

## MEMORANDUM

To: Town Board of New Castle, David Brito, Town Planner and Millwood Taskforce  
From: Meg Walker and Sarah Crowell, Project for Public Spaces, Inc.  
Date: January 18, 2012  
Regarding: Summary of Phase 1 Information  
Millwood Hamlet Placemaking Plan  
Town of New Castle

This memo is intended to summarize the information we have gathered in Phase 1 that sets the stage for the next steps in the Millwood Hamlet Placemaking Plan. In Phase 1, we reviewed existing planning and zoning documents, we met with the Subcommittee of the Millwood Task Force, and we gathered demographic and market data, and looked at economic trends, to determine the viability of future commercial development. The memo includes:

1. A Market and Economic Development Analysis
2. Economic Benefits of Rail Trails: Data and Case Studies
3. Findings from October 28, 2012 Meeting with the Hamlet Subcommittee of the Millwood Task Force and site tour
4. Summary of Relevant Information from Existing Documents
5. Next Steps

## MARKET ANALYSIS

The hamlet of Millwood faces some very real challenges with respect to economic growth of its commercial center. While Millwood contains a well-heeled population with significant spending power, it is surrounded by established, successful retail centers. And unlike many traditional downtown commercial districts, Millwood's retail land uses are relatively spread out and interspersed with residential and industrial uses as well as a major power line easement. The key to the future economic success of Millwood's traditional downtown core lies better connections and a stronger single identity. Developing a distinct and appealing "brand" and finding ways to best address the preferences and needs of the potential customer base.

This market analysis characterizes the potential market and delves into the implications for potential development in the hamlet. This information will help guide efforts to strengthen and stabilize the hamlet and secure its position as a successful community center and retail destination.

### Competition

Millwood is a wealthy suburban community with no lack of retail opportunities in the surrounding area. From big box developments to charming main street district, Millwood residents have access to a broad spectrum of retail experiences.

Based on input from committee members and other information, ten commercial centers were identified as the primary competition for Millwood businesses. These ten retail centers are between four and twelve miles from Millwood and provide a wide range of stores and services, ranging from daily needs (groceries, drug store) to comparison goods (clothing, housewares) to dining. The preponderance of nearby business districts emphasizes the importance of developing a strong identity that will draw customers who have a number of choices to Millwood to do their shopping.

Competitive Commercial Centers		
Area	Miles from Millwood	Stores
Mt. Kisco	5.3	A&P Target Dining
White Plains	12	Whole Foods Dining establishments Clothing and major shopping
Pleasantville	5.1	Jacob Burns Cinema
Chappaqua	4.0	Town Hall Senior Center Library Dining (eg Susan Lawrence)
Hawthorne	7.1	Multiplex Home Depot
Briarcliff Manor	5.4	Pizza Starbucks Value Drugs Mrs. Greens Food shopping
Croton	11.1	Shoprite

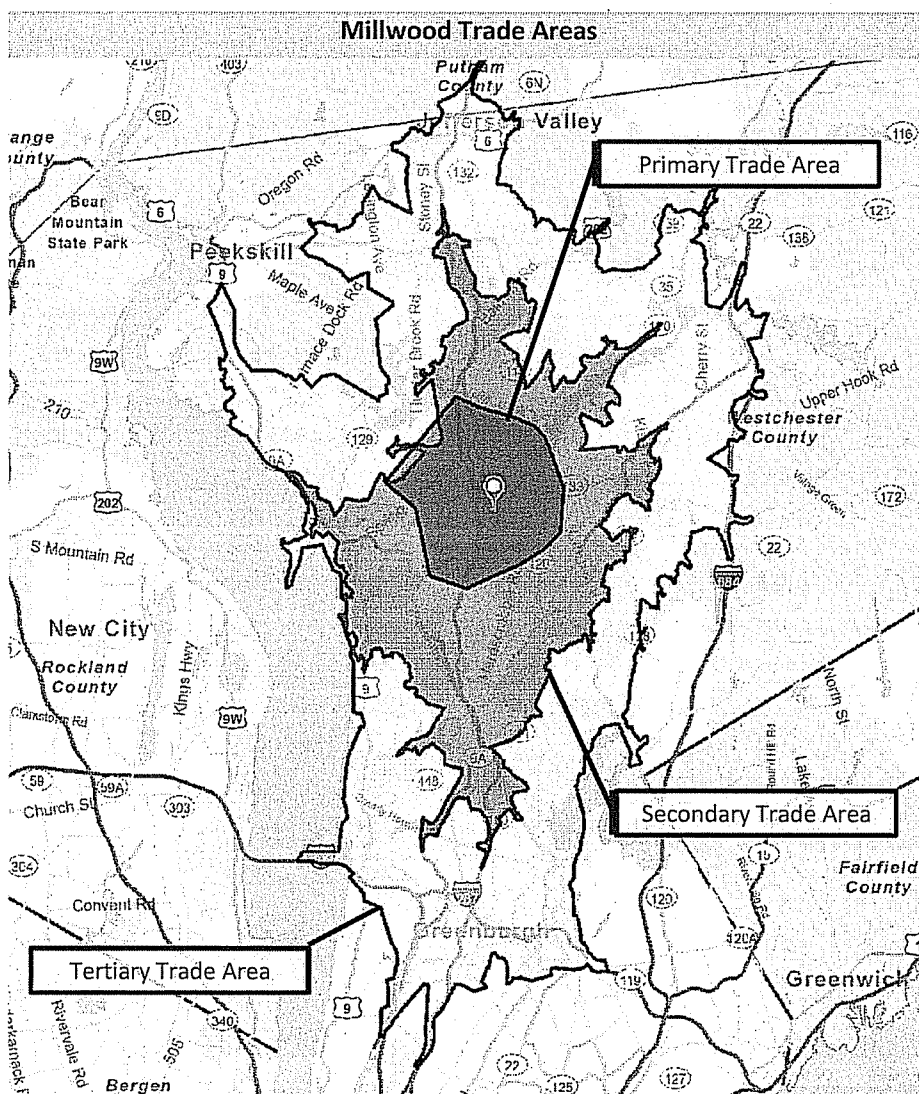
Ossining	4.1	Farmers Market Library Recreation/sports
Yorktown Heights	6.6	Medical offices
Thornwood	6.9	Shoprite

## Trade Area

In any market analysis, it is important to define the trade area, which is the geographic area from which the majority customers originate. The *primary trade area* for Millwood was determined based on drive times, and takes into account the competition from surrounding commercial districts.

This delineation is not meant to suggest that prospective customers of local businesses will be drawn solely from this geographic area, or that these customers will patronize only Millwood businesses. Businesses in Millwood may provide goods and services to people outside the primary trade area, just as the population of the primary trade area may shop elsewhere.

In order to provide a more complete characterization of Millwood's potential customer base, a



*secondary trade area* was also identified. The secondary trade area, the area defined by a ten-minute driving distance, includes customers who may shop elsewhere for daily needs, but will be attracted to Millwood for specialty shopping and dining. This group may also visit Millwood for daily shopping if it is convenient and offers a comfortable shopping experience and a good mix of stores and services.

While these three trade areas do not, of course, include every potential patron of a Millwood business, taken together they can provide a reasonable basis for

SOURCE: ESRI and USGS

assessing retail potential of Millwood.

However, in order to provide additional context, a *tertiary trade area* is also illustrated on the trade area map. This trade area is defined as the geographic area within a 15 mile drive of Millwood. Because of the number of existing retail districts in the area, it is not likely that the population of this trade area will become daily shoppers in Millwood. However, this population can reach Millwood fairly easily and are a potential market from which to draw for specialty businesses and services, including entertainment, dining, larger retail, etc.

### Population and Households

The population size in and around Millwood, measured by both individuals and households, is steady, with a growth rate of less than 1% of most of the area. This stability is consistent with an established residential community with only limited room for new development.

Population and Households			
	2010	2015	Percent change
<b>Primary Trade Area</b>			
Population	6,357	6,396	0.61%
Households	2,008	2,018	0.50%
Avg. Household Size	3.09	3.09	
<b>Secondary Trade Area</b>			
Population	75,065	75,611	0.73%
Households	26,142	26,271	0.49%
Household Size	2.75	2.76	
<b>Tertiary Trade Area</b>			
Population	239,906	243,060	1.31%
Households	84,400	85,484	1.28%
Household Size	2.69	2.69	
<b>Westchester County</b>			
Population	956,959	966,110	0.96%
Households	345,534	348,186	0.77%
Household Size	2.70	2.70	
SOURCE: ESRI and US Census			

Notably, household size in the primary trade area is significantly larger than in the secondary and tertiary trade areas and even in Westchester County as a whole. The relatively large household size would indicate a predominance of families with young children. This conclusion is supported by data from the 2000 Census, which reported a significantly large proportion of households with children in the primary trade area. A concentration of families with children suggests a higher-than-usual demand for children's stores and services and family-friendly restaurants in the Millwood area.

Households 2000			
	Households	Households with related children	Households with persons 65+
Primary Trade Area	1,972	47.9%	19.1%
Secondary Trade Area	25,684	39.3%	23.0%
Tertiary Trade Area	81,221	36.6%	24.8%
Westchester County	337,142	36.2%	26.8%
SOURCE: ESRI and US Census			

## Age

As would be expected given the relatively large proportion of families with children, the percent of the population of the primary trade area under the age of 18 is greater than in the surrounding areas. However, less predictably, the median age is older – 43.7 years in 2010, and compared to 39.9 in Westchester County. This is due to a population that is skewed toward the 35-65 age group, a population that tends to be in the prime of professional life and at the peak of earning potential.

A busy, working population with substantial disposable income tends to patronize dining establishments (both eat-in and take-out) and tends to be more interested in convenience and service than in price. Millwood's accessible location suggests that businesses able to appeal to this population would thrive.

Population by Age								
	Primary Trade Area		Secondary Trade Area		Tertiary Trade Area		Westchester County	
	2010	2015	2010	2015	2010	2015	2010	2015
18 and under	29.5%	26.5%	25.4%	23.9%	24.2%	23.0%	24.8%	23.8%
19 to 34	9.7%	11.5%	18.2%	19.9%	17.0%	20.5%	19.2%	20.4%
35 to 64	47.7%	45.1%	43.4%	40.9%	42.9%	40.7%	41.6%	39.8%
65 and over	13.1%	16.9%	13.0%	15.3%	15.9%	15.8%	14.4%	16.0%
Median Age	43.7	46.8	40.3	41.2	40.4	41.0	39.9	40.4
SOURCE: ESRI and US Census								

## Income

Millwood is an extremely wealthy community. The median household and per capita incomes are significantly higher in the area immediately surrounding Millwood than in Westchester County, with the highest income households in the primary trade area.

As is illustrated in the table below, the already high incomes are projected to increase on both a household and per capita basis in the near future, resulting in more disposable income in the immediate area in the coming years. Although Millwood's primary trade area is small, the significant spending potential in the neighborhoods immediately surrounding Millwood indicate a strong potential for retail growth, especially in the area of higher-end convenience goods and services that people tend to prefer to seek out close to home.

Income		
	2010	2015
<b>Primary Trade Area</b>		
Median Household Income	\$176,861	\$215,798
Median Per Capita Income	\$76,873	\$91,474
<b>Secondary Trade Area</b>		
Median Household Income	\$103,926	\$114,252
Median Per Capita Income	\$50,505	\$46,516
<b>Tertiary Trade Area</b>		
Median Household Income	\$97,341	\$107,685
Median Per Capita Income	\$46,516	\$54,126
<b>Westchester County</b>		
Median Household Income	\$83,123	\$96,466
Median Per Capita Income	\$44,320	\$51,753
SOURCE: ESRI and US Census		

## Education

The population in the primary trade area is highly educated. 77.8% of the adults over 25 have a college degree and over half of those also have a graduate or professional degree.

Education, 2010 Population 25+		
Total	% with Bachelors Degree	% with Graduate/Professional Degree
Primary Trade Area	32.2%	45.7%
Secondary Trade Area	26.0%	29.9%
Tertiary Trade Area	24.9%	25.9%
Westchester County	22.6%	23.0%
SOURCE: ESRI and US Census		

While the population of the surrounding area has not attained the high level of education of the primary trade area, the percent of adults with college and graduate/professional degrees is significantly larger than the educational attainment of the general population of Westchester County. The education level suggests a discerning consumer with refined tastes.

## Market Segmentation

Market segmentation is a tool used to characterize a particular marketplace. It is based on the theory that people with lifestyles and similar tastes tend to gravitate towards the geographic areas. Community Tapestries, developed by ESRI Business Solutions, categorizes households into 65 distinct market segments according to demographic, geographic and socioeconomic characteristics. These market segments provide insight into the consumer preferences and behavior, thus providing a basis for business recruitment within a trade area as well as informing business product selection and marketing.

The top Community Tapestry market segments in the trade areas are summarized in below. The primary trade area is comprised almost exclusively of the Top Rung segment. This group is characterized by tremendous spending power and a taste for high end products. They travel frequently, enjoy dining out and attending cultural events, and tend to be avid readers of periodicals and books. This group is health conscious and physically active. In addition, they are often involved in their communities, in politics and in social and environmental charities.

While there is more diversity of market segments in the secondary and tertiary trade areas, the top five segments present in these groups, with the exception of City Lights, share many of the characteristics of the Top Rung. They are consumers of high-end goods and services and spend freely on entertainment, travel and dining out. All are health conscious and participate in outdoor activities as well as aerobics and yoga.

### Top Five Tapestry Segments

<b>Primary Trade Area</b>	
1. Top Rung	95.4%
2. Connoisseurs	4.2%
3. Wealthy Seaboard Suburbs	0.4%
4. Na	0%
5. Na	0%
<b>Secondary Trade Area</b>	
1. Top Rung	23.8%
2. Wealthy Seaboard Suburbs	14.8%
3. Urban Chic	14.7%
4. City Lights	9.5%
5. Connoisseurs	9.4%
<b>Tertiary Trade Area</b>	
1. Wealthy Seaboard Suburbs	20.6%
2. City Lights	14.5%
3. Top Rung	13.8%
4. Urban Chic	13.4%
5. Connoisseurs	8.2%

Source: ESRI

The mix of Tapestry segments in the area suggests relatively uniform consumer behavior. A predictable customer base with similar interests and spending patterns can make business recruitment, positioning, and success more predictable than in a more diverse community. By focusing on the similarities across

the market segments, potential for success can be maximized. In Millwood an appealing retail and service mix of upscale goods and services, including perhaps a health club, gourmet shops, and selective boutiques, would position Millwood well to attract the prevalent market segments in the trade areas.

The one category that is somewhat distinct from the others in the area is City Lights, which represents 9.5% of the households in the secondary trade area and 14.5% of the households in the tertiary trade area. This segment is much more price-conscious than others, and tends to do most shopping in large big-box stores such as Target and Cosco. It may be difficult to attract this group to Millwood for any significant retail purchases, but City Lights households do share a health-conscious lifestyle with the other more predominant groups. Outdoor activities, perhaps building on the bike trail, may encourage this group to spend more time in Millwood, as would a fitness facility.

Predominant Tapestry Sectors					
	Top Rung	Connoisseurs	Wealthy Seaboard Suburbs	Urban Chic	City Lights
<b>Household Type</b>	Married-Couple Families	Married-Couple Families	Married-Couple Families	Mixed	Mixed
<b>Median Age</b>	44.2	47	43.3	42.7	38.6
<b>Income</b>	High	High	Upper Middle	Upper Middle	Middle
<b>Employment</b>	Prof/Mgmt	Prof/Mgmt	Prof/Mgmt	Prof/Mgmt	Prof/Mgmt/Svc
<b>Education</b>	Bach/Grad Degree	Bach/Grad Degree	Some College; Bach/Grad	Bach/Grad Degree	Some College; Bach/Grad
<b>Race/Ethnicity</b>	White	White	White	White	White; Asian; Hispanic
<b>Activities</b>	Participate in public/civic activities; vacation overseas; play golf and tennis	Do volunteer work; travel frequently by plane; exercise	Fishing, skiing, theater; take all-inclusive vacations	Buy natural, organic foods; participate in yoga; drink coffee	Take cruises; Shop in big box stores; Practice yoga
<b>Financial</b>	Own stock worth \$75K+	Own American Express card	Own insured money mkt. account	Trade/track investments	Own American Express card
<b>Media</b>	Classical, all-news radio	Listen to public, all-news, classical radio	Listen to all-news radio	Listen to classical music on radio	Listen to all-news radio

SOURCE: ESRI

### Retail Sales and Leakage

Retail demand drives retail success: that is, the number and type of stores a trade area can support are directly related to the level of demand for specific product types in that trade area. By contrasting the demand for consumer goods by store type by the actual sales within the trade area, a general picture of the unmet demand and potential for retail development can be extracted.

Categories that reveal leakage (i.e., expected spending within the trade area exceeds actual sales) generally represent the best opportunities for retail development. However, the sales in those



categories may be already satisfactorily met in other nearby retail district, so it is important to consider regional context and competition when evaluating growth potential. While the following spending power analysis can help inform planning and development, it should always be viewed in context of the larger economic environment.

As would be expected given number of successful retail centers surrounding Millwood, retail demand of the population within the primary trade area is not being met locally. However, it is interesting to note that the same is true of the secondary and tertiary trade areas, even though these larger geographic areas contain many of the competing business districts identified in this study. In fact, the only category that does not reveal a surplus is Electronics & Appliance Stores in the tertiary trade area.

Although it is likely that some of the unmet retail demand is being satisfied outside the area, either through mail order or near residents' place of work, the significant retail leakage across the board does indicate the potential for additional retail development in Millwood. However, due to the significant competition surrounding Millwood on all sides, a plan to move forward with retail recruitment should also be mindful of the complete customer experience. The focus should be on identifying those businesses and community amenities (such as the bike path) that do or have the potential to serve as anchors for the hamlet and build on those to create strong sense of identity. A strategic plan for Millwood's downtown should also capitalize on convenience – a key factor in a potential customer's decision-making process. Millwood is the closest retail destination to its entire primary trade area – which is comprised of wealthy households with substantial spending power. With the right business mix and community amenities, Millwood could become the daily retail district of choice for residents in the primary trade area and beyond.

## ECONOMIC BENEFITS OF RAIL TRAILS

Over the past 20 years, many old railroad rights-of-way have been transformed around the country into well-used bike and walking paths, thanks in large part to federal Transportation Enhancement funds and strong advocacy from the Rails-to-Trails Conservancy. Recent studies have shown that rail trails can give an economic boost to the communities they pass through, both attracting new businesses and raising property values. According to a report produced by the Rails-to-Trails Conservancy, "the evidence supporting the conclusion that trails and greenways improve local economies grows greater by the day. Across the United States, trails and greenways are stimulating tourism and recreation-related spending. Trails and greenway systems have become the central focus of tourist activities in some communities and the impetus for kick-starting a stagnating economy."<sup>1</sup>

A report produced by the National Transportation Clearinghouse in 2002 and updated in 2007 gives examples of many trails that have transformed local economies:

- In Pennsylvania, the direct economic impact of the Great Allegheny Passage was estimated to exceed \$14 million per year, according to a 1998 study. The town of Confluence, located at one of the trail heads, experienced an influx of new businesses catering to trail users as well as a jump in property values.<sup>2</sup>
- Soon after the opening of the Mineral Belt Trail in Leadville, Colorado, the city reported a 19% increase in sales tax revenues.<sup>3</sup>
- One of them most successful rail trails in the country, the 16-mile long Monon Rail Trail through Indianapolis, Indiana, sees 1.2 million users per year. The city's parks department has counted more than 20 new businesses that have popped up along the trail to serve riders and walkers. Because it links neighborhoods and other destinations, it has also provided an alternative route for commuters in the city.<sup>4</sup>

A local example, the Harlem Valley Rail Trail, has helped to transform the Village of Millerton, New York, in Dutchess County into one of the "top ten coolest towns in America" according to Budget Travel Magazine.<sup>5</sup> The village's appeal can be attributed to its old-fashioned Main Street lined with independent businesses ranging from a tea shop and cafes, to antique stores. Bike racks are sprinkled around the business district to welcome rail trail users into town. The Harlem Valley Rail Trail Association, also located in Millerton, can take a lot of credit for raising the money, and building and maintaining the trail, which is a Dutchess County Park. HVRT also holds an annual bike tour and festival, called the Harlem Valley Rail Ride, that attracts riders of all ages from all over the northeast.

According to Mayor John Scutieri "... it's pretty obvious that the Rail Trail gave a boost to the economy in Millerton. A lot of people come from quite a distance to use it, and they're not just going to use the trail, they're going to take advantage of the restaurants and shops. I'm excited about the anticipation of an expansion north of the village. It's a huge asset to us." Scutieri said that some of the recent

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<sup>1</sup> *Economic Benefits of Trails and Greenways*, Stephen Miller, 2009, for Rails to Trails Conservancy.

<sup>2</sup> *Enhancing America's Communities: A Guide to Transportation Enhancements*, National Transportation Enhancement Clearinghouse, 2002 and 2009.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> *10 Coolest Small Towns*, Budget Travel Magazine, Shax Riegler, September 2007.

improvements to the village, such as an additional parking lot on South Center Street, are directly related to Rail Trail use.<sup>6</sup>

The economic success of businesses near a rail trail, as with any recreational destination, depends on good visibility, signage and robust promotion. A recent article in the Journal News described how businesses in Millwood and Yorktown Heights were profiting from their proximity to the North County Trailway<sup>7</sup>, but it appears that no cooperative marketing effort has ever been attempted to promote businesses in the towns that lie along the trail. Nor does signage direct riders to nearby commercial districts.

Le P'tit Train du Nord, a rail trail in the Laurentian Mountains of Quebec, is well-known for the many cafes and B&B's that are located right on the trail or within easy walking distance, and well-marked with signage. Trail users are able to plan a multi-day ride knowing there are places to stay along the way and numerous dining options. Good visibility and easy access from the trail may be another key to the businesses' success.

The Hudson River towns of Hastings, Dobbs Ferry and Irvington have united to form the Rivertowns Tourism Board to promote the Old Croton Aqueduct State Historic Park that runs right by their commercial districts. The Rivertowns Tourism Board ([rivertownsny.org](http://rivertownsny.org)) has promoted walking tours, the Aquefest (and annual Aqueduct festival with music, games, food and bike tours) and other local events in the downtowns through spots on a popular radio station in the metropolitan area (WFUV). More than 80 people from all over the region turned out for the walking tour, and then shopped and dined in the rivertowns. The Tourism Board has also advertised on Metro North trains, resulting in a large increase in bike ridership during the summer of 2011. A local bike rental shop in Dobbs Ferry rented bikes to over 200 out-of-town visitors who saw the ads on the train. The Tourism Board is working with a local marketing company to place the ads (which are paid for by local sponsors and the Westchester Tourism Agency) and create the website.

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<sup>6</sup> *Rail Trail Extension Gathers Steam*, Millerton News, Cory Allen, January 6, 2011.

<sup>7</sup> *Trailway Leads to Prosperity*, LoHud.com and Journal News, Brian J. Howard, January 14, 2012.

## FINDINGS FROM MEETING WITH THE HAMLET SUBCOMMITTEE OF THE MILLWOOD TASK FORCE

Meg Walker and Sarah Crowell of PPS met on October 28, 2011, with David Brito and Janice Friend of the Town of New Castle and the following members of the Hamlet Subcommittee: June Farnham, Diane Kleinmann, Don Weisstuch, Michael Stern. The meeting included a discussion of goals for the planning process, destinations in the Hamlet of Millwood and a walking tour of the Hamlet. In the discussions, some of the subcommittee members envisioned a new role for the Hamlet as a neighborhood center and community gathering place, while others were concerned about competition from a multitude of destinations in the area. All saw obstacles to future development in the Hamlet, including the lack of a municipal sewer system and a shortage of developable land in key locations, due to the power lines. The following are the findings from the discussions:

### I. Goals for the Millwood Study

- Determine what business and property owners want.
- Create an identity for Millwood.
- Create a sense of community or feeling of belonging
- Capitalize on great location (transportation hub).
- Expand retail to serve the subregional market better.
- Provide more services
- Determine what new businesses to bring here. (e.g. medical and professional offices).
- Provide more parking.
- Increase commercial tax base.
- Create a viable commercial center with retail and services that will provide one-stop shopping and reduce driving.
- Improve walkability (e.g. build sidewalks on Route 100)
- Transform Millwood into an attractive, well-maintained hamlet.
- Millwood becomes a destination location, not just a place to pass through.
- Build on Millwood's assets: leverage bike trail; capture contractors drawn to existing lumber yard & nursery.

### II. Suggested Uses

Other new uses were suggested:

- Library
- Professional offices
- More convenience retail and services
- Clothing stores

### III. Primary Destinations in Millwood

Meg described the Power of Ten concept: every town needs at least ten great places or destinations and every destination should have at least ten things to do. The group identified the major destinations in Millwood:

#### Top Three

- A&P Supermarket
- Rocky's Delicatessen
- Millwood Lumberyard

#### Others:

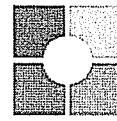
- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>• Pharmacy</li><li>• Tazza Café</li><li>• Dry Cleaners</li><li>• Hardware Store</li><li>• Liquor Store</li><li>• Post Office</li><li>• Bank</li></ul> | <ul style="list-style-type: none"><li>• Garden Center</li><li>• Millwood Animal Clinic</li><li>• Gedney Park</li><li>• North County Trailway</li><li>• Spacerelli's Restaurant</li><li>• Nail Salon</li><li>• Gas Station/Convenience Store</li></ul> |
|---|---|

While many residents in the area like to shop in Millwood because it is convenient, it does not offer a full range of retail goods and services that may be found in the larger towns of Mount Kisco and Ossining. Therefore, it does not serve as a "center" for the community as well as it could. Many outsiders, especially contractors, come to Millwood because of the lumberyard, hardware store and garden center. Both locals and visitors like to eat at Rocky's Deli, which is a well-known institution in the area.

Millwood does not provide "one-stop" shopping because of the difficulty in walking between the Millwood Plaza Shopping Center and the crossroads near the old station. The power lines essentially cut the hamlet in two.

#### IV. What are the Major Destinations in the Area?

The group was asked where they went to meet their needs: groceries, clothes, entertainment (e.g. dinner and movie), community events, government services):



- Mt. Kisco A&P
- Mt. Kisco Target
- Whole Foods in White Plains
- NYC
- Jacob Burns Cinema, Pleasantville
- Restaurants in Mt. Kisco and White Plains
- Clothing stores and major shopping in White Plains
- Town Hall and Senior Center in Chappaqua
- Susan Lawrence for lunch and take-out in Chappaqua
- Hawthorne Multiplex
- Euro Pizza in Briarcliff Manor
- Starbucks in Briarcliff Manor
- Value Drugs and Mrs. Greens in Briarcliff
- Home Depot on Route 6
- Food shopping in Croton, Briarcliff and Mt. Kisco
- Ossining Farmers Market
- Ossining Library
- Medical offices in Yorktown Heights
- Shoprite in Thornwood or Croton
- Recreation/sports in Ossining
- Walking and bike riding on local trails and in Gedney Park

It was clear from the discussion that Millwood and West End residents are drawn to a variety of destinations in the area, and particularly outside New Castle, based primarily on: 1) proximity and ease of driving to where they live and 2) where they have developed an allegiance and sense of community through the school district. For example, some frequent grocery stores, parks and the library in Ossining because their children were in the Ossining school district and that is where their friendships evolved and recreational activities took place. Others find it easier to drive north to Mount Kisco or south to Briarcliff, rather than drive the more circuitous east-west road to Chappaqua.

#### V. Walking Tour

The group walked the Millwood area beginning at the existing Fire Station #1 on NY Route 120/133, heading east to the lumber yard and new firehouse locations, then south along the Westchester County Trailway and Station Road to NY Route 100, making its way north up NY Route 100 and ending at the Millwood Park.

Topics discussed during the walk:

- New Firehouse. The new firehouse will be set back on a parcel to the north of Route 120, with access from the existing Allen Avenue right-of-way. It will provide community meeting rooms and serve the community much like the existing firehouse does.
- Old Firehouse. The building will be sold and could be redeveloped as retail with residential above. It is recommended that if a new building is built, that it be set back from Millwood Road to improve sight-lines.
- Intersection of Millwood and Station Roads. The intersection has a stop sign for ?. The group said that no one particularly wants a traffic signal at this intersection.
- Parcel along tracks, north of Millwood Road. This long parcel is owned by Millwood Realty, the same owner as the lumber yard. The retail store on Millwood Road is vacant and the property in the back is used for storage of trucks and materials of local contractors. This parcel runs parallel to the Rail Trail and could offer excellent access for bike riders and walkers.
- Schumann Road. The parcels are zoned for industrial use, and include light industry, offices and a school. Parcel 39 is being redeveloped with a cell tower, offices and parking.
- Lumberyard area. Millwood Lumber is a major anchor in the Hamlet and a destination for contractors from all over the region. The property is owned by Millwood Holdings, which also owns the station parcel. The lumberyard will be improving the parking area and its drainage.
- Station parcel. The property is used for additional parking by Millwood Lumber employees and customers. The historic station building is in poor condition, but the owner is looking at restoring it, and building an addition, so that it can serve as a small café or ice cream shop with a total of 1500 sf. New landscaping and benches were recently installed at the north end of the property.
- School on Station Road. We talked to an employee from the Devereux School who told us that groups of students often walk to the Millwood Plaza Shopping Center, but have difficulty crossing Station Road at that location.
- North County Trailway. The trailway is viewed as an opportunity to take greater advantage of, both as a recreational destination for the community as well as a tourist destination for people from all over the region. The parking lot is on Con Edison property, under the power lines, and is not easily accessible from either of the commercial nodes. Crossing Station Road at that location is difficult.
- The Millwood Plaza Shopping Center. Designed as a conventional strip shopping center, it is the primary destination in Millwood for residents in the area. In addition to the A&P Supermarket, it provides most of the community services: a small café, a post office, a liquor store, drug store, etc.
- Millwood Park. Located adjacent to the busy Rocky's Delicatessen, Millwood Park has a small softball/Little League field, tennis courts and a small playground. Subcommittee members did not know how frequently the field or other amenities are used and had little knowledge of who the users are.

- Crossing Route 100 and sidewalks. Subcommittee members mentioned how difficult it is to cross Route 100 at Millwood Park because of the lack of crosswalks and the fast moving cars. Families would like to cross the street for pizza after games, but this poses a hazard.
- Traffic. The group noticed that cars were moving too fast on all the routes through the Hamlet, making it difficult to cross the streets.

#### VI. Community Workshop and Next Steps

The group suggested that business owners be invited to participate in the public workshops in Phase 2 of the planning process. They also suggested that surveys of local business owners and residents be conducted to gather additional data and ideas. Workshops will be open to the public and we discussed how to reach out to the community to encourage a good turnout.



## SUMMARY OF RELEVANT INFORMATION FROM EXISTING DOCUMENTS

### **1. Millwood Design Guidelines, 1993, Amended 1999**

The Guidelines were created to:

- Maintain small hamlet-scale in new development
- Introduce elements that encourage walking
- Orient buildings toward the street with parking behind the buildings (avoid strip development)
- Encourage irregular building forms with interior walkways and courtyards
- Emphasize landscaping, signage and harmonious design treatments

The Design Guidelines require that new development be located close to the street and that parking lots be located to the rear of the buildings. To retain the small-scale character of the Hamlet, building walls are limited to 60'. Two sidewalk treatments are recommended in the Hamlet, depending on whether or not the sidewalk runs adjacent to a building. No sidewalk is required on the east side of Station Road or on the south side of Station Road, across from the Millwood (A&P) Shopping Plaza, presumably because the railway runs along the road in these areas. New sidewalks require curbs, decorative brick paving, street trees and pedestrian-scaled, decorative street lights. Consistent street furniture – benches, planters, bus shelters— and plantings are encouraged throughout the Hamlet.

The Guidelines recommend that pedestrian cross-walks be installed at the three major intersections/gateways leading into the Hamlet. Mid-block crosswalks would be added as needed. Crosswalks would be of a different material from the asphalt paving, such as imprinted asphalt, concrete pavers or concrete.

The Guidelines propose designs for the gateways to the Hamlet that include landscaped areas, street trees, medians and bus stops. It appears that the south entrance has been built according to this design.

The Guidelines recommend that buildings be harmonious in color, scale, height, roof lines and roof type. Even awnings should be consistent in color and style. Only gable roofs are permitted, and buildings are limited to two stories with a third floor in the attic.

The document requires the Planning Board to determine compliance with the streetscape and site design guidelines, and the Board of Architectural Review to be responsible for signage and architectural guidelines.

### **2. Millwood Hamlet Center Zoning Analysis and Area Site Plan Study, Frederick P. Clark, 2009**

General Recommendations (from meetings with Planning Board and Millwood Task Force):

- More retail development at street level.
- Small village-like clusters of buildings on large parcels desirable.
- Locate off-street parking in the rear portion of properties.
- Limit number of curb cuts on Millwood Road.
- Give more prominence to the North County Trailway in future site planning and create pedestrian links to adjacent properties.

- Improve pedestrian circulation. Construct sidewalks between the Hamlet and Gedney Park and Westorcharde School.
- Reexamine building height and set-back requirements in zoning and Millwood Design Guidelines to avoid too much bulk close to the street. Permit more diversity in architectural styles and roof design.

#### Site Specific Recommendations

Station Parcel: Relocate and restore the former station building, and expand it to create a 1,500 sf carry-out restaurant and a 15 space parking lot. Create a "village green" at the northern end of the site and connect directly to trailway.

Current Firehouse: Relocate or reconstruct the building to create a two-story building with 2700 sf of retail on the ground floor and 3 apartments above. Provide a 23 space parking lot to serve both uses. Relocate the building to improve sightlines at the access to the driveway.

Industrial Property North of Millwood Road: Redevelop the property in compliance with the I-G zoning district provisions (retail and office). Construct multiple two-story buildings around an open plaza with links to the trailway and off-street parking in the rear.

Off-street parking requirement is a major determinant in the amount of development on these parcels. Creative solutions, such as shared parking, could be considered on these and other properties.

Environmental and stormwater management constraints may limit development further, however.

### **3. Zoning for Millwood Hamlet: Permitted Uses Summary**

B-R (the predominant zoning district in the Hamlet Center): Permits a broad range of institutional, retail and commercial uses, including gas stations and offices. Permits multiple dwellings, apartments above street level commercial uses and workforce housing. Does not permit single-family houses and does not require commercial uses on the ground floors.

B-D (Millwood Shopping Plaza area and across Station Road): Permits retail and office uses, restaurants and multi-family housing.

I-G (Schumann Road and large parcel north of Millwood Road): In addition to any non-residential use permitted in B-R and B-D (retail, restaurants, institutions), it permits labs, light industry, public garage. Only residential use permitted is workforce housing.

## NEXT STEPS

PPS will build on the work completed in Phase 1 in the next phases. The research and market analysis will be presented to the public in the Community Placemaking Workshop and will guide our recommendations.

## PHASE II: BUILD THE VISION

**2.1 Community Placemaking Workshop.** PPS will conduct one community workshop in the form of an open public forum with residents, business interests, employees, property owners, merchants and civic leaders. Drawing from our extensive archive slides and the photographic documentation of the existing site and context, PPS will give a PowerPoint presentation illustrating relevant examples of successful Main Streets, public spaces and mixed-use development elsewhere. PPS has found this to be an effective way to set the stage for a cooperative program of improvement by getting people in the community to think about positive change and how they can work together to achieve it.

**"Place Performance Evaluation."** © As part this workshop, PPS will conduct its "place performance evaluation" © exercise ("Place Game") to enable participants in the workshop to observe and record existing conditions and patterns of use as well as interview users on-site at selected areas of potential improvement. This exercise incorporates PPS observation and interview-data gathering techniques in the format of a game that involves participants (organized in different groups) in evaluating and understanding the sites around them from a user-oriented point of view. Small groups then report back to the larger session and further develop their findings and ideas.

**Lighter, Quicker, Cheaper.** PPS will work with the community to identify programs and projects that can be put in place right away, at low cost, and with a variety of partners that will help to build enthusiasm, allow the community to experiment with different types of programming that attract a wide range of people and build a sense of ownership.

**2.2 Pedestrian and Merchant Surveys.** PPS could prepare surveys for pedestrians and business owners to ascertain perceptions and sensitivities, and desires and needs concerning issues such as pedestrian comfort, safety and security, retail needs, events and programs, and appearance and character of the study area. Distribution and collection of the surveys would be organized by the client and carried out by committee volunteers. Results would be tabulated by volunteers, with PPS assistance. PPS would analyze the data from the surveys.

**2.3 Meeting with Millwood Taskforce.** PPS will meet with the taskforce and Town officials to discuss the findings of the workshop and the surveys, and the recommendations that will go into the final report.

## PHASE III: REPORT

**3.1 Development of draft report and concept plan.** Based on an analysis of the data collected and on the priorities discussed at the workshops, PPS will develop recommendations and present them in a draft report along with concept plans and sketches to discuss the relative merits of various options and provide a framework for making informed decisions about resource allocation.

**3.2 Meeting with Millwood Taskforce.** PPS will meet with the taskforce and Town officials to review draft recommendations before the public meeting.

**3.3 Presentation of draft report and concept plans.** PPS will present the draft report and concept plans developed from the community workshops to the Steering Committee and the public. The feedback received at this time will inform the drafting of the final report.

**3.4 Final report.** Input collected at the public presentation of the draft report will inform the writing of the final report. In addition to a written report, PPS will include sketches and diagrams of selected improvement areas and photographs of existing conditions alongside successful examples in comparative situations that address recommendations for potential design, management and programming improvements. One colored site plan of the entire study area will also be prepared.