to cause the abatement of high weeds and grass.</td>
<td>• Publicize the need for residents to report high weeds and grass to the Mayor’s Action Center (327-4MAC).</td>
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Architectural heritage
The history of the area is manifested in its architecture. The bulk of the homes in the study area were constructed in the 1950s and 1960s, so they reflect the dominant residential architecture trends of the time. The area’s architecture can be used to create awareness and appreciation of the neighborhoods.

Two of the most commonly found styles in the Millersville at Fall Creek Valley neighborhoods are:

Modern:
Typically flat-roofed or with shallow gables, they often incorporate wood, brick and stone into the facades. The gabled forms often have wide eave overhangs and exposed rafters. They are not bound to a particular shape and have little or no decorative detailing.

Ranch:
Low-pitched hip or side-gable roofs often with wide, boxed eaves are common. The horizontality of the houses is emphasized by the shape, style and placement of windows. They typically will present a wide frontage to the street, although the entrance is often unobtrusive. Porches are rare. Garages are often attached. They are often minimally ornamented, although it is not uncommon to see them ornamented with elements of earlier styles. In the study area ranch homes with Colonial, Georgian and French Provincial detailing can be found.

The Indiana Division of Historic Preservation and Archaeology developed an inventory of historic sites and structures for Lawrence Township in 1994 and for Washington Township in 1999. These inventories list sites and districts of historic significance and rate them, in descending order of significance, as outstanding, notable or contributing.
Contributing structures (houses unless otherwise noted)
3640 E. 46th Street, Double-pile, c. 1850 since demolished
Millersville General Store, 5422 Millersville Road, 1870
5440 Millersville Road, Dutch Colonial Revival, c. 1910
Chapel, 5225 E. 56th Street, c. 1914
5660 Emerson Way, American Foursquare, c. 1925
3960 E. 58th Street, Cape Cod Colonial Revival, c. 1930
5740 Rolling Ridge Road, Colonial Revival, c. 1930
Bridge, approximately 4600 Millersville Road, Concrete Arch, 1938
5010 Fall Creek Parkway, c. 1940
5020 Fall Creek Parkway, French Eclectic, c. 1940
5001 E. Kessler Boulevard, Ranch 1949

Notable structures (houses unless otherwise noted)
Joseph Ringer-Johnson House, 5580 Dequincey Street, I-House/Greek Revival, c. 1855
Winpenny House, 5504 Millersville Road, I-House, c. 1865
5714 Fall Creek Road, American Foursquare, c. 1910
Water Tower, 5220 Ladywood Drive, 1911, since demolished
Fletcher Bridge, 5225 E. 56th Street, c. 1915
Carriage House, 5225 E. 56th Street, c. 1915
Millersville Masonic Temple. 4990 E. Kessler Boulevard, Neo-classical, 1925
5220 Ladywood Drive, Colonial Revival, c. 1940, since demolished

Outstanding structures
Laurel Hall, 5395 Emerson Way, Jacobethan Revival, c. 1911
Loretto Hall, 5225 E. 56th Street, Tudor Revival, c. 1927
Carr-Roberts House, 3650 E. 46th Street, Tudor Revival, 1928

Historic district
Brendonwood, with 25 contributing structures, 21 notable structures and three outstanding structures (the Walter C. Marmon House, 5610 E. 56th Street, c. 1920; the Charles S. Lewis House, 6120 Old Orchard Road, 1923; and the Ralph V. Roberts House, 6350 Old Orchard Road, c. 1925)

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<tr>
<th>Goals</th>
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<tr>
<td>• Use the area’s architectural heritage as an avenue to promote the area.</td>
<td>Create an inventory of mid-century modern structures.</td>
<td>• Consult with the organization Indiana Landmarks or the Ball State University’s historic preservation program for assistance in engaging an</td>
</tr>
<tr>
<td>Architectural Heritage of the Area</td>
<td>Actions and Resources</td>
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<tr>
<td>Architectural historian to conduct the inventory.</td>
<td>Nominate eligible structures and districts to the National Register of Historic Places, To learn more, go to the National Park Service website at nps.gov/nr/about.htm or consult with the Indiana Division of Historic Preservation &amp; Archeology.</td>
<td></td>
</tr>
<tr>
<td>Call attention to the area’s architectural heritage through events such as home tours.</td>
<td>Consult with the organization Indiana Landmarks for technical assistance in holding a home tour. Virtual home tours can be posted on line on neighborhood organization websites and on realtourvision.com and historichometours.com.</td>
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<tr>
<td>Create a walking or driving tour brochure. Tour routes could include the Fletcher Mansion, Cathedral High School, Masonic Lodge, and the historic city planning of Fall Creek Parkway to show how development occurred over time.</td>
<td>Consult with the organization Indiana Landmarks or the Ball State University’s historic preservation program for technical assistance.</td>
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</tr>
<tr>
<td>Use the area’s history as an avenue to promote the area.</td>
<td>Erect markers telling of the area’s history.* Consult with the Indiana Historical Bureau. Develop marker message and raise funds (approximately $2000) for the marker. Plan an unveiling ceremony to publicize the marker and the history it interprets. Apply to have the marker posted online at HMdb.org.</td>
<td></td>
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<tr>
<td>Call attention to the area’s history through events such as a neighborhood history night or themed tour (like Irvington’s ghost tour).*</td>
<td>Consult with the organization Indiana Landmarks and the history programs of local universities for recommendations for speakers.</td>
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Write a history of the area

- Consult with Indiana University’s Center for the Study of History and Memory to develop an oral history project.
- Consult with the organization Indiana Landmarks and the history programs of local universities for suggestions of researchers/authors to develop a history of the area.

Use neighborhood events as an opportunity to promote the area’s history and architectural heritage

- Create a portable display that could be easily set up at community events.

* The 175th anniversary of the establishment of Millersville is in 2013. The centennial of Brendonwood is in 2017.

**Housing Conditions**

Although most of the homes in the study area are forty-plus years old, most are still in excellent condition or need only superficial repairs. However, a survey of the exterior conditions found one area with a significant concentration of homes in poor conditions: the area between Binford Boulevard and Fall Creek Parkway on either side of 46th Street. This area has 43 single-family structures of which 58% are owner-occupied. The conditions of these houses were rated as follows:

- Excellent: 16%
- Superficial repairs needed: 44%
- Minor deterioration: 25%
- Major deterioration: 16%

No owner holds more than one home in the neighborhood, so no single owner or small group of owners dominates property ownership. There were three apparently vacant homes in the neighborhood at the time of the survey, all three exhibit major deterioration.

As the condition of homes improves, the correlation with owner-occupancy gets stronger.

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<tr>
<th>Condition</th>
<th>Percent of Owner-occupied houses</th>
<th>Percent of Non-owner-occupied houses</th>
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<tbody>
<tr>
<td>Excellent</td>
<td>20%</td>
<td>11%</td>
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<tr>
<td>Superficial repairs needed</td>
<td>40%</td>
<td>44%</td>
</tr>
<tr>
<td>Minor deterioration</td>
<td>24%</td>
<td>28%</td>
</tr>
<tr>
<td>Major deterioration</td>
<td>16%</td>
<td>17%</td>
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</table>

Deteriorated homes can create a downward spiral of disinvestment and ever poorer housing conditions. The area described above is relatively isolated from the rest of the
study area, so it is probably not creating a negative impact directly on a wide area. However, deteriorated homes are concern wherever they may occur.

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<tr>
<th>Goals</th>
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<tr>
<td>• Repair or demolition of deteriorated structures</td>
<td>Continued action by the Marion County Health Department to cause property owners to repair or demolish deteriorated structures.</td>
<td>• Publicize the need for residents to report deteriorated structures to the Marion County Health Department’s Housing and Neighborhood Health section (221-2150)</td>
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<td>Work with the Land Bank to develop a neighborhood strategy for abandoned homes.</td>
<td>• Tax delinquent properties that have been through a County tax sale and not sold can be transferred to the City’s Land Bank, which in turn can transfer them to entities that will repair or demolish and rebuild them</td>
</tr>
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<td>Create a neighborhood work group to hold events to do home repair for willing homeowners.</td>
<td>• Consult with Indianapolis Neighborhood Resource Center or SouthEast Neighborhood Development for ideas in setting up an event.</td>
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**Crime and Security**

The Indianapolis Metropolitan Police Department (IMPD) has characterized the study area as safe, but not crime free. The most commonly reported crime is theft (taking someone else’s property) followed by burglary (entering a structure with the intent to commit a felony). In the first half of 2011 17 crimes against persons were reported, which is low for an area this large, but still a concern.

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<th>Goals</th>
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<tr>
<td>• Reduced crime and a safer neighborhood</td>
<td>Take advantage of information and programs provided by IMPD.</td>
<td>• Arrange for IMPD Community resource officers to attend neighborhood association meetings.</td>
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<td>• Contact IMPD for information on forming Crime Watches.</td>
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<td>• Arrange with IMPD to conduct CPTED surveys.*</td>
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</table>
Publicize crime prevention information.

- Use neighborhood newsletters neighborhood association events as venues for disseminating information.

* CPTED (Crime Prevention through Environmental Design), employs physical design features that discourage crime, while at the same time encouraging legitimate use of the environment. It has been shown to greatly reduce crime in targeted areas in other cities. See Appendix A.

**Neighborhood character**

Myriad factors contribute to the character of a neighborhood, but broadly a neighborhood’s character is its unique mix of place and people. Vibrant neighborhoods are open to new ideas and evolving patterns of place and people. In the early information-gathering phase of this planning process, a number of suggestions were made for neighborhood projects and programs. The table below elaborates on some of those ideas, but they should be seen only as a starting point or inspiration.

Among the suggestions issues that might inspire a neighborhood response are the often interrelated issues of identity, sustainability, health and aging in place.

Because the Millersville at Fall Creek Valley area is a collection of neighborhoods, identity can be a difficult, even emotional, issue. Building a Millersville at Fall Creek Valley brand should be respectful of already-established neighborhood identities. The advantages of creating an image or identity for the area are to build community involvement and market the community to new residents and businesses. By developing a sense of cohesion, the neighborhoods within the community can work together to build even greater capacity to get things done. The Millersville at Fall Creek Valley organization has already developed a logo, maintains a website and sponsors events and programs such as a summertime market café, a series of outdoor concerts, and beautification projects.

Sustainability, the community’s ability to meet its needs without compromising the ability of future generations to meet their needs, is evident in many of the other work groups’ goals, policies, projects, and programs. This work group is focused on how neighbors can work together to increase the sustainability of their neighborhoods. Some issues that are beyond the capacity of individual property owners are perfectly scaled to be addressed at a neighborhood level.

Communities can be developed in ways that either promote or detract from public health and retrofitting a neighborhood to better promote public health can be difficult and costly. This area has community health advantages such as the Fall Creek Greenway Trail and an extensive tree canopy. However it also has disadvantages. The lack of sidewalks and social spaces discourages walking and public interaction. Improvements are being made that will aid public health. Neighborhoods with septic tanks have recently been converted to sanitary sewers and bike routes are being developed along some of the major

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streets. As with some sustainability issues, the neighborhood can be an excellent scale at which to address some community health issues.

The Millersville at Fall Creek Valley area has a higher percent of retirement-aged persons than does Marion County as a whole (14% vs. 11%). Neighborhoods with a large population of senior citizens are sometimes referred to as a NORC, a naturally occurring retirement community. Various government and social service organizations have studied and provide programming and services to NORCs in an effort to allow people to age in place. Maintaining seniors in their homes and maintaining the homes of seniors can be a big benefit to a neighborhood.

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<tr>
<th>Goals</th>
<th>Policies, programs and projects</th>
<th>Actions</th>
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<tbody>
<tr>
<td>• Develop a cohesive community identity</td>
<td>Build a consensus on a Millersville at Fall Creek Valley identity.</td>
<td>• Consult with the Indianapolis Neighborhood Resource Center to take advantage of their existing programs and expertise.</td>
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<td>Develop consistent identifiers, such as gateway signage.</td>
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<td>Sponsor events and programs</td>
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<tr>
<td>• Increase the sustainability of the neighborhood</td>
<td>Develop a neighborhood sustainability plan</td>
<td>• Determine which aspects of sustainability are neighborhood’s greatest concerns.</td>
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<td>• Conduct a local &quot;sustainability&quot; assessment.</td>
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<td>• Create a vision and action plan.</td>
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<td>• Develop sustainability indicators.</td>
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<td>• Identify sources of help.</td>
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<td>• Carry out projects.</td>
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<td>• Measure progress.</td>
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<td>• The City’s Office of Sustainability and various programs within local colleges and universities are sources for information and expertise.</td>
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<td>Develop neighborhood-level storm water strategies.</td>
<td>• Consult with the Marion County Soil and Water Conservation District, Indianapolis Office of Sustainability and the Lower Fall Creek Watershed Alliance to take advantage of their existing programs and</td>
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<table>
<thead>
<tr>
<th>Item</th>
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<tbody>
<tr>
<td>Develop a neighborhood tree-planting or reforestation program.</td>
<td>Consult with Keep Indianapolis Beautiful to take advantage of their existing programs and expertise.</td>
</tr>
<tr>
<td>Develop a neighborhood-level recycling program.</td>
<td>Consult with Keep Indianapolis Beautiful to take advantage of their existing programs and expertise.</td>
</tr>
<tr>
<td>Provide opportunities for healthy lifestyles</td>
<td>Consult with Health by Design or the Marion County Health Department to take advantage of their expertise.</td>
</tr>
<tr>
<td>Increase the senior-friendliness of the neighborhood</td>
<td>See list in Appendix B for a partial list of organizations.</td>
</tr>
</tbody>
</table>
**Land Use**

The land use “plan of record” for Millersville is *Indianapolis Insight: the Comprehensive Plan for Marion County, Indiana*. *Indianapolis Insight* includes maps of recommended land uses that help guide property owners, neighbors and neighborhood associations, City staff, the Metropolitan Development Commission and Boards of Zoning Appeals when considering proposed development projects.

The map recommends one of 15 land use categories for each parcel. The land use categories broadly define development by use and intensity, and should be considered the most appropriate use for the land. In zoning and variance of use petitions, the land use categories are the starting point for determining the appropriateness of specific land use requests.

The Millersville at Fall Creek Valley area is largely developed and the existing land uses are generally stable. To bolster the area’s stability the Land Use recommendation for most parcels in the study area is the same as the parcel’s existing land use. The number of sites that are undeveloped, underdeveloped or under pressure to convert to another land use is small, so adjustments to the *Indianapolis Insight* land use plan for the area are few.
Proposed Critical Areas

Critical Areas are locations that exhibit an unusual character, important location or significant need that warrants more explanation and detail than the land use recommendation on the map can provide. The Critical Area text explains why a location is critical and how development in those areas should accommodate those critical factors.

**Critical Area 1**

**Location:** 56th Street west of Binford Boulevard

**Why Critical:** The parcels at 3940 and 4055 East 56th Street are zoned and/or developed in ways that are anomalous to their vicinity. It is critical that future development or redevelopment of these sites is compatible with their surroundings.

3940 East 56th Street was developed in the early to mid 1970s with a nursing home and an apartment building. The structures were the first phase of a larger residential and commercial project that was never completed. The western portion of the 7.2 acres site remains open for development. A 2010 rezoning to C2 allows for both office and multi-family residential uses. The case, 2010-ZON-052, set a building height limitation of 35 feet, set a limit on the total square feet of gross leasable office space at 36,000, and required a tree preservation plan. These commitments were requested to protect the surrounding neighborhood from the development of a large office center with one or more towers and expanses of parking, while allowing for small-scale offices, day care, assisted living, and other medical and adult care facilities.

4055 East 56th Street was developed in late 00s with mini-warehouses. Under Indianapolis zoning, mini-warehouses are a heavy commercial or light industrial use. The surrounding residential and institutional land uses make this site unsuitable as a retail commercial node or industrial site. Should the mini-warehouses leave, this site is not appropriate for another heavy commercial or light industrial use.

Neither site should be developed for retail uses because such development would diminish the commercial vitality of nearby, established commercial nodes such as the village of Millersville.

**Recommendations:**

- Small-scale office development is recommended for the northern site (3940 East 56th Street), but should be kept low in height (no taller than the adjacent church), limited in gross leasable office space, well-buffered from surrounding residential uses and free from large expanses of parking. Future development or redevelopment of this site for residential purposes may be appropriate if kept under a density of fifteen units per acre, is kept low in height (no taller than the adjacent church), well-buffered from surrounding residential uses and free from large expanses of parking. This recommendation takes into account the residential character of the locale, the presence of the Binford Boulevard expressway and the densities of the surrounding developments.
• Future redevelopment of the southern site (4055 E. 56th St.) for residential purposes should be kept under a density of eight units per acre, low in height, well-buffered from surrounding residential uses and free from large expanses of parking. This recommendation takes into account the residential character of the locale, the presence of the Binford Boulevard expressway and the densities of the surrounding developments.
• Existing trees should be preserved to the extent possible.

Critical Area 2
Location: 46th Street and Fall Creek Parkway

Why Critical: This plan recommends redevelopment of the area between Fall Creek Parkway and Binford Boulevard on the south side of 46th Street from a single-family district to a higher density single-family or multi-family neighborhood.

Recommendations:
• Conversion of the single-family residential parcels to multi-family development should not be done in a piecemeal manner, but in groupings of contiguous parcels. The purpose of this is so homes are not isolated among the multi-family structures.
• Existing trees should be preserved to the extent possible.

Critical Areas #3 (Village of Millersville) and #3a (southwest corner of Emerson Way and Kessler View Drive) were developed by the Village of Millersville Work Group and are included in that work group’s report.

Critical Area 4
Location: North of 56th Street, east of Brendon Forrest Drive, south of Fall Creek

Why Critical: This parcel along the east side of Brendon Forrest Drive consists of approximately 20 acres and is under development pressure. Development in this area should act as a buffer between the higher density residential to the east and the lower density residential to the west. It is critical to provide an appropriate transitional density for this area that is compatible with surrounding land uses. High-quality woodlands and slopes greater than 10% found on the northern portion of the parcel should be protected from overdevelopment.

Recommendations:
• Do not allow any retail development to occur on this parcel.
• The land use recommendation for this parcel is 1.75 – 3.5 units per acre. Development of the parcel should allow for a higher density clustered residential development at the south end of the parcel balanced by lower density residential development at the north end for a total density of 1.75 – 3.5 units per acre.
• If the parcel should be divided, then the land use recommendation should be changed to allow for a 3.5 – 5 units per acre cluster development in the southern portion of the parcel, closer to 56th Street. In the northern portion, the land use recommendation should be changed to allow for a 0 – 1.75 units per acre development.
• A significant amount of high-quality and natural woodlands occurs on the northern edge of the Critical Area. Conservation of the oldest and highest quality portions of the woodlands is of particular importance. Development within this area should provide substantial conservation of the tree canopy.
• A dense screen of evergreen and overstory trees should be established and maintained along the eastern edge of the parcel as buffer between the multi-family residential development to the east and the single-family neighborhoods to the west.
• To be compatible with the homes to the west, structures on this site should be comparable in height, size, building forms, and materials to the homes on the west side of Brendon Forest Drive.
• Development of this site will require upgrading of infrastructure including drainage, sanitary sewers and streets.
• Dense vegetative cover along stream banks is important for erosion control, contaminant capture, water cooling (critical for retaining oxygen levels) and habitat preservation.
• In places, steep slopes define the edges of a stream valley. These slopes should be minimally developed, if at all, so that they may retain their forest cover and avoid soil erosion.
• Development within proximity of Woolens Gardens should also be mindful of soil erosion and possible contamination of Fall Creek’s water.
Priorities

At its October 26, 2011 meeting, the members of the Neighborhoods Work Group individually prioritized the work group’s recommendations. Participants rated each recommendation as a high, medium or low priority.

Listed below are the recommendations that were ranked most highly:

- Continued action by the City’s Department of Code Enforcement to remove trash on public property.
- Work with the Indianapolis Land Bank to develop a neighborhood strategy for abandoned homes.
- Continued action by the Marion County Health Department to cause property owners to repair or demolish deteriorated structures.
- Continued action by the City’s Department of Code Enforcement to cause the abatement of high weeds and grass.
- Continued action by the Marion County Health Department to cause the removal of trash from private property.
- Continued action by the City’s Department of Code Enforcement to remove abandoned or inoperable vehicles from private property or public rights-of-way.
- Develop neighborhood-level storm water strategies.
- Use neighborhood events as an opportunity to promote the area’s history and architectural heritage.
- Take advantage of crime and security information and programs provided by IMPD such as working with community resource officers, Crime Watch, and CPTED surveys.
Appendix A: Crime Prevention through Environmental Design
Excerpts from “Crime Prevention Through Environmental Design”
By Robert A. Gardner, 1981

The goal of CPTED is the reduction of opportunities for crime to occur. This reduction is achieved by employing physical design features that discourage crime, while at the same time encouraging legitimate use of the environment. CPTED offers protection without resorting to the prison camp approach to security.

To understand fully how CPTED is used, one must examine its components and the philosophy behind them.

Defensible Space
To provide maximum control, an environment is first divided into smaller, clearly defined areas or zones. These zones become the focal points for the application of the various CPTED elements. "Defensible space" is the term used to describe an area that has been made a "zone of defense" by the design characteristics that create it.

Under the defensible space guidelines, all areas are designated as either public, semi-private or private. This designation defines the acceptable use of each zone and determines who has a right to occupy it under certain circumstances.

Public Zones. These areas are generally open to anyone and are the least secure of the three zones.

Semi-private Zones. These areas create a buffer between public and private zones and/or serve as common use spaces, such as interior courtyards. They are accessible to the public, but are set off from the public zone. This separation is accomplished with design features that establish definite transitional boundaries between the zones.

Private Zones. These are areas of restricted entry. Access is controlled and limited to specific individuals or groups. A private residence is a good example of a private zone. Division between zones is generally accomplished with some type of barrier. These can be either physical or symbolic.

Physical barriers, as the name implies, are substantial in nature and physically prevent movement. Fencing and locked doors are examples of physical barriers.

Symbolic barriers are less tangible. Nearly anything could serve as a symbolic barrier. The only requirement is that it defines the boundary between zones. This type of barrier does not prevent physical movement. All that is required is that it leaves no doubt that a transition between zones has taken place. Low decorative fences, flower beds, changes in sidewalk patterns or materials, and signs are examples of symbolic barriers.

Territoriality
Territoriality involves an individual's perception of, and relationship with, the environment. A strong sense of territoriality encourages an individual to take control of his or her environment and defend it against attack.

A sense of territoriality is fostered by architecture that allows easy identification of certain areas as the exclusive domain of a particular individual or group. This feeling is enhanced when the area involved is one the individual can relate to with a sense of pride and ownership.
The term *ownership* when used in this context does not necessarily mean actual legal ownership. It can be, and very often is, a perceived ownership resulting from an individual's relationship with the environment.

**Surveillance**

Surveillance is the principal weapon in the protection of a defensible space. Criminals are least likely to act when there is a high risk of their actions being witnessed. Environments in which legitimate occupants can exercise a high degree of visual control increase the likelihood of criminal acts being observed and reported.

*Informal Surveillance.* Opportunities for informal or natural surveillance occur as a direct result of architectural design. Designs that minimize visual obstacles and eliminate places of concealment offer the most protection against crime. These open designs also encourage use of the environment, as people feel safer when they can easily see and be seen.

The use of defensible space in conjunction with natural surveillance is a potent crime prevention tool. The establishment of transition zones gives both the occupant and the intruder clear and definite points of reference. For the occupant, an intruder's entrance into restricted space creates cause for attention and possible alarm. For the intruder, entering restricted space spotlights his actions, elevates his anxiety level, and greatly increases his risk of being discovered and apprehended.

**Lighting**

Good lighting is one of the most effective crime deterrents. When used properly, light discourages criminal activity, enhances natural surveillance, and reduces fear.

The type and quantity of light required will vary from application to application, but the goal remains the same in all cases. To the degree possible, a constant level of light providing reasonably good visibility should be maintained at night. The absolute level of light, provided it meets minimum standards, is less critical than the evenness of the light. Bright spots and shadows should be avoided. Highly vulnerable areas and those that could conceal a potential attacker should be illuminated more brightly than areas designed for normal activity. The object is to light up the criminal without spotlighting the victim.

As used in CPTED, lighting also plays a part in creating a feeling of territoriality. A bright, cheerful environment is much more pleasing than one that appears dark and lifeless. The ability to feel good about one's environment is important in developing a sense of pride and ownership.

**Landscaping**

Landscaping design, like architectural design, plays a significant role in CPTED. Landscaping is versatile and can be used to perform a variety of design functions.

As a symbolic barrier, landscaping can mark the transition between zones. Features such as decorative fencing, flower beds, ground cover, and varied patterns in cement work can clearly show separation between zones. If more substantial barriers are needed, shrubbery such as evergreen hedges can be used to create more formidable obstacles.
From a surveillance standpoint, landscaping can be critical. Such factors as growth characteristics of plants and their placement in relation to potentially vulnerable areas are extremely important.

Visual corridors must be maintained in open, park-like areas as well as in densely planted areas. As a rule, visual surveillance corridors can be maintained by limiting shrubbery to a maximum height of three feet and trees to a minimum height of six feet at the lowest branches. This approach ensures that visibility between three and six feet from the ground will always be relatively unimpaired.

Another function of landscaping in crime prevention is aesthetics. Again, an attractive environment generates a sense of pride and ownership.

**Physical Security**

Enlightened physical security planning can contribute considerably to the overall success of a project. The proper application of security hardware and the elimination of security weaknesses from a structural standpoint can have a significant impact on future crime problems.

As an element of CPTED, physical security planning is not intended to create an impenetrable fortress. The goal is merely to make penetration more difficult and time-consuming. Degree of difficulty and length of delay are key factors in reducing the probability that crime will occur.

The emphasis of CPTED is not just on the tools, however. It is how the tools are used that makes the difference. Normally, a building is built and then secured. With CPTED, it is secured, then built. More importantly, not just the building is secured but also the space around it. The security program is integrated into the environment, not just added on.
Appendix B: Aging in Place

The “Aging in Place” concept is about helping senior citizens to live in the residence of their choice while being able to have services available when they need them. The main goal is to keep seniors in their homes and take care of their needs.

Many times this happens in areas called a NORC (Naturally Occurring Retirement Community). These are neighborhoods or buildings in which there is a large population of senior citizens. These areas are not usually set up as communities and tend to form on their own. Aging in place and NORC provide similar services to senior citizens.

Many Hoosiers are beginning to approach retirement. They are trying to find ways to plan their retirement and still live at home. People may not realize but there are many services in Indianapolis for aging in place. There are many services dedicated to not only keeping seniors in their homes, but to helping them with everyday issues.

The following organizations offer similar but different opportunities for ageing in place. Their goal is to help senior citizens stay in their homes and to assist them in any way possible.

- **Agingavenues.com** - helps senior citizens find services in Indianapolis. They provide a whole list of services for aging in place seniors in Indiana.
- **Timeless Homes** - provides a list of home projects provided by Timeless Homes Independent Lifestyle Support Services. They will assist senior citizens with household tasks from changing a light bulb, to installing handrails. They will also assist with landscaping. Visit [www.timelesshomesindy.com/aginginplace.php](http://www.timelesshomesindy.com/aginginplace.php).
- **Agingindiana.org** - their goal is to provide senior citizens, with an outreach program within their communities. This began in 2006, when the AdvantAge Initiative was brought to Indiana. It was funded by the US Administration on Aging (AoA) and the Indiana Family and Social Services Administration Division of Aging.
- **In.gov/fssa/2329.htm** - this gives a list of services and programs that benefit senior citizens.
- **jfgi.org/section.aspx?id=284** - the Jewish Federation of Greater Indianapolis helps seniors age in place. Their main goal is to help establish more elder-friendly communities.
- **NAIPC (National Aging in Place Council)** is a senior citizen support network. They provide experts in healthcare, financial services, home design and remodeling, and many more.