Millersville at Fall Creek Valley
Village and Corridor Plan

Village of Millersville Work Group

City of Indianapolis
Department of Metropolitan Development
Division of Planning
Thank you to Cathedral High School and The Blarney Stone for providing meeting space.

**Cover:** Aerial view of the intersection of 56th Street and Emerson Way. Spring 2010.
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 Village of Millersville 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 Village of Millersville Work Group met nine times from October 2010 to September 2011. The purpose of the work group was to study the commercial area around 56th Street and Emerson Way: its physical character, marketability, and streetscape. The group was expected to set goals and actions as they relate to redevelopment in the village; and to prioritize those goals and actions.

Village of Millersville

Millersville is found on the border of Washington and Lawrence townships in northeastern Indianapolis/Marion County. It consists of the area defined by the curve of Fall Creek and in proximity to the meeting of a number of arterial streets: Kessler Boulevard, 56th Street, Emerson Way, Fall Creek Road and Fall Creek Parkway.
History
The town of Millersville was never formally laid-out, incorporated or platted.

The 1884 “History of Indianapolis and Marion County, Indiana” by B. R. Sulgrove tells the early story of Millersville. Seth Bacon and Peter Negley built a sawmill at what is now Millersville in 1824. Unfortunately for them, the mill dam backed up water against an upstream mill and damaged it. The owner of the upstream mill sued and ended up owning Bacon and Negley’s mill as well as the eighty acres of land it sat on. This owner sold the property to Noah Leverton in circa 1832. Leverton erected a gristmill near the existing sawmill. This mill had a number of owners over the years including Jacob Brubaker who built a distillery next to the grist mill. Sulgrove notes that the “place where the village of Millersville now is was called Brubaker’s Mill before it gained its present name.” Sulgrove dates the founding of Millersville to 1838.

The town’s heyday seems to have been the 1840s through 1860s. During this time the mill and distillery were owned and operated by William Winpenny and Jacob Spahr. By 1884 Sulgrove writes that the village had “retrograded” to eighteen lots and a population of 86. At that time the village contained “fourteen dwelling houses, one blacksmith-shop, a Masonic Hall building, two business houses, and one (water) flouring- and grist-mill.” The post office, which had opened circa 1844, had closed by 1884. The town may have been in decline in Sulgrove’s time, but he does describe at least one note of prosperity. In 1882 the Millersville Free Library was opened to the public with “five hundred and fifty-five volumes of the most judiciously selected books.”

Structures that remain from that time can be found at 5580 DeQuincy Street and along the west side of Millersville Road. The Joseph Ringer-Johnson House on Dequincy Street dates to circa 1855. The Millersville General Store at 5422 Millersville Road dates from around 1870 and the Winpenny House at 5504 Millersville Road dates from circa 1865. In between stands a Dutch Colonial Revival house at 5440 Millersville Road. It is more recent, dating from circa 1910.

In the early part of the 20th century the area around Millersville was known for its dairy farms, including the Hornaday Milk Company and Roberts Dairy. Little, if any, commercial development took place in the area until after Emerson Way was built in 1962. The new Emerson Way bridge supplanted the Millersville Road bridge and opened the area to easier travel from the south. Soon new commercial buildings fronting on Emerson Way began to replace the old homes that had lined the east side of Millersville Road. By 1972 the wedge-shaped area between Millersville Road and Emerson Way had been completely redeveloped, the intersection of 56th

Millersville Road bridge over Fall Creek
Street and Emerson Way had new commercial structures on all four corners and commercial development was progressing east along 56th Street. In the next few years the area saw further transformation as Fall Creek Parkway was re-routed and the Windridge Shops rose in the area east of Emerson Way and south of 56th Street.

The north end of the Millersville commercial district is anchored by the Millersville Masonic Lodge. The lodge was founded in Millersville in 1852. The lodge built and moved into its current facility in the mid-1920s.
Public Input

In 2000 through 2006 a new comprehensive plan for Marion County was developed and adopted as the County’s plan of record. The Millersville village area was called out in that plan as a Critical Area. As such, specific recommendations were developed. These recommendations were:

- This area has been designated as Village Mixed-Use to encourage future development in the area to occur in ways that are more coordinated, physically connected to the community and pedestrian friendly. Any major redevelopment of the area should be based on a “Main Street” or “Village Square” prototype.

- Retain the historic structures in the area. These exist along Millersville Road and on the northwest corner of Emerson Way and Kessler Boulevard.

- Pedestrian connectivity should be strengthened throughout the Critical Area by the construction and upkeep of sidewalks, safe street crossings and connections to the existing Fall Creek Greenway Trail. New development or redevelopment of commercial properties should include clear, safe access for pedestrians. Drive-through-only establishments would not be appropriate for this pedestrian-oriented area.

- Expand the greenway trail upstream as shown in the Indianapolis Greenways Master Plan and the Marion County Bicycle Plan.

- Large expanses of parking should be broken up with landscaping.

- The wooded areas designated as Environmentally Sensitive should be preserved to the extent possible.

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.

Market

Assets and Resources

- Well served by pharmacies
- Well served by fast food restaurants
- Contains most retail conveniences
- Well served by sit-down restaurants
- Good synergy among the businesses
- Well patrolled, secure.
- Stable neighborhoods, not a lot of noticeable change.
Issues and Concerns
- No place to buy groceries within the study area.
- Retailing is weak.
- One large and several small retail vacancies.
- Retailers are not well-connected with each other as a business community.
- Millersville as a location name is relatively unknown.

Visions
- Develop a sustainability plan, including green technology
- Supermarket
- Specialty food shops such as a fish shop, doughnut shop, bakery, ice cream shop, juice bar, butcher and organic foods
- More dining options.
- Hardware store
- More professional office services such as dentists
- Specialty shops such as gifts, books, cards and jewelry
- Office supplies and printing
- Emergency care

Land Use and Development
Assets and Resources
- Fall Creek Trail
- Notable historic buildings
- Plenty of parking
- Good potential for renovation
- Convenient location – easy to get on I-465
- Convenient location – convenient grid of major streets (Kessler, Binford, Emerson, 56th Street, etc.)

Issues and Concerns
- Flooding of Fall Creek, especially at the Windridge Shops
- Water sits in parking lots along both sides of Emerson Way.
- Emerson Way Shopping Center is dated-looking.
- The historic general store is hidden by the strip center, which restricts its potential and curb-appeal.
- Windridge Shops has an “uncomfortable” lay-out
- Windridge Shops is oriented away from the high-visibility streets.
- Storefronts don’t really face each other, so there is little natural surveillance
- Retailers are not well-connected with each other physically.
- Billboard in village is inappropriate
- Speedway gas station is on too small a site for its volume of traffic; is open 24 hours a day, yet is poorly lit.
- The retail area is on wellwater
- Seniors need ample parking at their destinations.
Visions
- Add a picnic area to the Fall Creek Greenway in proximity to the retail area
- Create a park in the open space south of Brookdale Place
- Reforest where possible
- Maintain historic structures
- Mix offices, retailing and condominiums
- Provide for outdoor dining.

Streetscape

Assets and Resources
- Most major streets are in good condition
- Little traffic congestion

Issues and Concerns
- Sidewalks are generally non-existent throughout the study area
- Difficult for pedestrians to cross at the intersection of 56th Street and Emerson Way.
- Few public places to gather.
- Inadequate and ineffective lighting.
- Medians in the retail area are in poor conditions.
- Some entrances to the neighborhood are not very welcoming
- Area lacks consistent identifiers
- Millersville Road north of Fall Creek is in need of repair.
- Visibility is poor at the intersection of Fall Creek Parkway and Emerson Way

Visions
- Add sidewalks throughout the village area
- Add safer pedestrian crossings
- Convert major intersections to roundabouts where appropriate
- Provide for an attractive streetscape (possibilities include landscaped medians, street trees, wayfinding/identity signs, banners, improved street lighting and bollards)

Visual preference survey
A visual preference survey was conducted at meetings in January and February 2011 to help determine what design elements were most important to the users of the village area. Participants were shown 41 slides of various design elements in a variety of streetscapes. They were asked to rate the photos on a seven-point scale from negative to neutral to positive.

The elements that were most strongly preferred were:
- Curbed streets with sidewalks
- Landscape beds with simple, curvilinear designs
- Moderate to narrow building set-backs
- An activity zone (e.g. benches, dining, gathering areas) between buildings and street
The photos that were most negatively rated tended to show:

- Poor maintenance
- Uncurbed streets
- Extensive front parking lots

Examples of highly rated photos from the visual preference survey

Examples of photos that rated poorly in the visual preference survey
Market

The demand for goods is driven in part by the demographics of the service area. When compared to Marion County as a whole, the Millersville at Fall Creek Valley study area is more racially diverse, better educated, older, and with higher household incomes. The area also has a higher income per acre than Marion County as a whole.

The following demographic charts are based on the 2000 U.S. Census block groups. The block group boundaries do not neatly align with the study area boundaries. The block groups included in these charts cover an area roughly within:

- East: I-465 and Shadeland Avenue
- South: Running west along 46th Street to its intersection with Fall Creek, then following Fall Creek
- West: A meandering line incorporating Keystone Avenue, the Hoosier Heritage Railroad (Fair Train) and Oxford Street
- North: A meandering line incorporating Kessler Boulevard, Binford Boulevard, 62nd Street and Fall Creek Road

Statistics for Marion County, Washington Township and Lawrence Township have been included for comparison.

<table>
<thead>
<tr>
<th>Age (2000 Census)</th>
<th>M @ FCV</th>
<th>Washington Township</th>
<th>Lawrence Township</th>
<th>Marion County</th>
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<tbody>
<tr>
<td>17 years or less</td>
<td>22.9%</td>
<td>20.8%</td>
<td>29.6%</td>
<td>25.8%</td>
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<tr>
<td>18-64</td>
<td>62.7%</td>
<td>65.6%</td>
<td>62.0%</td>
<td>63.1%</td>
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<tr>
<td>65 years or more</td>
<td>14.4%</td>
<td>13.6%</td>
<td>8.3%</td>
<td>11.1%</td>
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<table>
<thead>
<tr>
<th>Race, Hispanic origin (2000 Census)</th>
<th>M @ FCV</th>
<th>Washington Township</th>
<th>Lawrence Township</th>
<th>Marion County</th>
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<tbody>
<tr>
<td>White</td>
<td>53.9%</td>
<td>68.2%</td>
<td>65.7%</td>
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<tr>
<td>African-American</td>
<td>41.9%</td>
<td>27.0%</td>
<td>29.1%</td>
<td>24.2%</td>
</tr>
<tr>
<td>Native American</td>
<td>0.2%</td>
<td>0.2%</td>
<td>0.2%</td>
<td>0.3%</td>
</tr>
<tr>
<td>Asian</td>
<td>1.4%</td>
<td>1.4%</td>
<td>1.8%</td>
<td>1.4%</td>
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<tr>
<td>Other</td>
<td>1.2%</td>
<td>1.5%</td>
<td>1.6%</td>
<td>2.0%</td>
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<tr>
<td>Multi-racial</td>
<td>1.5%</td>
<td>1.7%</td>
<td>1.7%</td>
<td>1.6%</td>
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<tr>
<td>Hispanic</td>
<td>2.2%</td>
<td>3.1%</td>
<td>3.4%</td>
<td>3.9%</td>
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### Education attainment (2000 Census)

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<tr>
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<th>M @ FCV</th>
<th>Washington Township</th>
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<th>Marion County</th>
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<tbody>
<tr>
<td>Not a high school graduate</td>
<td>8.8%</td>
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<td>11.6%</td>
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<tr>
<td>High graduate</td>
<td>23.1%</td>
<td>18.7%</td>
<td>24.7%</td>
<td>29.65</td>
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<tr>
<td>Some college</td>
<td>25.7%</td>
<td>21.2%</td>
<td>21.9%</td>
<td>21.0%</td>
</tr>
<tr>
<td>Associate degree</td>
<td>5.3%</td>
<td>5.0%</td>
<td>6.7%</td>
<td>5.6%</td>
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<tr>
<td>Bachelor degree</td>
<td>23.3%</td>
<td>28.9%</td>
<td>23.2%</td>
<td>16.7%</td>
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<tr>
<td>Masters degree</td>
<td>9.1%</td>
<td>10.5%</td>
<td>8.0%</td>
<td>5.6%</td>
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<tr>
<td>Professional school degree</td>
<td>3.5%</td>
<td>5.1%</td>
<td>2.4%</td>
<td>2.2%</td>
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<tr>
<td>Doctorate degree</td>
<td>1.3%</td>
<td>1.7%</td>
<td>1.5%</td>
<td>0.4%</td>
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### Household income (2000 Census, income for the year 1999)

<table>
<thead>
<tr>
<th></th>
<th>M @ FCV</th>
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<th>Marion County</th>
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<tr>
<td>Less than $10,000</td>
<td>4.9%</td>
<td>6.4%</td>
<td>6.7%</td>
<td>8.5%</td>
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<tr>
<td>10,000 to 24,999</td>
<td>16.0%</td>
<td>15.9%</td>
<td>15.0%</td>
<td>20.0%</td>
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<tr>
<td>25,000 to 49,999</td>
<td>31.2%</td>
<td>30.5%</td>
<td>28.9%</td>
<td>32.0%</td>
</tr>
<tr>
<td>50,000 to 74,999</td>
<td>22.6%</td>
<td>20.3%</td>
<td>20.3%</td>
<td>20.0%</td>
</tr>
<tr>
<td>75,000 to 99,999</td>
<td>11.3%</td>
<td>10.8%</td>
<td>12.1%</td>
<td>9.6%</td>
</tr>
<tr>
<td>100,000 to 199,999</td>
<td>12.0%</td>
<td>12.4%</td>
<td>13.4%</td>
<td>8.1%</td>
</tr>
<tr>
<td>$200,000+</td>
<td>3.6%</td>
<td>3.0%</td>
<td>3.6%</td>
<td>1.7%</td>
</tr>
</tbody>
</table>

### Income (2000 Census, income for the year 1999)

<table>
<thead>
<tr>
<th></th>
<th>M @ FCV</th>
<th>Washington Township</th>
<th>Lawrence Township</th>
<th>Marion County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Median household income</td>
<td>$58,027</td>
<td>$47,079</td>
<td>$49,246</td>
<td>$40,421</td>
</tr>
<tr>
<td>Income per acre</td>
<td>$104,350</td>
<td>$123,400</td>
<td>$92,240</td>
<td>$71,720</td>
</tr>
</tbody>
</table>

A private information company’s software was used to develop a retail marketplace profile for the study area. Based on this company’s analysis of the study area, the study area has a higher than average demand for most goods and services. This information was then compared to the retail sales in the area. The comparisons were used to determine leakage and surplus. Leakage is the amount of the area’s demand for a type of retailer that is being satisfied outside the study area. Surplus is the amount of sales for a type of retailer within the study area that is coming from customers who live outside the study area.
The types of retailers with the greatest leakage in the Millersville at Fall Creek Valley area are:

1. Department stores
2. Furniture stores
3. Motor vehicle dealers other than dealers of automobiles, light trucks, SUVs and passenger vans
4. Jewelry, luggage and leather goods stores
5. Shoe stores
6. Sporting goods, hobby and musical instrument stores
7. Lawn and garden equipment and supplies stores
8. Automotive dealers (automobiles, light trucks, SUVs and passenger vans)

Many of these retailer types are regional in their draw and would not be found in each neighborhood.

The study was done at a time when the grocery at the Windridge Shops was still in operation, which may skew the results.

Traffic counts are another factor is the location decisions of retailers. Traffic counts through the Millersville area are generally favorable.

In addition to vehicular traffic, the Fall Creek Greenway Trail brings in pedestrians and bicyclists. Trail counts are highly weather dependent and range from 400 a month in harsh winter weather to over 8000 a month in pleasant summer weather.

### Fall Creek Trail: Number of Users by Month

<table>
<thead>
<tr>
<th>At Alsuda Drive (The Lodge Apts.)</th>
<th>High</th>
<th>Low</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>6609 (Aug)</td>
<td>596 (Jan)</td>
<td>3778</td>
</tr>
<tr>
<td>2008</td>
<td>8152 (Aug)</td>
<td>409 (Jan)</td>
<td>3368</td>
</tr>
<tr>
<td>2009</td>
<td>8195 (Aug)</td>
<td>1181 (Jan)</td>
<td>4558</td>
</tr>
<tr>
<td>2010</td>
<td>6072 (July)</td>
<td>592 (Feb)</td>
<td>3785</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>At Bosart Avenue (3 blocks west of Emerson Way)</th>
<th>High</th>
<th>Low</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>6545 (June)</td>
<td>829 (Feb)</td>
<td>3876</td>
</tr>
<tr>
<td>2008</td>
<td>7979 (Sept)</td>
<td>602 (Feb)</td>
<td>3357</td>
</tr>
<tr>
<td>2009</td>
<td>7867 (Aug)</td>
<td>1742 (Feb)</td>
<td>4653</td>
</tr>
<tr>
<td>2010</td>
<td>6251 (June)</td>
<td>709 (Feb)</td>
<td>3706</td>
</tr>
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</table>
Traffic Count Map
Although there may be a large enough market in the Millersville area to sustain the village’s retailers, a lack of identity and marketing may be allowing potential customers to slip away.

The Millersville at Fall Creek Valley organization has made a start at establishing an identity for the area through beautification projects, creation of a logo and maintenance of a website. The group has also started to market the area through events such as a summer concert series and weekly market café evenings during the summer. Also, a businesspersons group has been formed and has started to meet.

Two goals emerged related to image and marketing:
1. Strengthen the village’s customer base
2. Create an attractive shopping and business environment

To accomplish these goals the following polices, programs and projects were recommended:

- Establish an authentic identity or brand, possibly with the help of marketing professionals.
- Develop a marketing group within the businesspersons association.
- Conduct events and programs that will attract customers.
- Develop a façade improvement program.
- Create a Business Improvement District. A BID is typically formed by a group of property owners in a geographically defined area to fund supplemental governmental services (e.g. cleaning and maintenance), non-governmental services (e.g. landscaping, marketing and promotion), and capital investments (e.g. sidewalk widening). The municipality in which a BID is located collects the BID's supplemental property tax assessments through its general taxation powers and distributes them to the BID. A board of directors composed of property owners, merchants, residents and public sector representatives is then given authority by the government to undertake projects and programs within the district.
Land Use, Streetscapes and Zoning

Development Principles
The Work Group spent a considerable amount of time working on the intertwined issues of land use, streetscapes and zoning. A set of development principles was defined to describe the ideals and goals for redevelopment in the Millersville area. The purpose of the principles is to provide a basis for the land use, zoning and design recommendations of the plan.

Neighborhood-level retail and office needs are fully served.
By providing a full range of neighborhood level services, Millersville will not give local residents a reason to go elsewhere for their day-to-day needs. Community and regional level services typically are more intense in terms of traffic and activity and are typically larger in size. These uses should be kept to a minimum to accommodate the neighborhood uses and the physical scale of the area.

Businesses are well-connected physically and visually.
A group of businesses in proximity to each other does not make a business community. It takes interpersonal connections to create mutual support. The physical lay-out of the area should support and encourage interpersonal connections by providing views from business to business, buildings that don’t needlessly turn their back to each other and sites with integrated access.

The business area is pedestrian friendly.
Design of the streets, sidewalks and crosswalks, as well as traffic patterns and speeds should create safe and convenient interaction between pedestrians and vehicles. Safe pedestrian connections from the surrounding institutions and neighborhoods will bring customers into the retail area. Providing safe, convenient pedestrian connections within the retail area will encourage customers to spend more time and visit more businesses.

The business area is well-connected to Fall Creek Trail.
The Fall Creek Greenway Trail is an asset for the Millersville retail area. The trail is a conduit for both residents from the surrounding neighborhoods and people from outside the neighborhood who are using the trail for recreation. Creating easy connections between the retail area and the trail will encourage trail-users to be customers.

The streetscape is attractive, practical and reinforces the identity of the area.
The streetscape provides an opportunity to express the identity of the area through the use of materials, landscaping, lighting, signage and other elements. Plant materials soften the harshness of the modern urban environment. Installing trees and plants will contribute to an overall sense of community and bring aesthetic and economic benefits by creating a perception that an area is comfortable, high-quality and well taken care of. A convenient, safe, and easily understood streetscape will ensure that drivers and pedestrians can see where they are going and feel welcomed to the area.
Historic buildings are preserved.
Millersville has a physical heritage that few commercial areas in the City have. Retaining and accentuating its historic fabric will differentiate the area and aid in its marketing.

Outdoor social spaces are provided.
Neighborhood retail centers provide places where neighbors can randomly and informally meet. The expectation that one might run into friends and neighbors becomes a reason to patronize the area. Providing for outdoor social spaces such as sidewalks, benches, patios, and outdoor dining will strengthen the social aspects of the area.

Street and Traffic patterns
The width and configuration of the streets within the village have an effect on drivers, pedestrians and the businesses that serve them. In order to balance the needs of these groups the work group recommended modifications to the streets in the village that will maintain traffic volume while reducing speeds, increasing pedestrian safety and convenience, and providing a sense of place.

Emerson Way between Fall Creek Parkway and 56th Street varies in width from six to seven lanes. This includes two north-bound through lanes, two south-bound through lanes, a center turn lane, a south-bound right-turn lane and in some locations a north-bound right-turn lane. This many lanes of traffic are daunting to pedestrians and probably excessive for the volume of traffic on this street segment. This segment should be studied by traffic engineers for the possibility of reducing the number of lanes and the addition of a mid-block pedestrian crossing. Some likely modifications would be the reduction in length of the right-turn lanes and the addition of medians to the center turn lane. The addition of curbs, gutters, sidewalks and bike lanes would help direct and control traffic, pedestrians and stormwater run-off.

As 56th Street approaches the village of Millersville from the west it increases in width from two lanes to four through lanes plus a turn lane. Turning traffic is controlled by raised medians. Although less wide than Emerson Way, 56th Street is not as pedestrian friendly as it could be. 56th Street should be studied by traffic engineers for the possibility of reducing the length of the turn lanes and the addition of a mid-block pedestrian crossing. The addition of curbs, gutters, sidewalks and bike lanes would help direct and control traffic, pedestrians and stormwater run-off. The 56th Street Bridge should also be studied to determine the best way to get pedestrians across Fall Creek, in particular students from Cathedral High School who currently walk across the bridge despite less than ideal conditions.

The addition of pedestrian crosswalks at all major intersections within the village is recommended. Mid-block pedestrian crossing should be well-lit for added safety.
Fall Creek Parkway, North Drive as it parallels the creek and connects Emerson Way to 56th Street is a relatively low-traffic street. It provides access to the Windridge Shops and to one of the major trailheads on the Fall Creek Greenway Trail. This street is a link in the overall parkway system, although its current route is not its historic one. The current route dates from the 1970s and the development of the Windridge Shops. This street and the adjacent greenway trail are prone to flooding. Park planners and traffic engineers should study this street segment for the possibility of reducing it to one lane and relocating the greenway trail to higher ground. Modification of greenway parking, provision of picnic facilities, and vegetation management along Fall Creek and the pond on the north side of the street should also be studied.

The street infrastructure can add to the sense of place in Millersville. This can be in the form of public art, artistic street furniture or unique crosswalk markings. The eventual renovation of the Fall Creek bridges would provide the opportunity to create a signature look for these gateways to the village, possibly by harkening back to the look of the original iron truss bridges that served the area. (see photo on page 2.) Another possibility is a round-about at the intersection of 56th Street and Emerson Way. However, this does not conform to current Department of Public Works guidelines for the installation of round-abouts and current research on the compatibility of traffic circles with pedestrian retail districts is not conclusive.

**Land Use**

Millersville is primarily a retail area interspersed with offices, an assisted living facility and a Masonic Lodge. It is generally surrounded by condominiums and large-lot single-family homes. Although development of the area goes back to the 1830s and 1840s when mills were established, most of the commercial development has occurred in the last 40 years.

Much of the commercial development is in the form of small to medium-sized, stand-alone or multi-tenant buildings. Notable exceptions to this are the Windridge Shops and Emerson Plaza. The Windridge Shops is an L-shaped shopping center that faces Fall Creek Parkway across a large parking lot and retention pond. It was originally anchored by a grocery store and has a mix of small and medium tenant bays. Between the retail shops and Emerson Way is a five-story office building with Marine Bank as its main tenant. Emerson Plaza was also originally anchored by a grocery store. It faces Emerson Way at an angle. Its parking is primarily between the front of the building and Emerson Way. Immediately behind the center is a short segment of Millersville Road.

The land use “plan of record” for Millersville is *Indianapolis Insight: the Comprehensive Plan for Marion County, Indiana*. The Indianapolis Insight plan uses 19 categories for its land use recommendations. These categories are based on type and intensity of use.

The land use category that was designated for Millersville is Village Mixed-Use. This category recommends a mix of retail, office and residential uses built to a pedestrian scale. Village mixed use areas are intended to be neighborhood gathering places and
should allow a wide range of small businesses, housing types, and public and semi-public facilities.

Potential development in these areas should focus on design issues related to architecture, building size, parking, landscaping and lighting to promote a pedestrian-oriented “village” or “small town” atmosphere. Typical strip commercial development, large-scale freestanding retail uses and heavy industrial development are generally inappropriate within this land use category.

The Village of Millersville Work Group reaffirmed the Village Mixed-use designation for this area. An exception is the wooded area between Fall Creek Parkway and The Boardwalk condominiums. The land use category for this area is recommended to be changed to Park to reflect this parcel’s donation to the Department of Parks and Recreation.

**Zoning**

Indianapolis, like most jurisdictions that practice zoning, uses a form of Euclidean zoning. Named for Euclid, Ohio, the foundation of this form of zoning is the separation of incompatible land uses. It is common for Euclidean zoning codes to also include development standards for such items as setbacks, parking, building heights and dozens of other aspects of site and building development. Euclidean zoning came of age in the automobile era and so Euclidean codes are usually car-centric.

Another type of zoning, called form-based zoning, is based less on the separation of uses and more on how buildings relate to their sites and the street. Form-based zoning and hybrid Euclidean/form-based codes are being adopted in an increasing number of jurisdictions.

The regulations and standards in form-based codes, presented in both diagrams and words, are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development. Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory.

Form-based codes commonly include the following elements:

- **Regulating Plan.** A plan or map of the regulated area designating the locations where different building form standards apply. The regulating plan is based on clear community intentions regarding the physical character of the area. The regulating plan may also include additional on-site development standards
- **Public Space Standards.** Specifications for the elements within the public realm (e.g., sidewalks, travel lanes, on-street parking, street trees, street furniture, etc.).
- **Building Form Standards.** Regulations controlling the configuration, features, and functions of buildings that define and shape the public realm.

As a recognizable village with a mix of uses, Millersville has great potential for the successful application of form-based zoning.
Proposed Land Use Map
**Street typologies and design elements**

As a method to implement many of the development principles, design elements are recommended for the village. These design elements can be used as guidelines for the review of future zoning and variance petitions or can form a vision plan for the eventual development of form-based zoning.

Although a small area, the streets in the village vary in how they look and function. The streets were analyzed and then each one was classified into one of four typologies.

**Suburban commercial street:**
The Suburban commercial street type is intended to balance the need for a safe, active, diverse and pedestrian-scaled area with the need for convenient automobile access.

* A: Medium intensity
  The Medium intensity suburban commercial street type is intended to be a commercial hub for the surrounding neighborhoods. Ideally it is buffered from residential districts by lower intensity street types, so that it may have more intense development without having negative impact on single-family residential areas. 56th Street between Emerson Way and Kessler Boulevard is classified as a Medium intensity suburban commercial street, as is Emerson Way between Fall Creek Parkway and 56th Street.

* B: Low intensity
  The Low intensity suburban commercial street type is intended to ensure that new development contributes positively to established residential neighborhoods and character, and improves the transition between more intense commercial development and adjacent residential neighborhoods. 56th Street between DeQuincy Street and Emerson Way is classified as a Low intensity suburban commercial street as is Emerson Way for approximately 400 feet north of 56th Street center line.

**Traditional parkway:**
The Traditional parkway street type is intended to be a curvilinear pleasure drive with a continuous parkspace on one side. The other side of the parkway should complement the parkspace. Fall Creek Parkway from DeQuincy Street to 56th Street is classified as a Traditional parkway.

**Village lane:**
The Village lane street type is intended to preserve and enhance the character of the historic town of Millersville’s last remaining street. It is intended to be low-speed, low-traffic and pedestrian-oriented. The portion of Millersville Road north of Fall Creek is classified as a Village lane.
Redevelopment along these street segments should be guided by the following recommendations for the following design elements:

- Setbacks
- Streetscapes
- Pedestrian Connections
- Building orientation
- Building height
- Fenestration/transparency
- Roofline
- Parking

**Set-backs, minimum and maximum**
The minimum and maximum set-backs control the placement of buildings in relationship to the street. It contributes to the coherence of the urban fabric, creating greater whole out of the individual buildings. It reinforces and defines the street, which creates a neighborhood character.

**Suburban Commercial Street:**
A minimum setback is recommended based on current zoning requirements. For arterial streets the required minimum setback is 10 feet from the right-of-way line or 70 feet from the centerline, whichever is greater. Emerson Way is an arterial street. For non-arterial streets the required minimum setback is 10 feet from the right-of-way line. 56th Street is a non-arterial street. Its right-of-way varies in width from 65 feet to 90 feet through the commercial area.

A maximum setback of 100 feet from the edge of street pavement is recommended. This width is based on space for a tree lawn, sidewalk, landscape strip, one double-loaded bay of parking, and a landscaping space/activity zone along the façade.

**Traditional Parkway:**
By current zoning requirements the minimum setback is 10 feet from the right-of-way line or 70 feet from the centerline, whichever is greater. The typical setback along Fall Creek Parkway west of the village is 100 to 125 feet. A set-back of 70 feet from centerline is recommended, however parking (usually allowed in a front set-back) is not recommended in the required front setback along the Traditional Parkway to allow room for a wide landscaping area that complements the parkspace across the parkway.

No maximum setback is recommended.

**Village Lane:**
Millersville Road is roughly 17 feet wide within an approximately 38 feet wide right-of-way.

On the east side of Millersville Road a minimum setback is recommended based on the current zoning requirements: 10 feet from the right-of-way line.
On the west side of Millersville Road, setbacks are recommended based on the existing setbacks of the existing structures. Setback on currently vacant parcels should be similar to the setbacks on adjacent parcels.

**Streetscape**
The streetscape is composed of all the elements within the street right-of-way and those portions of developed parcels in front of the building façade. Street types differ in the presence, importance and size of these elements.

The area along a street between the curb and the sidewalk is called by a number of colloquial names. In this report it is referred to as the “tree lawn.” A tree lawn should be provided wherever there is sufficient space for it. It provides a sense of safety by physically separating pedestrians and vehicles.

Since 2008, Indianapolis zoning ordinances have required five-feet wide, concrete sidewalks along the street frontage for parcels with new commercial development or significant commercial redevelopment. Sidewalks should be kept clear of obstructions to provide accessibility for those with disabilities.

The activity zone/façade landscaping space is the area between the interior edge of the parking lot and the front facade of the building. It provides a zone for landscaping, social activities or a combination landscaping and social space. On parcels without front yard parking this zone occurs between the sidewalk and the building façade. Outdoor dining areas, terraces, porches and seating areas are common examples of social spaces appropriate in the activity zone. Landscaping should complement the building without blocking visibility of doors and windows.

**Suburban Commercial Street:**

**Medians**
- Unpaved
- Landscaped in a simple, not fussy, manner (turf or mass plantings of a small number of species of perennials)
- Overstory street trees where space allows

**Tree lawn (the area between the curb and the sidewalk)**
- Where provided, a minimum width of two feet
- Preferred width of six feet, which provides sufficient width to plant overstory trees.
- In addition to trees, this area provides space for utility poles, street lights, waste receptacles, fire hydrants, traffic signs, newspaper vending boxes, bicycle racks, public kiosks and similar elements as long as they do not obstruct pedestrian access or motorist visibility.

**Sidewalk**
- Ten-feet wide sidewalks are recommended. This width provides for a more comfortable pedestrian experience and allows for more sociable public space.
Landscape strip (the area between the sidewalk and the parking lot)
- Ten feet in width, measured from the right-of-way line
- One overstory tree for every 40 linear feet of street frontage.
- Understory trees may be substituted for overstory trees only where necessitated by overhead utility lines. One understory tree for every 25 linear feet of street frontage.
- Where there is a parking lot in front of the building façade, the parking lot shall be screened to a height of 36” along the entire front edge of the parking lot. Where space allows the screen should be serpentine.
- Thorny species should not be planted where pedestrians might brush against them.

Activity zone/façade landscaping space
- An activity zone/façade landscaping space is strongly recommended. Extending the Activity zone into the parking lot by replacing a couple parking spaces near the entry can enliven the streetscape.

Traditional Parkway:
- Medians
  - Not recommended

Tree lawn (the area between the curb and the sidewalk)
- A minimum width of ten feet, which provides sufficient width to plant overstory trees and gives an extra buffer between the street traffic and pedestrians.
• One overstory tree for every 40 linear feet of street frontage.
• Understory trees may be substituted for overstory trees only where necessitated by overhead utility lines. One understory tree for every 25 linear feet of street frontage.
• In addition to trees, this area provides space for utility poles, street lights, waste receptacles, fire hydrants, traffic signs, newspaper vending boxes, bicycle racks, public kiosks and similar elements as long as they do not obstruct pedestrian access or motorist visibility.

Sidewalk
• Six-feet wide sidewalks are recommended.

Landscape strip (the area between the sidewalk and the parking lot)
• Forty feet in width, measured from the back of sidewalk.
• One overstory tree for every 40 linear feet of street frontage.
• Understory trees may be substituted for overstory trees only where necessitated by overhead utility lines. One understory tree for every 25 linear feet of street frontage.
• Where there is a parking lot in front of the building façade, the parking lot shall be screened to a height of 36” along the entire front edge of the parking lot. A serpentine screen is recommended.
• Thorny species should not be planted where pedestrians might brush against them.

Activity zone/façade landscaping space
• An activity zone/façade landscaping space is recommended.

![Diagram of Traditional Parkway: Conceptual Street Section]
**Village lane:**

- **Medians**
  - None

Tree lawn (the area between the curb and the sidewalk)
- Where provided, a minimum width of two feet
- Preferred width of six feet, which provides sufficient width to plant overstory trees.
- In addition to trees, this area provides space for utility poles, street lights, waste receptacles, fire hydrants, traffic signs, newspaper vending boxes, bicycle racks, public kiosks and similar elements as long as they do not obstruct pedestrian access or motorist visibility.

**Sidewalk**
- Five-feet wide sidewalks are recommended.

Landscape strip (the area between the sidewalk and the parking lot)
- No parking lot is recommended in front of the façade line.

**Activity zone/façade landscaping space**
- An activity zone/façade landscaping space is recommended.
**Pedestrian connections**

*All street types*

Pedestrian connections include sidewalks along streets, crosswalks and on-site sidewalks and marked pathways. For sidewalks along streets, see above.

Storefront and office entrances should be easily visible from the street and have an easily identified pedestrian connection to the sidewalk paralleling the street. The pedestrian connection should be at least five feet in width. Where a pedestrian connection crosses a parking lot or drive lane the surface should be paved in a way that is distinct in material, color or texture from the surrounding surface. Pedestrians should be protected from overhanging parked vehicles through the use of medians or wheelstops.

Pedestrian connections between businesses on adjoining parcels are recommended.

- **Crosswalks**
  - Marked crosswalks should be provided at intersections.
  - Mid-block pedestrian crossings may also be appropriate in a limited number of locations.
  - Crosswalks should be of a material that is visually distinct from the pavement of the street. Examples include pavers, brick and colored asphalt.

**Building orientation**

*All street types*

Building orientation is how buildings relate to the street and each other. Visual cues tell how the different sides of the building are meant to be used. Facades which front on a street are the public face of the building and should have a high level of finishes. This indicates a respect for the users of the street as well as indicating that this is the entry into the building. These finishes should wrap around the sides of a building if these sides are visible from the street.

Loading docks, trash containers, trash enclosures and other building services are part of a building’s private realm and should not be visible from a street. On sites such as corner lots where every side of a building may be visible from a street these private functions should not be on a façade that faces the street or within the front 15 feet of the sides of a building that do not face the street.

In the triangular block between Millersville Road and Emerson Way many parcels have frontage on both streets. A potential development pattern on this block would be ground-floor offices or retailing facing Emerson Way with second- and third-floor residential units facing Millersville Road.

**Building height**

Building height is important in its relationships: among buildings, between buildings and the street, buildings and the surrounding topography, and buildings and humans. Height relationships affect sense of place by how space may or may not be enclosed and whether the enclosure feels welcoming, protective or overbearing. Height relationships also affect
views. Views to and from structures should be considered as well as how views may be
directed.

Current zoning requirements limit building height in the C1 district to 50 feet (4-5
stories), in the C3 district to 35 feet (3 stories) and in the C4 district to 65 feet (5-6
stories). Current zoning regulations do not set a minimum height.

Suburban Commercial Street, Medium intensity:
Building heights of one to three stories are recommended along these street faces.

Suburban Commercial Street, Low intensity
Because this is a transitional zone between residential area and more intense commercial
areas, the building heights should also be lower than in the more intense commercial
district: one to two stories.

Traditional parkway
Greater building heights are appropriate along the north side of Fall Creek Parkway due
to wider setbacks from the street and distance from residential areas. Building heights of
up to five stories are appropriate.

Village lane
Building heights on the east side of Millersville Road should be that of the Suburban
Commercial Street, Medium Intensity. Building heights on the west side should not
exceed that of the existing historic buildings (two stories/35 feet).

Fenestration
Fenestration is the number and size of openings (windows and doors) in a structure.
Fenestration creates rhythms and patterns on building facades that provide visual interest
and cues to the uses within the buildings. Expanses of blank walls tend to deaden a
space. Street level windows make a streetscape more pedestrian-friendly and help
activate the street. Lack of fenestration makes casual surveillance difficult, which
reduces safety and sociability.

Fenestration should be transparent to allow two-way viewing and should not use opaque
or mirrored glass. Opaque or mirrored glass does not fully provide the benefits of
transparent glass. The fenestration guidelines below refer to ground floors on street-
facing facades.

Suburban Commercial Street, Medium intensity:
Transparency should be high. The closer to the street a building is, the higher the
transparency should be.

Suburban Commercial Street, Low intensity
Retail uses should be very transparent; transparency for other uses could be reduced but
no less than 25% of the area of the ground floor façade. The closer to the street a
building is, the higher the transparency should be.
Traditional parkway
No guideline for fenestration.

Village lane
On the west, historic side of the street the amount of fenestration should be similar to the amount of fenestration of the existing buildings.

On the east side of the street, retail uses should be very transparent; transparency for other uses could be reduced but no less than 25% of the area of the ground floor façade.

Rooflines
The type of roof on a building can be a visual cue to the building’s use. Consistent rooflines can add cohesiveness to an area. Typically residential rooflines such as gable and hip roofs can help blend commercial structures into residential areas.

Suburban Commercial Street, Medium intensity:
No guideline for rooflines

Suburban Commercial Street, Low intensity
The low intensity suburban commercial streets are transitions between more intensive commercial zones and residential areas. To help make the transition, rooflines on commercial structures should be reminiscent of the residential rooflines in the neighborhood or of prototypical residential rooflines such as gable or hip roofs. Flat roofs are not recommended.

Traditional parkway
No guideline for rooflines

Village lane
On the west, historic side of the street rooflines should be similar to the rooflines of the existing buildings: front-gable, gambrel and hip.

On the east side of the street, which is transitional between the residential and commercial districts, rooflines that are reminiscent of residential rooflines are preferred.

Parking: location, amount, sharing, and access
The amount and placement of parking has an effect on the area’s ease of use for motorists, pedestrians and cyclists. Parking should be designed to be visually compatible with the surrounding development, convenient for users, and mitigate the negative impact of vehicle noise, headlights, lighting and mechanical systems. Physically integrated, mixed-use development can provide parking efficiencies so that the amount of total parking can be reduced. Provision of bicycle parking can make this area more convenient for neighbors and users of the Fall Creek Trail and further reduce the amount of space that needs to be devoted to vehicle parking.
Suburban Commercial Street, Medium intensity:
Maximum of one bay of parking in front of the front façade line. Shared access points and integrated sites preferred. Parking lots over 20 spaces in size should have interior landscaping of at least one tree per twelve parking spaces. Bicycle parking provided.

Suburban Commercial Street, Low intensity
Maximum of one bay of parking in front of the front façade line. Shared access points and integrated sites preferred. Parking lots over 20 spaces in size should have interior landscaping of at least one tree per twelve parking spaces. Bicycle parking provided.

Traditional parkway
Shared access points and integrated sites preferred. Parking lots over 20 spaces in size should have interior landscaping of at least one tree per twelve parking spaces. Bicycle parking provided.

Village lane
No on-site parking in front of the front façade line. Shared access points and integrated sites preferred. Parking lots over 20 spaces in size should have interior landscaping of at least one tree per twelve parking spaces. Bicycle parking provided.

Signage
Building signs are important to help people easily locate destinations. However, an excessive amount of signage can detract from this purpose.

In all street typologies, signs should be designed creatively and artistically. Signs should be compatible with the architectural pattern, style and fenestration of the building. Building facades should be designed to incorporate building and business signs. Signs on buildings are preferred to pole signs. Strobes, motion and other attention-getting devices should not be used. EVMS (Electronic Variable Message signs) should not be used. Signs in shop windows should not obscure more than a small percent of the window area. All buildings should have the street address number clearly visible.

Off-premise advertising signs (billboards) are not appropriate in the village district.

Lighting
In all street typologies, exterior lighting should be carefully designed and provided to direct people to their destinations, highlight architectural and landscape features and create a safe and secure environment; however exterior lighting on private properties should not overflow into the night sky, or onto adjacent rights-of-way or properties.

Adding distinctive public street lighting fixtures to the four village streets offers the opportunity to create a sense of place in Millersville.
Zoning districts
A recommended zoning map has been developed for the village area. The zoning plan is meant to elaborate on the land use plan. Land use categories typically can be implemented through more than one zoning district. The zoning plan is intended to depict the most appropriate zoning district for each parcel based on the land use category and the characteristics of the parcel and its surroundings.

Neighborhood Village District
Most of the village is recommended as Neighborhood-Village or NV. This zoning district is used to implement form-based zoning. A more detailed description can be found at the end of this report.

Typically implementation of a zoning plan is incremental over time as property owners wish to develop or redevelop their properties. However the Metropolitan Development Commission has the authority to rezone multiple parcels at one time. This is usually done through a partnership with a community in an effort to implement a neighborhood or corridor plan.

In the case of the NV zoning recommendation, it is not anticipated that this district would be implemented on a parcel-by-parcel basis over a long period of time. This rezoning would need to occur for multiple parcels at one time and include a regulating plan detailing the components of the new district.

Until such time as the NV district is adopted, rezonings in the Village district should promote the Village mixed-use recommendation of the land use plan and the street typologies and design elements outlined in this plan.

Other zoning districts
Other zoning districts proposed for the village area are:
- C1 – Assisted living, auditoriums, community centers, day care, health services (excluding hospitals), funeral homes, offices, radio and television studios, public uses such as libraries and museums, adult education (excluding universities) and subordinate accessory uses.
- D2 – Single family residential with a typical density of 1.9 units per gross acre
- D3 – Single family residential with a typical density of 2.6 units per gross acre
- PK1 – Park
- SU34- Fraternal organizations and public ballrooms
- DP – Planned unit development. Predominantly residential in nature, but may include other land uses. These developments may set many of their own standards, but they are tied to a site plan and are more closely reviewed by the Metropolitan Development Commission. This plan recommends DP only for those sites currently zoned DP that are outside the proposed NV district.

5660 Emerson Way
A 1992 variance (92-UV1-5) for the parcel on the south side of Kessler View Drive between Emerson Way and Dequincy Street permitted use of the existing house as an
office. The variance did not permit office development of the remaining portion of the site nor modifications to the existing house to make it look less residential. These limitations were placed on the parcel to minimize impact to the residences located to the north and west. Limiting the use of this site is still important to maintaining the single-family residential character of Kessler View Drive. In particular, non-residential traffic should not be routed onto this street.

In this plan the site is recommended for the D3 zoning district. This district is recommended as a way to implement up to five units of single-family residential development on this site. Five units would match the number of units on the north side of Kessler View Drive. Although lot sizes would be smaller than the north side of the street, limiting the number of units to five would help blend development of this site with the character of the rest of Kessler View Drive.

The existing historic house on the site dates from circa 1925 and should be preserved.
Proposed zoning districts map
Priorities

At its September 20, 2011 meeting, the members of the Village of Millersville 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:

- Attract business that will fulfill the range of neighborhood-level retail and office needs.
- Maintain a mix of retail, office and residential uses within the village area.
- Retrofit the business area to be more pedestrian friendly.
- Establish a streetscape that is attractive, practical and reinforces the identity of the area.
- Use infrastructure to create a sense of place (e.g. public art, sculptural bridge railings, artistic street furniture or unique crosswalk markings).
- Conduct a traffic study of Emerson Way with the goal of maintaining traffic volume but increasing pedestrian safety and convenience.
- Study Fall Creek Parkway between Emerson Way and 56th Street with the idea of creating a more park-like setting and re-routing the trail to a less flood-prone location.
Appendix

Current zoning in Millersville

Commercial zones

- C1 – Assisted living, auditoriums, community centers, day care, health services (excluding hospitals), funeral homes, offices, radio and television studios, public uses such as libraries and museums, adult education (excluding universities) and subordinate accessory uses.
- C3 – All C1 uses (excluding assisted living and day care), drinking places (excluding live entertainment), restaurants, gas stations (excluding truck stops), billboards up to 378 sq. ft., personal services, neighborhood-level retailing, antique stores, department stores, consumer electronics, automotive oil change, repair of small goods, social clubs, and seasonal sales.
- C4 – All C3 uses, automotive uses, business services, veterinarians, drinking places with live entertainment, motels, indoor amusements, billboards up to 672 sq. ft., repair of large goods, community-level retailing, and theaters.

Other zones

- DA- agriculture or large lot single family residential
- DS, D2, D3 – Single family residential
- PK1 – Park
- SU34- Fraternal organizations and public ballrooms
- DP – Planned unit development. Two DPs are found in the core Millersville area: Boardwalk on Lake Kesslerwood and Windridge.
  - Boardwalk on Lake Kesslerwood: Based on zoning case 73-Z-11, DP-22 and modified by zoning case 88-Z-191, DP-8, this area allows single-family and multi-family residential development.
  - Windridge: Based on zoning case 73-Z-323 A & B, DP-24, which allowed for condominium development on the portion of the site south of Fall Creek, transfer of a strip along Fall Creek to the Department of Parks and Recreation for development of a parkway, and development of the portion of the site north of the parkway for neighborhood-level retail. The Department of Metropolitan Development current planning staff has determined “neighborhood-level retail” to mean land uses allowed by the C3 zoning district.

Proposed Neighborhood Village (NV) District

This district is one method of implementing the Village Mixed-Use recommendation of the Comprehensive Plan. It is intended to:
1. Preserve and restore existing, traditional and pedestrian scale buildings in established neighborhood commercial districts;
2. Create new commercial nodes that are pedestrian-oriented and provide uses that primarily serve adjacent neighborhoods;
3. Promote a balance of retail, service, office, dining and residential uses that serve the adjacent neighborhoods;
4. Alleviate development pressure on existing neighborhoods by placing reasonable controls on development and expansion of strip commercial areas within neighborhoods, particularly larger scale auto-oriented retail, service, office and dining uses that are intended to serve larger areas of the city;
5. Facilitate safe, attractive and convenient pedestrian circulation and minimize conflicts between pedestrians and vehicles;
6. Encourage pedestrian flow through the design of mixed-use buildings with ground floor level retail uses that open directly onto sidewalks adjacent to public streets;
7. Establish building facade lines and sidewalk requirements, and reserve the space between buildings and the street for pedestrian functions;
8. Promote a nodal form of neighborhood commercial development that is of such a size that all uses within the district are within a convenient walking distance of one another and economically sustainable.

Although the NV district is more about the “how” of development rather than the “what,” it is still helpful to distinguish between appropriate and inappropriate land uses in the village.

<table>
<thead>
<tr>
<th>Appropriate uses</th>
<th>Inappropriate uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Uses that generate pedestrian traffic</td>
<td>Uses that generate mostly vehicular traffic</td>
</tr>
<tr>
<td>Uses that are pedestrian –scaled</td>
<td>Uses that require a lot of space compare to the amount of pedestrian traffic they create</td>
</tr>
<tr>
<td>Uses that primarily serve the adjacent neighborhoods</td>
<td>Uses that require a lot of parking</td>
</tr>
<tr>
<td>Uses that minimize conflicts between pedestrians and vehicles</td>
<td>Uses that create conflicts between pedestrians and vehicles</td>
</tr>
<tr>
<td>A mix of retail, service, office, dining and residential uses</td>
<td>Uses that require a lot of outdoor storage or display</td>
</tr>
</tbody>
</table>

Proposed list of appropriate uses within a Millersville NV district:
- Retail Sales
- Office, studio, clinic, and similar uses
- Cultural center, museum, art galleries, libraries, and similar cultural facilities
- Education institutions (pre-K to 12th grade) (appropriate on the traditional parkway street typology, appropriate on other street typologies if limited in size)
- Education institutions (after 12th grade)
- Religious Uses
- Residential, multifamily
- Group Home for developmentally disabled
- Supportive housing, family care homes, congregate care homes, and assisted living (but limited in size)
- Lodging, hotel, bed & breakfast
- Automobile fueling & convenience (but limited in number)
- Automobile repair /service (but limited in size)
• Bar, Tavern or Nightclub (but limited in size)
• Bakery (Artisan, not industrial wholesale bakery)
• Commercial recreation or amusement establishments, such as theaters and other places of assembly and similar uses with primary activities conducted within fully enclosed buildings
• Day care center
• Furniture, Home improvement, Appliance store (sales/rental/repair) (but limited in size and amount of outdoor storage and display)
• Grocery store
• Laundry and dry cleaning collection station
• Liquor sales
• Microbrewery (Artisan distillery)
• Personal Service establishment
• Restaurant, coffee shop, delicatessen, and other eating establishments
• Tailoring, custom dressmaking, millinery and similar establishment.
• Veterinary, Animal care/boarding/hospital
• Bus stop
• Mobile vendor
• Parking garage (but with active ground-floor uses such as retailing)

Proposed list of inappropriate uses within a Millersville NV district:
• Nursing home
• Community gardens
• Residential, detached single-family or two-family
• Automobile sales/rental/leasing, new/used
• Automobile washing
• Boat and RV sales/rental/leasing, new/used
• Drive-in, drive-thru or drive-up service window (inappropriate if wider than one lane at the point it crosses a pedestrian way)
• Adult entertainment
• Outdoor commercial recreation or amusement establishment (appropriate only in the traditional parkway street typology)
• Funeral home
• Laundromat
• Laundry plant, dry cleaning plant
• Parking lot (commercial, surface)
• Power/gas substation
• Radio/TV/satellite/telecommunications tower
• Safety services (police, ambulance, fire)
• Self-service storage

These lists of uses should be further reviewed and modified to suit the specific needs of Millersville at the time a regulating plan is developed.