

CASTLETON

STRATEGIC REVITALIZATION

PLAN 2020

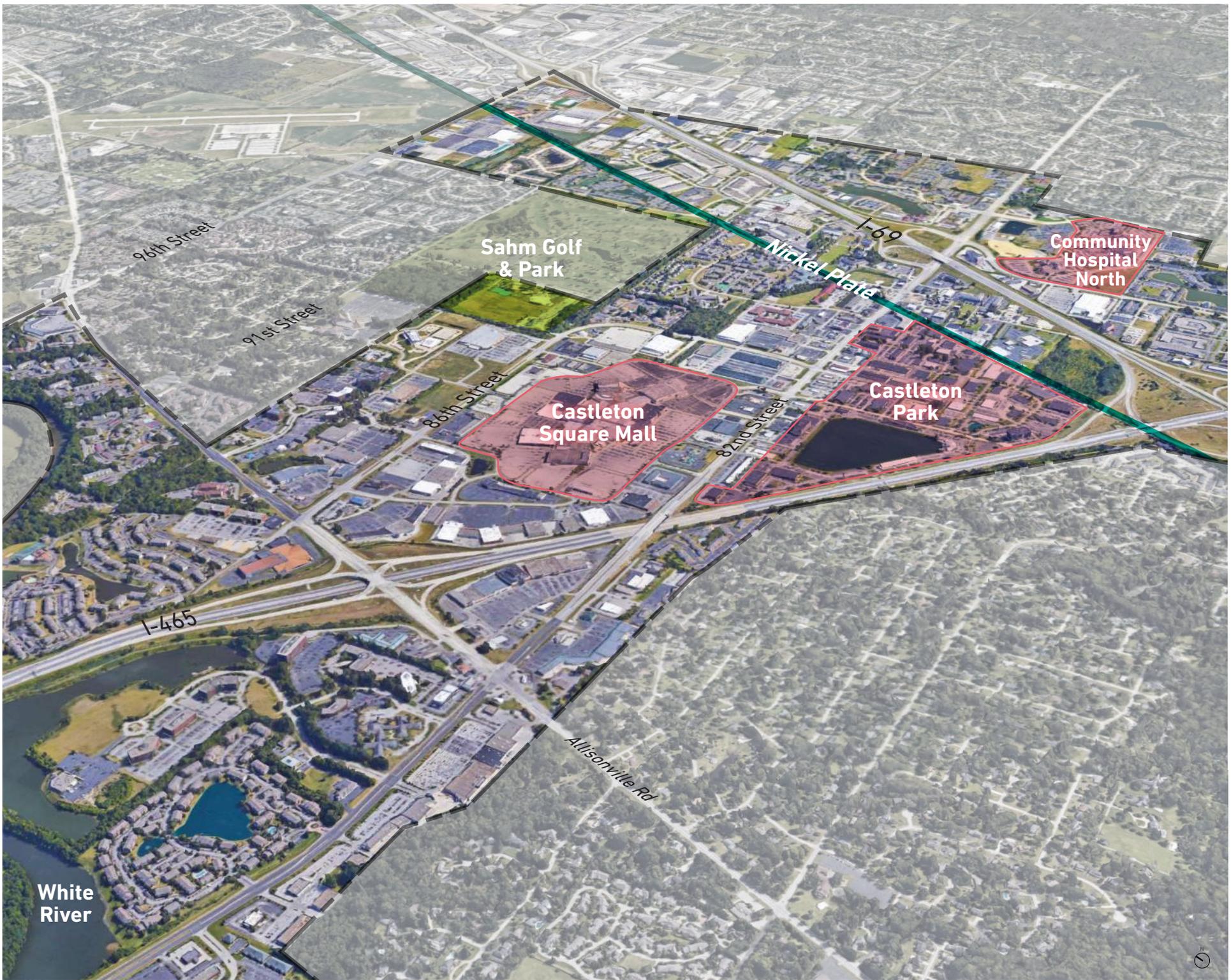
SHOP. EAT. PLAY.



MKSK

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96th Street

91st Street

Sahm Golf & Park

86th Street

Castleton Square Mall

82nd Street

Castleton Park

Nickel Plate

I-69

Community Hospital North

I-465

Allisonville Rd

White River



EXECUTIVE SUMMARY

INTRODUCTION

For more than a generation, Castleton has served as a vibrant center of commerce for all of Central Indiana. As national trends change, however, so must our communities - this Castleton Strategic Revitalization Plan positions the area for a new era of vitality as a center of not just shopping, but living and playing. This year-long process focused on understanding Castleton today, capturing public input through a robust process, exploring opportunities for the future revitalization of this area, and making recommendations for implementation steps to catalyze rebirth.

Castleton is a large area of Indianapolis's northeast side with complex issues and vast opportunities. Sitting approximately ten miles northeast of Downtown Indianapolis, and just south of the Hamilton County boundary, Castleton is advantageously located to continue to serve as a regional attraction.

Within the larger Castleton area this plan focuses on a 4.36 square mile study area that encompasses primarily commercial, institutional, and multi-family land use areas. It is irregular in shape and defined by the White River as the western boundary, 96th Street and Sahm Park and Golf Course to the north, 82nd Street and I-465 to the south, and Hague Road and Community Hospital North on the east.

While Castleton remains an important local and regional shopping destination and employment hub, it is beginning to experience a decline in retail and office demand similar to national trends.

Wary of this, local leadership and anchor employers sprung into action by lobbying the City of Indianapolis to conduct a study to understand how transformative change could prevent decline and revitalize Castleton.

Concerns included increased vacancy due to aging development and decreased retail demand, congestion, and a general sense of decline. Castleton is at a critical moment - to think forward to the next version of this area and build on it's past to create a vibrant future.

This process triggered enthusiasm, imagination, and a spirit of cooperation. This plan is a comprehensive, high-level vision for Castleton that will guide future investment. This vision includes an action-oriented, prioritized set of implementation steps, identifying near-term catalytic redevelopment opportunities and infrastructure improvements as well as longer-term recommendations.

Themes

Through the planning process, themes were established to guide a vision and recommendations.

These themes were developed through an intense process of learning and discovery, research and dialogue. Project members, including the Stakeholder Committee, were integral to the formation of these themes.

Project Vision

Sustaining long-term viability through creating place

Themes for the vision of Castleton



82ND STREET AS A PLACE



RECONNECTING PEOPLE



RESTORING THE NATURAL HERITAGE FOR PEOPLE



RECLAIMING IDENTITY



THE RAIL THAT DIVIDES, NOW CONNECTS



A PLACE FOR ALL



THE "IT" FACTOR



VILLAGE CENTERS, NOT STRIP CENTERS

EXECUTIVE SUMMARY

INFRASTRUCTURE

Infrastructure improvements are critical to supporting the vision laid out in this plan. Recommendations for new and improved infrastructure are categorized as either Catalytic or Future.

CATALYTIC VS FUTURE

Catalytic

Infrastructure projects deemed a higher priority due to their transformative impact on near-term revitalization of Castleton.

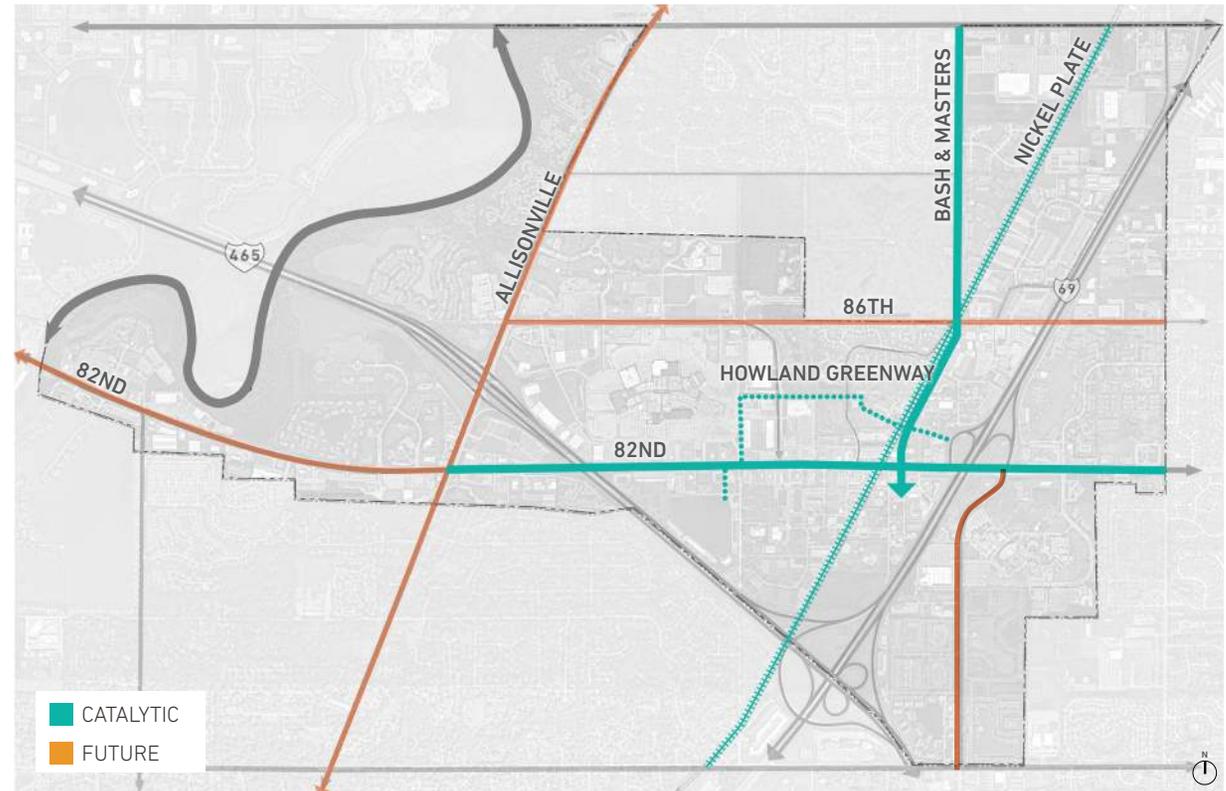
Future

Infrastructure projects that have regional significance, but are deemed longer-term given cost and multi-agency cooperation.

CONDITIONS TODAY

Today, Castleton is known for its congestion, convoluted vehicular circulation patterns, and limited pedestrian connectivity. The following projects will address these issues.

Proposed Infrastructure Improvements



RECOMMENDATIONS

Catalytic Infrastructure Projects

82nd Street (East of Allisonville)

Create a complete street, enhance vehicular and pedestrian safety, minimize congestion, improve aesthetics, and create a new sense of place.

Bash and Masters

Combine these two corridors into one to improve north/south connectivity and support the redevelopment of property adjacent to the Nickel Plate Trail.

EXECUTIVE SUMMARY

INFRASTRUCTURE

Nickel Plate Trail

Remake the rail that divides this area into a trail that connects all of Castleton and beyond in a way that encourages placemaking and activation, and entices redevelopment.

Howland Greenway

Remake and daylight Howland Ditch as an open waterway and stormwater park with a trail connecting the Nickel Plate Trail to Castleton Square Mall. Reduce the 100-year floodplain in this area to enable additional investment in properties.

Future Infrastructure Projects

82nd Street (West of Allisonville)

Enhance vehicular and pedestrian experience and safety, improve aesthetics, and support the recommendations of the White River Vision Plan.

Allisonville Road

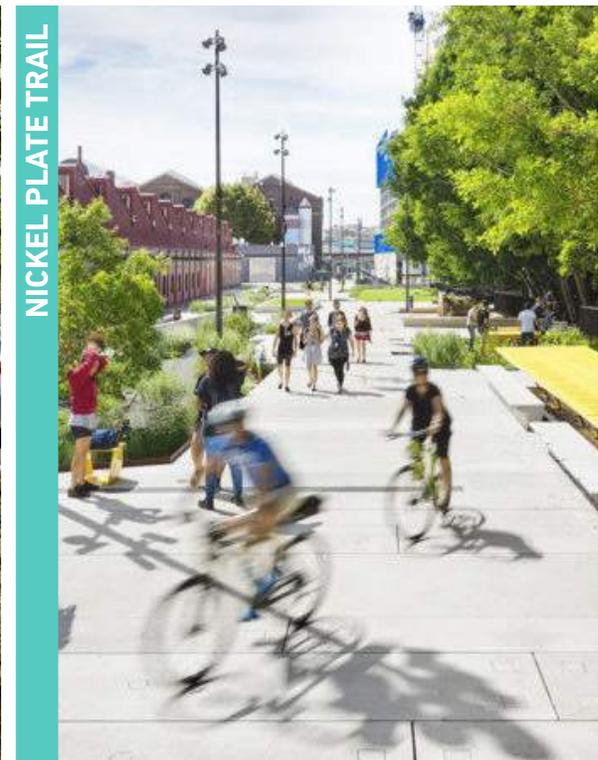
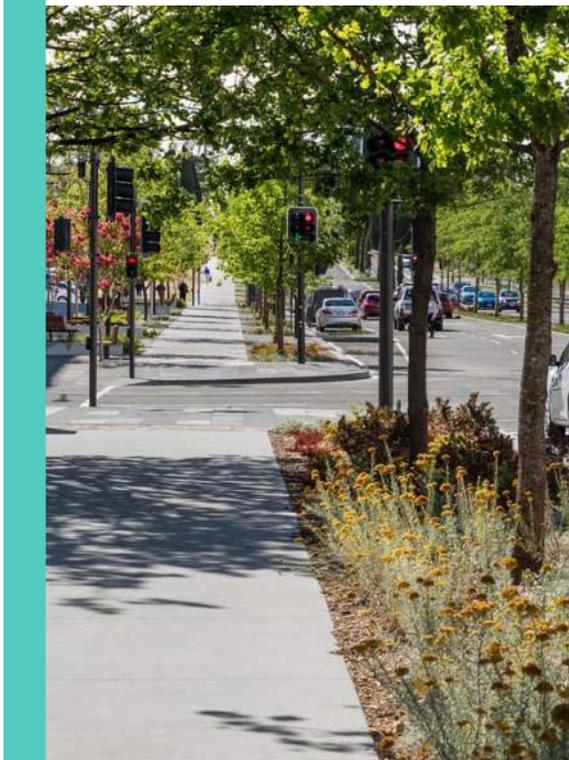
Enhance pedestrian experience and safety by installing crosswalks at intersections and upgrading existing bike lanes.

Shadeland Avenue

Improve pedestrian connectivity and safety by installing a multi-modal path along the east side of Shadeland Avenue from 82nd Street to 75th Street.

86th Street

Create a connected, complete street corridor to and across I-69 to relieve congestion on 82nd Street.



EXECUTIVE SUMMARY

VILLAGES

Castleton is known to be a highly suburban, auto-oriented area lacking a strong sense of place. Though this is its current state, over time new development patterns and infrastructure improvements can support more walkable environments. These environments are the preference of both Millennial and Baby Boomer generations. Castleton can be comprised of more urban-oriented villages that promote walkability, development, and a sense of place.

Each Village should be no more than a ten-minute walk from one end to the other. New development would be supported by market demand. Infrastructure investments would further enhance and catalyze private development in each Village.

Catalytic Villages

Nickel Plate Trail

Encourage a trailside development district of residential, office and hospitality uses centered around the 82nd Street intersection.

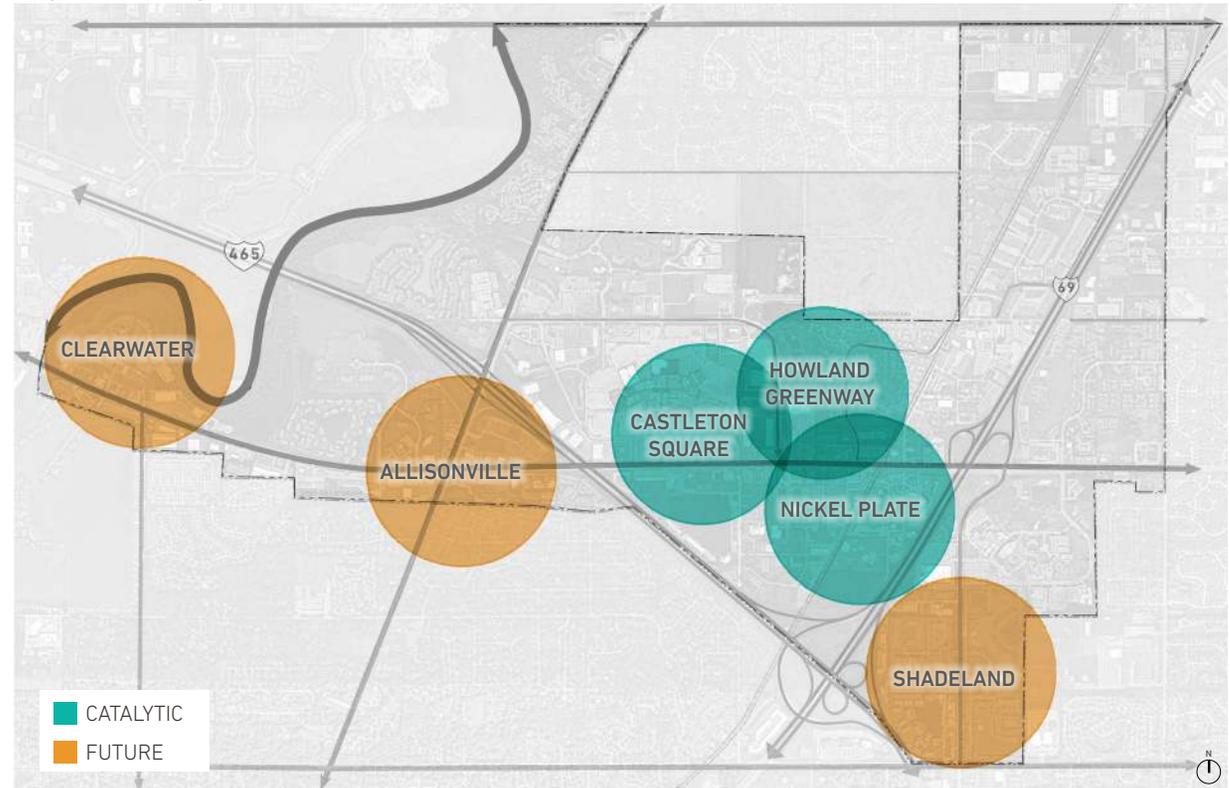
Howland Greenway

Create a walkable, mixed use village around the linear waterway and stormwater park.

Castleton Square

Strengthen Castleton Square Mall and Castleton Office Park with walkable residential, hospitality, and food and beverage development.

Proposed Development



Future Villages

Clearwater

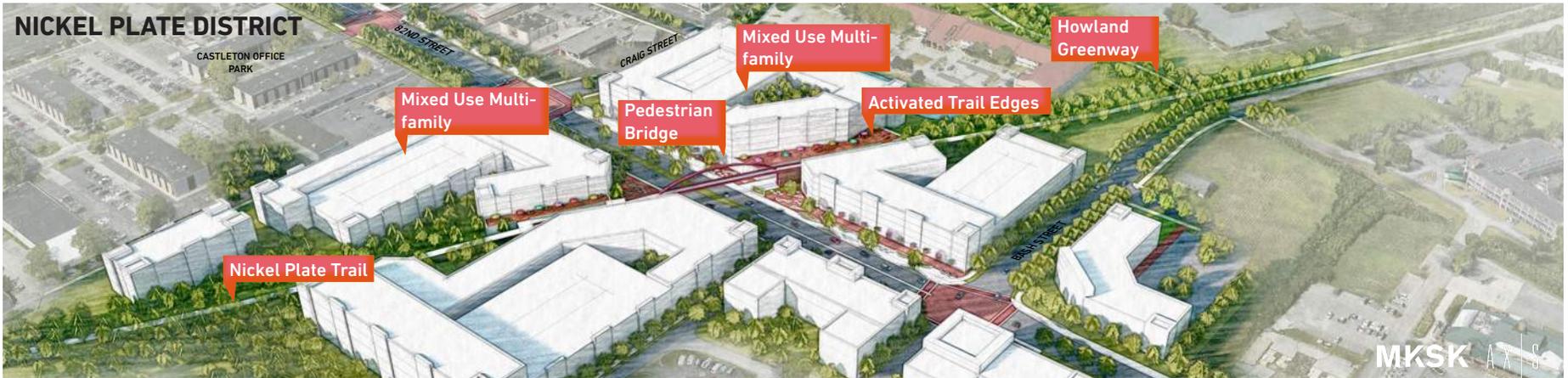
Encourage riverfront development, activation, and connectivity.

Allisonville

Create a refreshed gateway to Castleton from I-465 with vibrant retail and service uses.

Shadeland

Create a walkable medical district with a focus on uses supportive to Community Hospital North and residents in proximity.



Castleton Development Potential
January 31, 2020

EXECUTIVE SUMMARY

FINANCING AND POLICY STRATEGY

The plan has identified community desires and distilled a compelling vision for the redevelopment of Castleton. The ultimate success of this plan, however, is contingent on a thoughtful, realistic implementation strategy.

This implementation strategy ties infrastructure improvements to private investment, evaluates expenditures, and identifies sources of public revenues.

In the near term, several sources of public revenue are identified:

- » The existing 96th Street TIF District can be utilized to fund projects that are within or benefit the allocation area.
- » Capture private capital investment in the Castleton area to fund the infrastructure needed to catalyze further economic activity. This can be achieved with a new or expanded TIF district.
- » Create Flood Control Improvement district (FCID), to mitigate floodplain conditions and open up additional acreage for development.
- » Alternative public and private sources could also bolster infrastructure funding and maintenance. These include economic improvement districts, stakeholder partnerships, and community organizations.

The project implementation strategy prioritizes a combination of the above funding sources.

Public officials, organizations, and the private market can use different policy strategies to begin critical implementation steps.

Parcel-by-parcel redevelopment strategies

The city can support the redevelopment of areas with many owners by partnering with real estate and development companies to target specific sites for redevelopment. The targeting of specific areas for stabilization supports the following stages in a city's vacant land revitalization cycle: utilization of resources for rehabilitation, property transfer or demolition, and long-term revitalization.

Utilize public sector toolkit to get market moving

Effective use of the city's toolkit (site assembly, infrastructure improvements, and targeted ordinance amendments) can significantly enhance the marketability and redevelopment of sites.

Leverage specialties of major stakeholders

Significant stakeholders and anchor employers can enhance and facilitate redevelopment by operating facilities, assisting in land acquisition, leasing land, facilities, and spaces, engaging the community, and providing organizational leadership.

Plan for a governing organization to implement

Governing organizations can play a crucial role

in the efficient and strategic implementation of project goals, overseeing redevelopment, maintenance, programming, property acquisition, marketing, and coordination between property owners and adjacent infrastructure projects. Governing organizations can be business associations, community development corporations, and other such entities.

Get started early with key decision makers.

Area employment anchors can play a role in overseeing the execution of project goals before permanent governing organizations are established (community organizations or other entities), acting as temporary de facto economic organizations.

Orchestrate Development Deals

Deal structures that might be applicable to private development in Castleton including developer deals, joint ventures and public private partnerships (P3).

The right deal can be employed for each project, but conversations should start early with developers to share the vision through a series of meetings/introductions to the vision for Castleton.



INTRODUCTION



SECTION 1



WHY ARE WE DOING THIS STUDY?

PROJECT UNDERSTANDING

Castleton is a large area of Indianapolis's northeast side with complex issues and vast opportunities. The Castleton study area is approximately 4.36 square miles, almost 190,000 acres, nearly the same size as all of Downtown Indianapolis.

Why now?

While Castleton remains an important local and regional shopping destination and employment hub, it is beginning to experience a decline in retail and office demand similar to national trends. Wary of this, local leadership and anchor employers sprung into action by lobbying the City of Indianapolis to conduct a study to understand how transformative change could prevent further decline and revitalize Castleton. Concerns included increased vacancy due to aging development and decreased retail demand, congestion, and a general sense of decline. Castleton is at a critical moment - to think forward to the next version of this area and build on it's past to create a vibrant future.

This City of Indianapolis planning study creates a long-term vision for Castleton and identifies action-oriented implementation steps towards its revitalization.

This plan focuses on revitalization through public infrastructure improvements, development opportunities, policy strategies, and public and private financing strategies.

What this project is:

- » An area plan addressing revitalization and infrastructure needs, and providing policy, financing and implementation strategies
- » Community input initiative

What this project isn't:

- » Zoning ordinance or rezoning
- » Construction plans
- » Eminent domain
- » White River Vision Plan

What is the expected outcome of the project?

- » A community supported vision
- » Near- and long-term goals, policies and recommendations
- » Future land use guidance
- » Economic development tool
- » A strategy to fund infrastructure improvements and catalyze redevelopment

Will this plan secure funding for future projects?

The plan describes potential funding alternatives for future projects, including Tax Increment Financing (TIF) district strategies:

- » Invest current 96th Street TIF District proceeds in projects that serve or benefit the TIF.
- » Reduce TIF pass-through to leverage additional increment revenue dollars.
- » Expand the 96th Street TIF District.
- » Create one or more new TIF districts to capture follow-on projection.
- » Use a Flood Control Improvement district (FCID) to invest in flood control improvements.



96th Street

91st Street

Sahm Golf & Park

86th Street

Castleton Square Mall

82nd Street

Castleton Park

Community Hospital North

I-69

Nickel Plate

I-465

Allisonville Rd

White River





PLANNING PROCESS

PROJECT PHASES

The Castleton Strategic Revitalization Plan was a one-year planning process comprised of four phases of work. The planning process included robust engagement throughout each phase of work, including numerous in-person and online opportunities designed to reach a diverse audience. The goal of the engagement process was to reach as many individuals possible by focusing on flexible engagement. The following summary highlights the major components of the four-phase process.



PLANNING PROCESS

PLANNING PROCESS SUMMARIZED

Phase 1: Learning

The Learning phase built a solid foundation of knowledge to make informed recommendations. This phase focused on gathering and reviewing data and developing a better understanding of Castleton and the following:

- » Previous plans and reports and a history of Castleton
- » Ongoing studies and projects in the pipeline
- » Existing physical, demographic, socioeconomic, and market conditions
- » Current TIF resources and commitments and existing assessed and increment value by land-use type

This phase further included project inventory mapping and a focus on engagement with the project Stakeholder Committee, external stakeholders, and focus groups. The goal of this engagement was to understand existing conditions, concerns, and opportunities as well as to identify goals, aspirations, and priorities.

Phase 2: Analysis and Opportunities

During the Analysis and Opportunities phase, we worked to synthesize our findings of the learning phase with physical characteristics such as transportation, connectivity, hydrology, land use and safety, as well as market demand and absorption. That synthesis led to a broad vision based upon data-driven opportunities.

This phase further included preparation of regional/national trends, research of case studies, and development of guiding principles. We also conducted an online survey with over 1,500 responses, two public workshops, and Stakeholder Committee meetings.

Phase 3: Strategies and Recommendations

The Strategies and Recommendations phase resulted in a refined vision, detailed recommendations, deep-dive studies for development and infrastructure, strategies for funding, and actionable implementation steps:

- » Each recommendation's purpose, needs, and obstacles for implementation
- » Types of infrastructure investments required, phasing of projects, and eligibility for TIF support
- » Future land use and catalytic site strategies
- » Measurable goals
- » TIF revenues, expenses, and innovative funding mechanisms

This phase culminated with Stakeholder Committee and focus group meetings to test strategies and recommendations.

Phase 4: Documentation

The Documentation phase focused on compiling a comprehensive plan and appendix designed to serve as a roadmap for implementation.

This phase also included an online survey with nearly 900 responses. This phase culminated in an open house, a celebratory Stakeholder Committee meeting, and an implementation-focused meeting with key stakeholders.



STUDY AREA

LOCATION

REGIONAL LOCATION

Castleton is a large area of Indianapolis's northeast side with complex issues and vast opportunities. Castleton sits approximately ten miles northeast of Downtown Indianapolis and lies entirely within the City of Indianapolis and just to the south of the Hamilton County boundary. Castleton is located within both Washington and Lawrence Townships.

THE BOUNDARIES

The Castleton study area is approximately 4.36 square miles. The Castleton study area is irregular in shape and defined by the White River as the western boundary, 96th Street and Sahn Park and Golf Course to the north, 82nd Street and I-465 to the south and Hague Road and Community Hospital North to the east.

Understanding the Boundary Selection

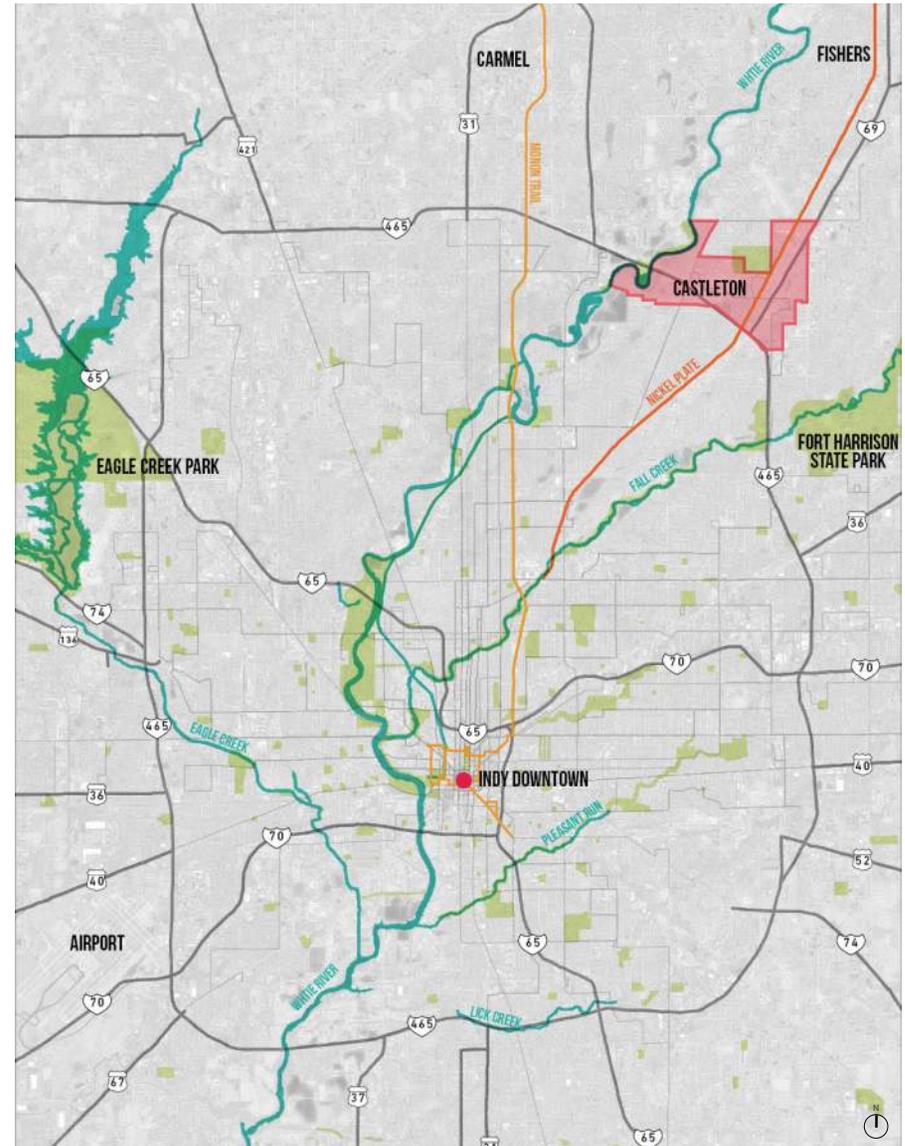
Why is the boundary such an irregular shape?

The study area focuses primarily on commercial, institutional, and multi-family housing areas, which are the areas most ripe for redevelopment consideration. The 96th Street TIF District also overlaps a large portion of the study area, especially along the Nickel Plate Trail.

Why are the surrounding neighborhoods excluded from this study?

Adjacent single-family neighborhoods are not included in this study because they are likely to remain single-family neighborhoods. However, the Stakeholder Committee included representatives from adjacent single-family neighborhoods in order to gain critical input on the direction of the plan and its influence on surrounding neighborhoods. Additionally, through public workshops, focus groups, and online engagement, more residents participated in this process and gave valuable input.

Regional Location Map



STUDY AREA

BOUNDARIES

Study Area Boundary Map



Boundary Significance

- » Bookended by two potential regional economic development drivers: the White River and the Nickel Plate Rail (future trail)
- » Easy access to both I-465 and I-69
- » Significant anchors include Castleton Square Mall and Community Hospital North
- » Surrounded by stable neighborhoods to all sides

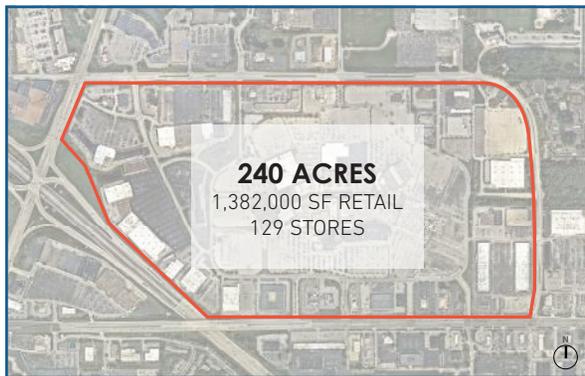
STUDY AREA

UNDERSTANDING SCALE

LARGE RETAIL FOOTPRINT

Castleton has a large concentration of retail land use, and development even when compared to other nearby retail/commercial areas in the region, such as the nearby Fashion Mall at Keystone at the Crossing and Hamilton Town Center in Fishers. While the number of stores is similar to these shopping centers, it is apparent that the sheer square footage at Castleton Square Mall is nearly double these two retail centers.

Castleton Mall



Fashion Mall at Keystone



Hamilton Town Center





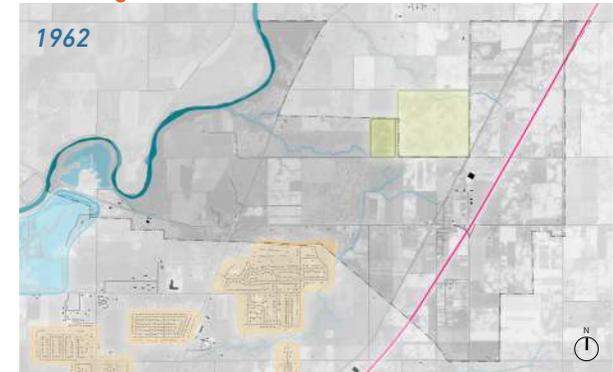
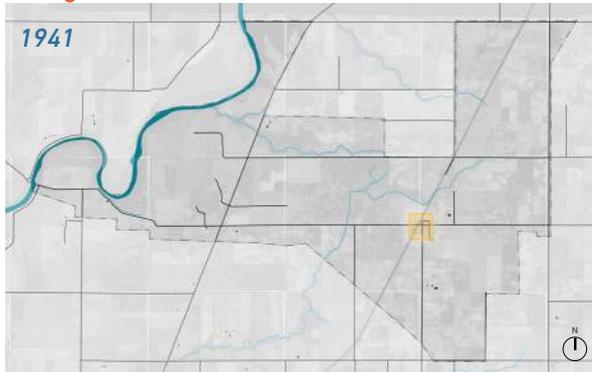
HISTORICAL CONTEXT

DEVELOPMENT PROGRESSION

1940

1950

1960



DEVELOPMENT HISTORY

Early Years

In the 1930's, a small village was built around the Nickel Plate Rail with a few small, residential roads just off 82nd Street. As residents began to increase along 82nd Street, the street was realigned and directed over the river. The main natural waterway cutting through the area was Howland Ditch which flows south to the White River.

The 1960's saw growth in residential neighborhoods along with the addition of Sahm Park and Golf Course. I-69 began construction, which enhanced connectivity and access to northeastern communities.

Retail and Office Development

During the 1970's and 1980's, the area saw rapid growth of retail and office development. After two years of construction, Castleton Mall opened in 1972 with four anchors, which spurred more retail and office and the beginning of multi-family housing development. Suburban single-family neighborhoods continued to be built around the Castleton area as well. At this time, Howland Ditch was channelized, and a large detention pond was created to help offset drainage. The interstate highway system was expanded with the construction of I-465 and the widening of I-69. Although interstate highways improved regional connectivity, north/south access within the study area suffered.

Rapid growth and infill continued throughout the 1980's and 1990's until the area became mostly built-out. Business centers, residential, and retail continued developing in a piecemeal fashion.

Last Ten Years

While growth stayed strong through the 1990's and into the early 2000's, Castleton has seen very little growth over the last decade. New development has been mostly infill or redevelopment, but anchors such as Community Hospital North and Roche Diagnostics have expanded. The new development has been overshadowed by underutilized retail and office, and overall building decline.

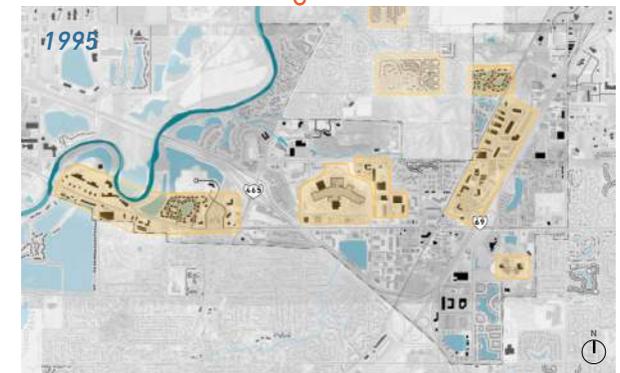
HISTORICAL CONTEXT

DEVELOPMENT PROGRESSION

1970

1980

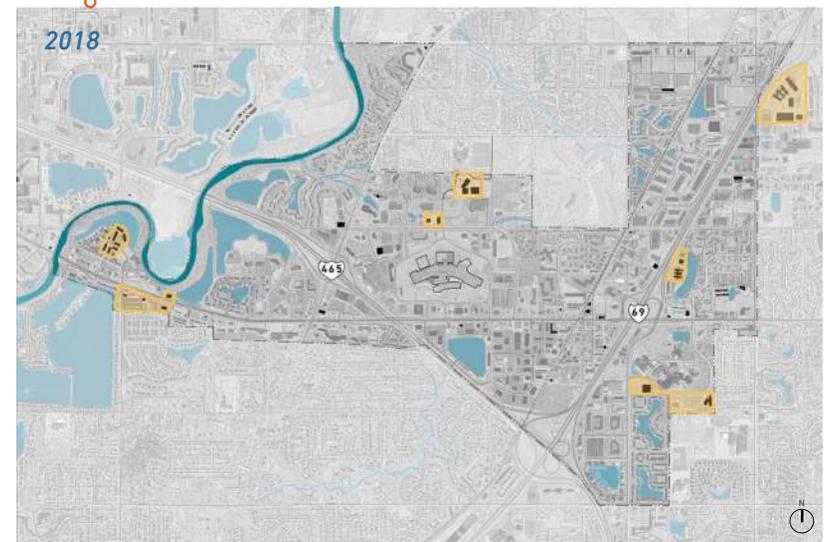
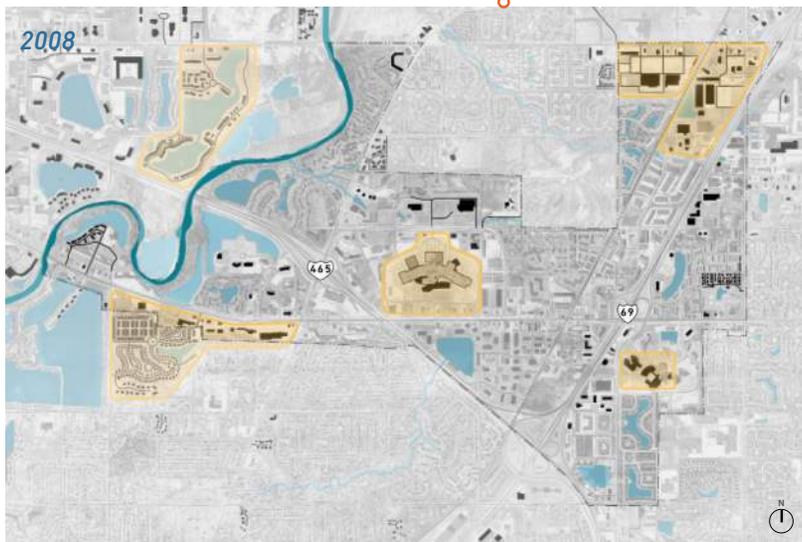
1990



2000

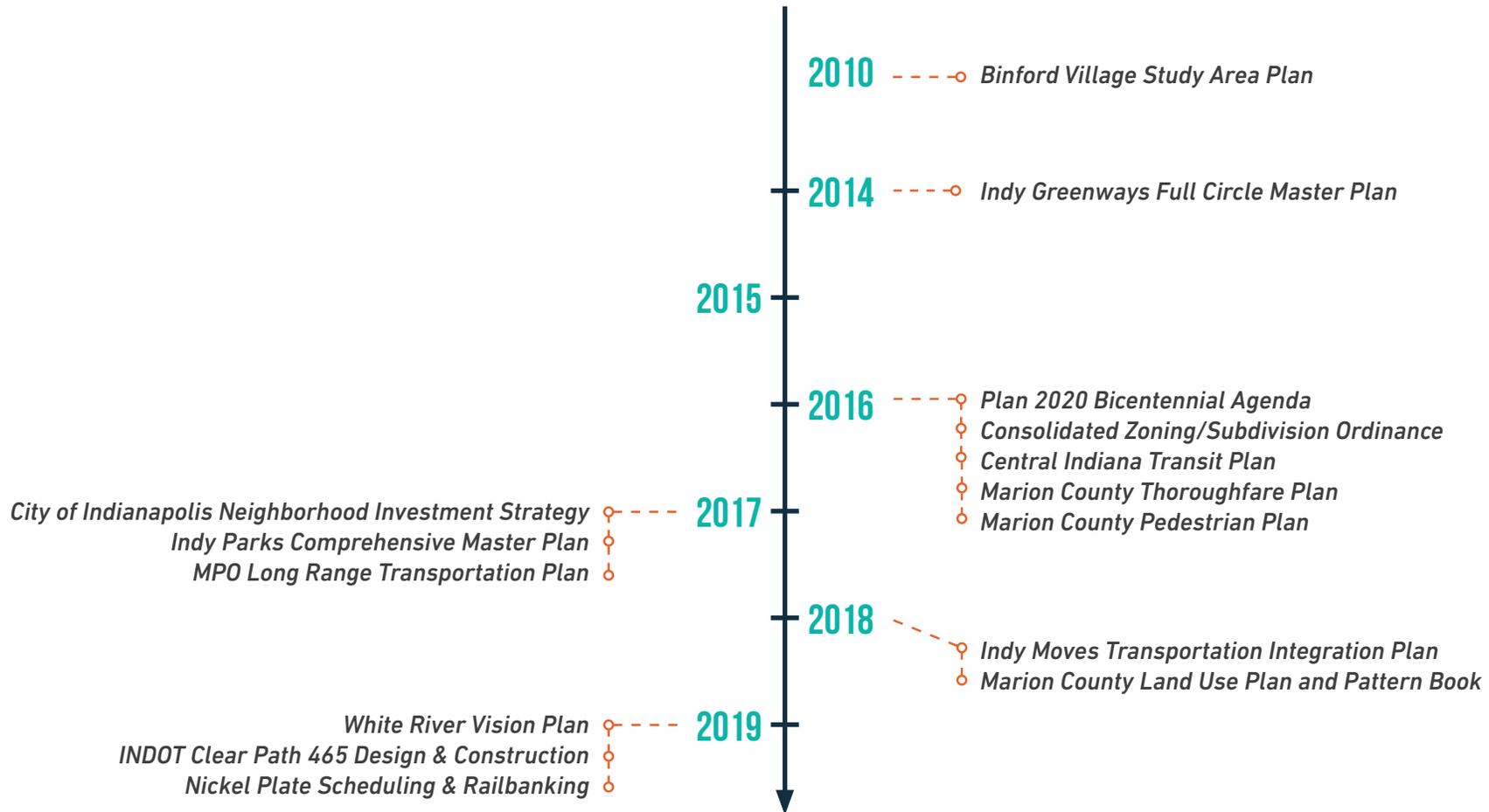
2010

2020



PREVIOUS PLANS

PREVIOUS PLANS STUDIED





MOST IMPACTFUL PLANS

INDOT CLEAR PATH 465

PROJECT OVERVIEW

The proposed INDOT Clear Path 465 project impacts the Castleton area. This project includes added travel lanes on I-465 from the White River Bridge (about 2.4 miles west of I-69) to Fall Creek (about 2.15 miles south of I-69) on the northeast side of Indianapolis.

Portions of I-69 will be reconstructed between I-465 and 82nd Street (Exit 201) to accommodate a modified I-465 and I-69 interchange configuration.

The goal of this project is to rebuild interchanges and add lane capacity to reduce congestion.

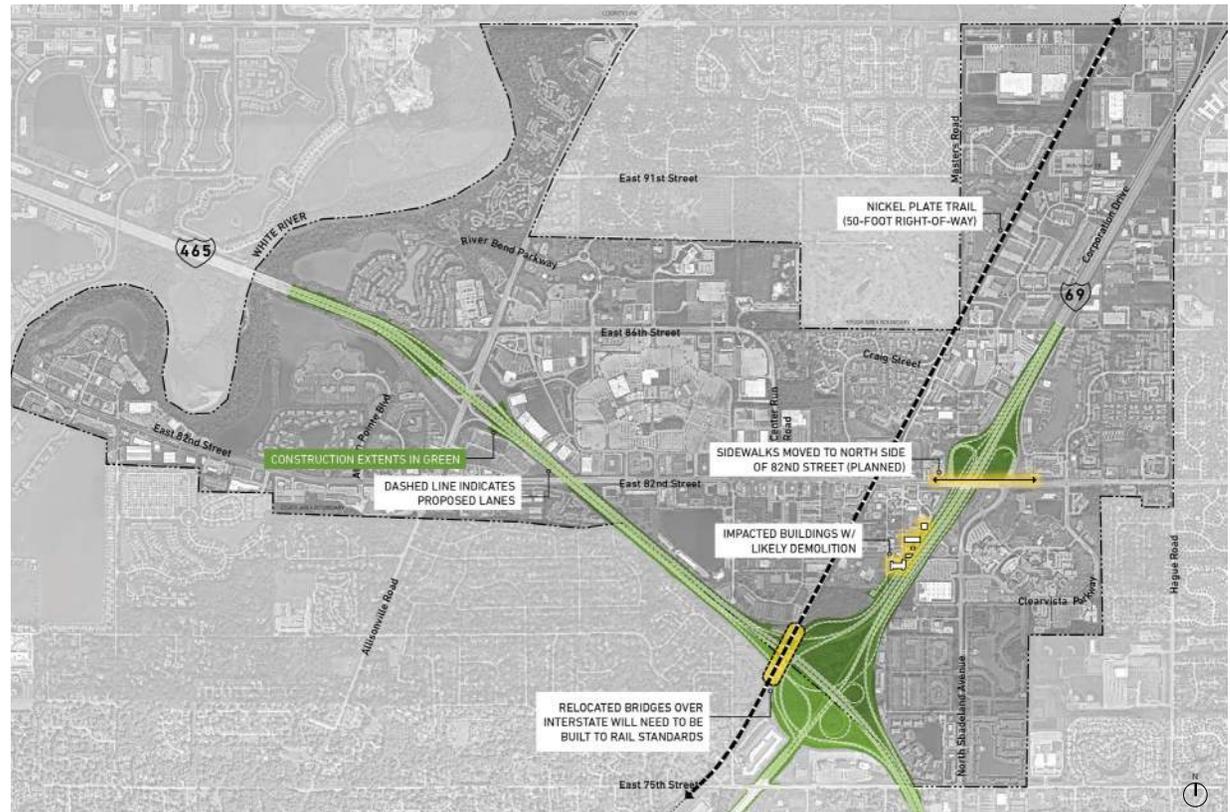
Project Website: www.in.gov/indot/3654.htm

KEY CONSIDERATIONS

Private Property Impacts

The most significant property impacts are along the west side of I-69 just north of the I-465/I-69 interchange, as well as the area just north of the interchange, which is mostly wooded. INDOT indicated they are working with owners to acquire needed temporary and permanent right-of-way (ROW).

Project Impact Summary Map



Nickel Plate

The INDOT Clearpath 465 project will have short-term impacts on the Nickel Plate corridor as construction occurs, but this project will not negatively impact the future trail. Temporary ROW has been acquired along the Nickel Plate corridor, and most importantly, the interstate bridges over the corridor will need to be constructed to rail standards (proper clearance and structure for a train passing under).

Sidewalks / Trails along 82nd Street

The sidewalk on the south side of 82nd Street will remain, and an additional multi-use path will be added on the north side of the street. Plans also call for better lighting on the underpass.

MOST IMPACTFUL PLANS

NICKEL PLATE TRAIL

Nickel Plate Trail Map



PROJECT OVERVIEW

The Nickel Plate rail within the Castleton study area is no longer used for rail traffic. This corridor has officially been railbanked through the Federal Transportation Administration and will become the Nickel Plate Trail in the future.

The Nickel Plate Trail is planned to be constructed in phases by the Cities of Indianapolis, Fishers, Noblesville, and by Hamilton County.

The south end of the trail will connect to the existing Fall Creek Greenway in Indianapolis. This is a regionally significant and nearly complete 22.6-mile trail that bridges Downtown Indianapolis to Fort Harrison State Park.

The north end of the proposed trail will provide a critical regional connection via the Midland Trace Trail, which connects multiple communities in Hamilton County and to the Monon Trail system.

Phasing

The Indianapolis portion will be constructed in two phases. The first phase, includes the section from 62nd Street to 96th Street, a 5.2-mile construction project. The second phase will consist of the portion from 39th Street to 62nd Street, a 3.4-mile construction project.

Design

The facility within Indianapolis is planned to be a ten-foot minimum width, universally accessible, asphalt surfaced, multi-modal, non-motorized path. Walkers, runners, rollerbladers, cyclists, and others will be able to utilize the trail 24 hours per day.

KEY CONSIDERATIONS

Developing a trail on a railbanked corridor

Since the Nickel Plate rail is legally railbanked, the following limitations apply:

- » The railroad is permitted to remove all its equipment/materials, except for bridges, tunnels, and culverts.
- » Bridges and trestles must remain in place.
- » A railbanked line is subject to the possible future restoration of rail service. The corridor must stay connected to the national rail system.
- » There can be no permanent obstructions to the corridor for the potential of future rail-reactivation.

Possible Timeline for the Trail

In November 2019, the City of Indianapolis submitted for a State of Indiana Next Level Grant to help fund the trail. If successful and awarded the grant, the trail could potentially be built by 2025. If the grant is not awarded, the project may take longer for its build-out.

MOST IMPACTFUL PLANS

WHITE RIVER VISION PLAN

WHITE RIVER VISION STATEMENT

"The White River is Central Indiana's next frontier: unifying and diverse, productive and protected, timeless and contemporary. The River sets us apart as communities that can work together to realize big dreams. Its healing power guides us toward a resilient future, supports healthy neighborhoods and economies, honors the past, and improves the lives of Hoosiers for generations to come." (White River Vision Plan, June 3rd Draft, 2019)

GUIDING PRINCIPLES

Nine principles are provided to guide overall planning decisions and to ensure the success of the White River Vision Plan's overarching vision.

Restore and Adapt

- » The river floodplain should be restored and protected. Relative planning decisions should contribute to the resilience of White River.
- » River infrastructure should be strengthened to prevent flooding and create safer recreational areas.
- » Native plant restoration and wildlife protection should be taken into consideration.

Steward River Health

- » Improve water quality and reduce the volume of stormwater runoff.
- » Coordinate the balance of urban and natural ecosystems.

Increase Year-round Activities

- » Local river programming is encouraged.
- » Increase river views, new overlooks, and ongoing amenity maintenance.
- » Improve safe river access and connections.

Draw People to the River

- » Multi-modal connections both locally and regionally are suggested.
- » Encourage a cadence of amenities along the river.

Build on the River's Stories

- » Branding and identity unifying are needed.
- » Educational programming, art installations are suggested.

Build Economic Strength and Identity

- » Support and attract local business.
- » Tourism attractions are encouraged.
- » Build up a sense of pride in the river.

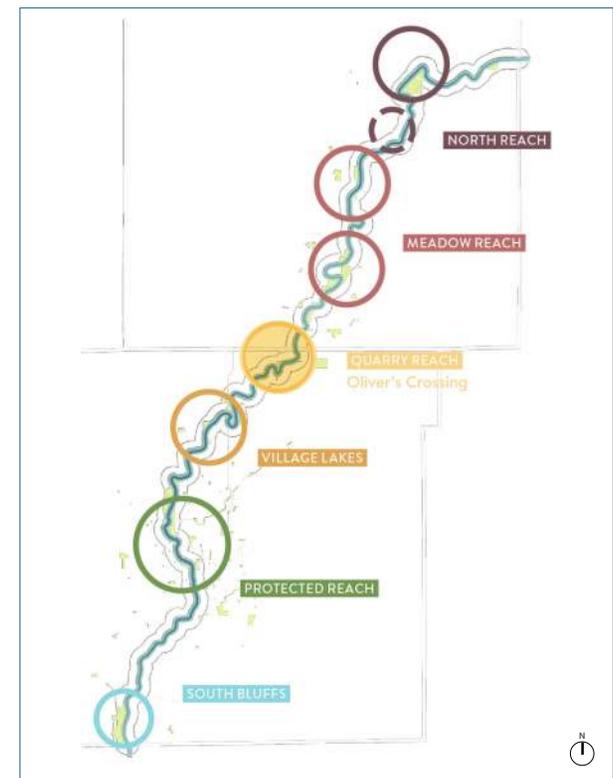
Preserve Places for Everyone

- » Enhance and protect existing neighborhoods.
- » Preserve affordable, safe, and diverse neighborhoods.
- » Stabilize and expand local business.

Honor Ownership and Use Patterns

- » Ensure everyone shares in the costs and benefits of changes along the river.
- » Community engagement is encouraged.
- » Respect private land rights.

White River Vision Plan



Partner Across Boundaries

- » Facilitate different groups of people.
- » Encourage all levels of government to work together.
- » Foster different ideas from a variety of organizations.

Project Website: <https://mywhiteriver.com/>

MOST IMPACTFUL PLANS

WHITE RIVER VISION PLAN

Illustrations from White River Vision Plan



QUARRY REACH AND OLIVERS CROSSING

Between 82nd Street and 29th Street is the Quarry Reach, a vital anchor section along the White River. The Castleton area today is home to significant retail and housing developments that have no view of the river. Specific recommendations are suggested for this area.

KEY CONSIDERATIONS

Specific Recommendations

- » The White River should be connected to the Nickel Plate Trail via the planned trails along 82nd/86th Street.
- » Explore options to reclaim vacant and underutilized riverfront lands within floodplain for public access.
- » Work with INDOT and the Clear Path 465 project to enhance river visibility from roadways by thinning vegetation close to the river and incorporating alternative noise barriers which could include dense vegetative screens and use of more transparent materials.
- » Incorporate public art as part of screen wall systems through painted panels, murals, or relief elements using customized form liners.
- » Design bridges to provide clear visibility of the existing, natural surroundings.
- » Collaborate with developers to achieve flood resilience in buildings and landscapes.
- » Use incentives and best practices in resiliency for riverfront residential in appropriate sites.
- » Improve streetscapes with outdoor furnishings and pedestrian-scaled lighting to balance traffic and reduce speeds between retail nodes.
- » Integrate green infrastructure stormwater management practices to treat and capture runoff from impervious areas.
- » Create a series of "campus quad districts" that groups disparate developments together around a set of amenities that capitalize on the river and quality of life infrastructure.



CURRENT TIF REVENUE POLICY

WHAT IS A TIF?

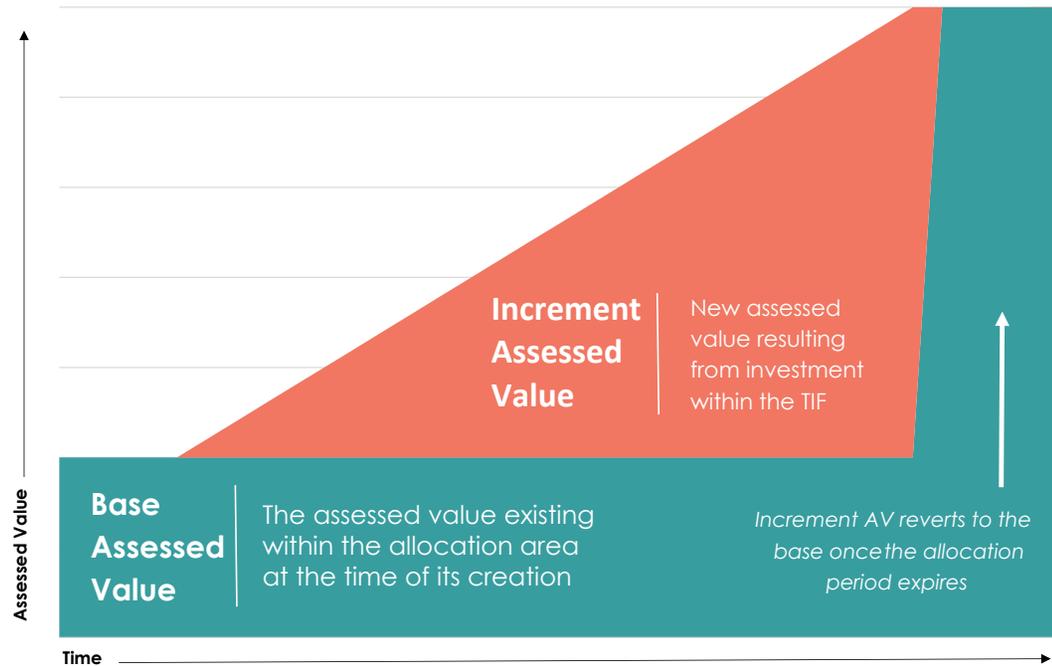
INTRODUCTION TO TIF

Tax Increment Financing (TIF) is an economic development and redevelopment tool available to local municipalities. TIF operates by “capturing” the property tax revenues produced by new private sector investment within a defined geographic area (allocation area also known as a TIF district). Those captured revenues are then spent on economic development- and redevelopment-related initiatives that directly benefit the area. TIF revenues are commonly used to secure debt financing to improve the physical infrastructure within the district and surrounding the TIF area. New TIF districts have a duration of 25 years after the first bond payment is made. The policies and regulations governing TIF in Marion County are found in IC 36-7-15.1.

TIF District Lifecycle Steps

- » When a TIF is established, the existing assessed value is designated as the “base.”
- » The assessed value from new investment is allocated to the “increment.” The resulting property tax revenue is used to fund development-related projects.
- » At the end of the TIF’s lifespan, all assessed value reverts to the base, increasing the tax base of local governmental units.

TIF SUMMARY DIAGRAM



TIF DISTRICT USES AND LIMITATIONS

What Can TIF Revenue Be Used for?

The use of TIF dollars is limited by state statute to economic development- and redevelopment-related expenditures that serve or benefit the allocation area.

Allowable uses include:

- » Acquisition of land and right-of-way
- » Payment of principal and interest on bonds related to economic development or redevelopment purposes

- » Funding of infrastructure improvements that are physically within or connected to the allocation area
- » Funding of certain workforce training expenses

What Are the Limitations to TIF Spending?

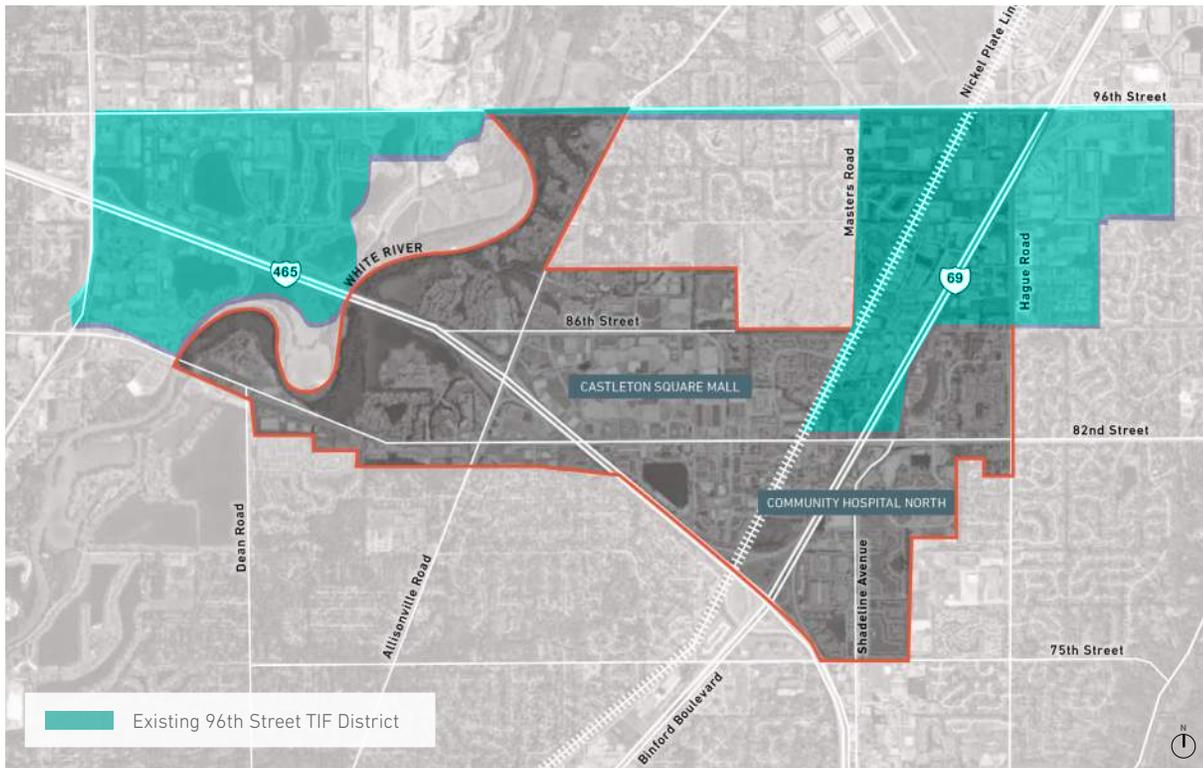
The use of TIF dollars is closely regulated by law. Limitations to TIF revenue capture and spending include:

- » TIF funds cannot be used for the operating (salaries, marketing, etc.) expenses of the City or the Metropolitan Development Commission.

CURRENT TIF REVENUE POLICY

CURRENT TIF DISTRICT

Existing 96th Street TIF District Map



(Limitations to TIF Spending continued)

- » The Metropolitan Development Commission must release assessed value back to taxing units that would produce revenues in excess of 200% of planned expenditures and debt service.
- » TIF funds cannot be spent on projects that are not associated with the redevelopment area.
- » In most cases, only incremental revenues produced by commercial and industrial property are allowed to be captured. Any increase in assessed value from residential property accrues to the tax base of local taxing units.
- » New TIF districts expire 25 years after the first debt payment is made.

96TH STREET TIF DISTRICT

The 96th Street TIF District covers a portion of the Castleton area. This TIF is eligible to finance projects in specific geographies connected to its boundary, but not the entirety of the study area.

History

- » Originally created to fund bridge projects on 96th Street
- » Since 2006, bonds have been paid off, and the assessed value released
- » The City has recently adopted a policy to capture any new growth after 2018 in the TIF increment

Geography

- » Portions of Washington and Lawrence Townships, along the 96th Street corridor

Current Status

- » 91% of increment released to base

Potential Increment Revenue

- » \$1.1 million annually, after TIF pass-through

Sunset Date

- » February 1st, 2026

Outstanding Debt

- » No outstanding debt as of 2020



DEMOGRAPHICS

GENERAL DEMOGRAPHICS

STUDYING DEMOGRAPHICS

Market Focus Area

While the Castleton study area excludes adjacent single-family neighborhoods, these nearby areas are considered in the demographic analysis. This larger area is called the “market focus area” and is explained graphically on the following page.

General Demographics

Young Adults in Castleton

Within the Castleton study area, there are smaller households of generally well-educated young adults. Households have a lower median household income, which is further indicative of a younger population.

Senior Living

The Castleton study area and market focus area contain senior living facilities, which affect the median age and household income, but not to a great degree.

Stable Neighborhoods Surrounding

Outside of the Castleton study area, but inside the market focus area, there are very stable single-family neighborhoods. These have comparable median ages to the Indianapolis metro area, but the overall education level and median household income are considerably higher.



North Subarea



Castleton Study Area



Southwest Subarea

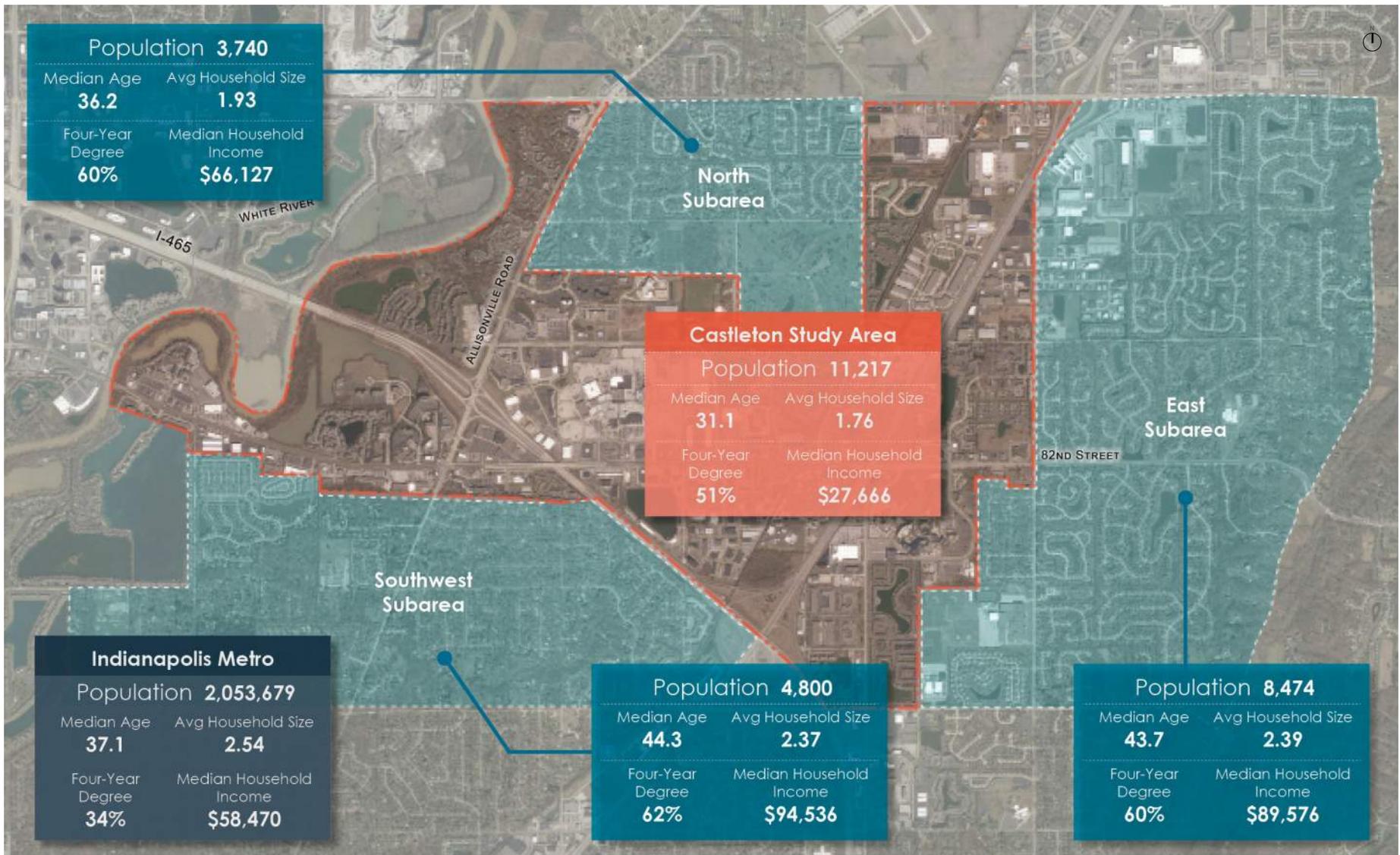


East Subarea

DEMOGRAPHICS

DEMOGRAPHICS BY LOCATION

Castleton Market Focus Area (comprised of the study area and subareas)



DEMOGRAPHICS

POPULATION CHANGE

RESIDENTIAL GROWTH

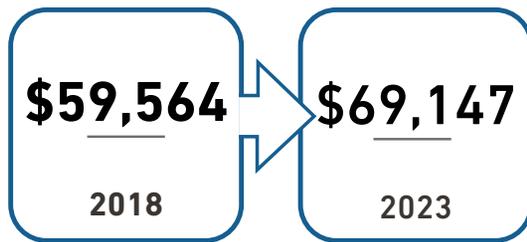
Currently Built Out

Current and expected household income levels in the market focus area are comparable to the Indianapolis metro area.

The market focus area is largely built-out; new residential growth will likely come from redevelopment and not the development of undeveloped farmland.

MEDIAN HOUSEHOLD INCOME (2018-2023)

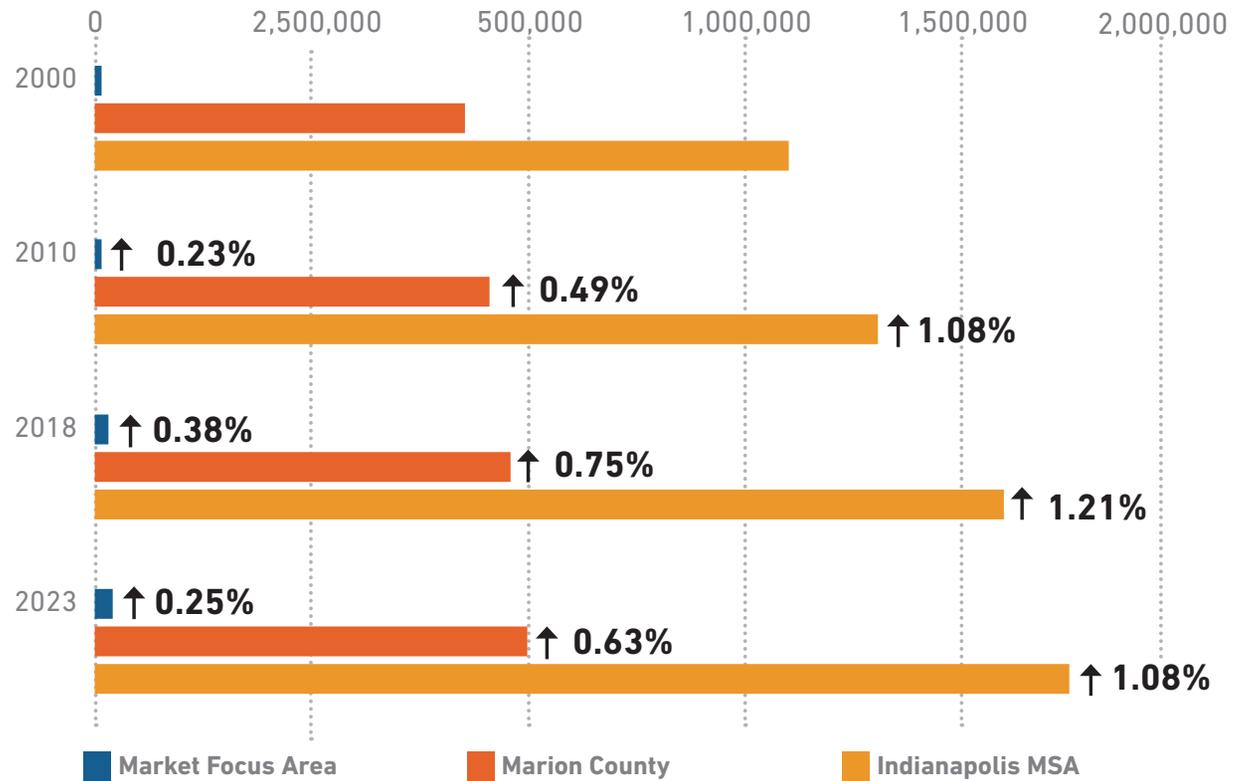
Market Focus Area



Indianapolis MSA



POPULATION CHANGE (2000 - 2023)

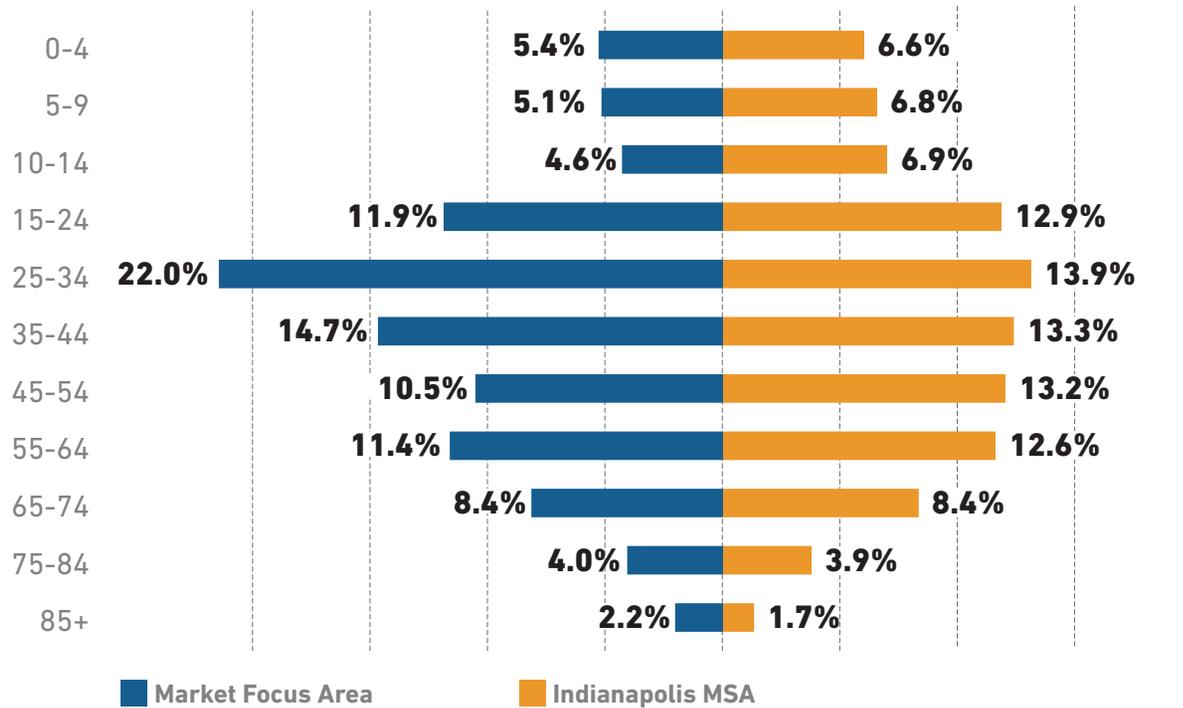


Source: ESRI, Greenstreet

DEMOGRAPHICS

POPULATION AGE

POPULATION BY AGE (2018)



AGE OF RESIDENTS

Working Adults and Seniors

The market focus area has far fewer children, but more working-age residents as well as seniors.

MEDIAN AGE

Market Focus Area

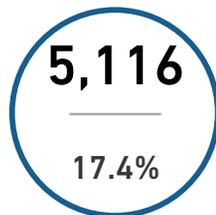


Indianapolis MSA

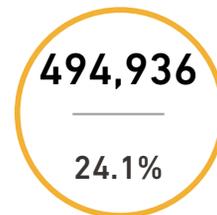


POPULATION UNDER 18 YEARS OLD (2018)

Market Focus Area



Indianapolis MSA



Source: ESRI, Greenstreet

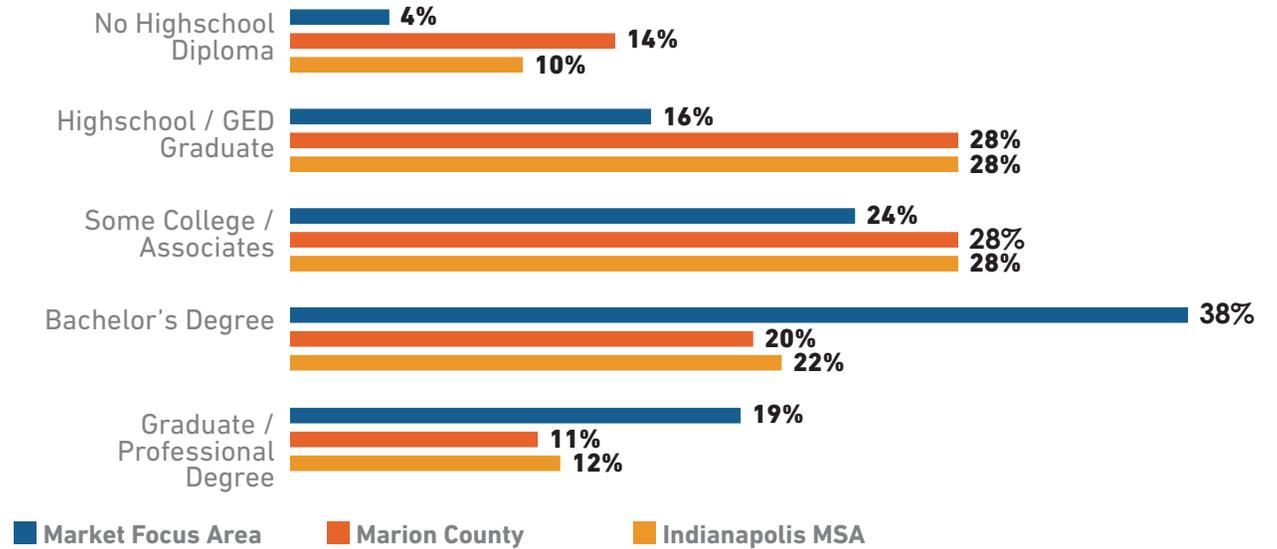
DEMOGRAPHICS

EDUCATIONAL ATTAINMENT

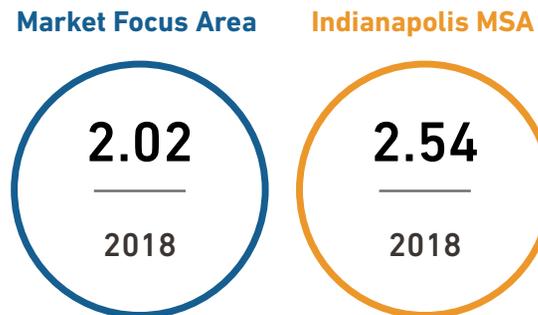
Educated Residents

The market focus area has a significantly higher educational attainment rate compared to the Indianapolis metro area. Higher educational attainment correlates with higher median wages as well. Many of the residents within the market focus area are employed in professional and service industry jobs and commute elsewhere in the metro area.

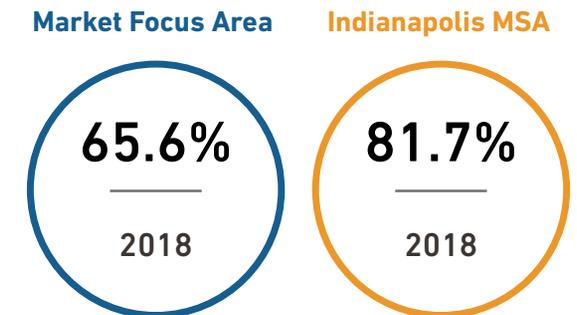
EDUCATIONAL ATTAINMENT (2018)



AVERAGE HOUSEHOLD SIZE (2018)

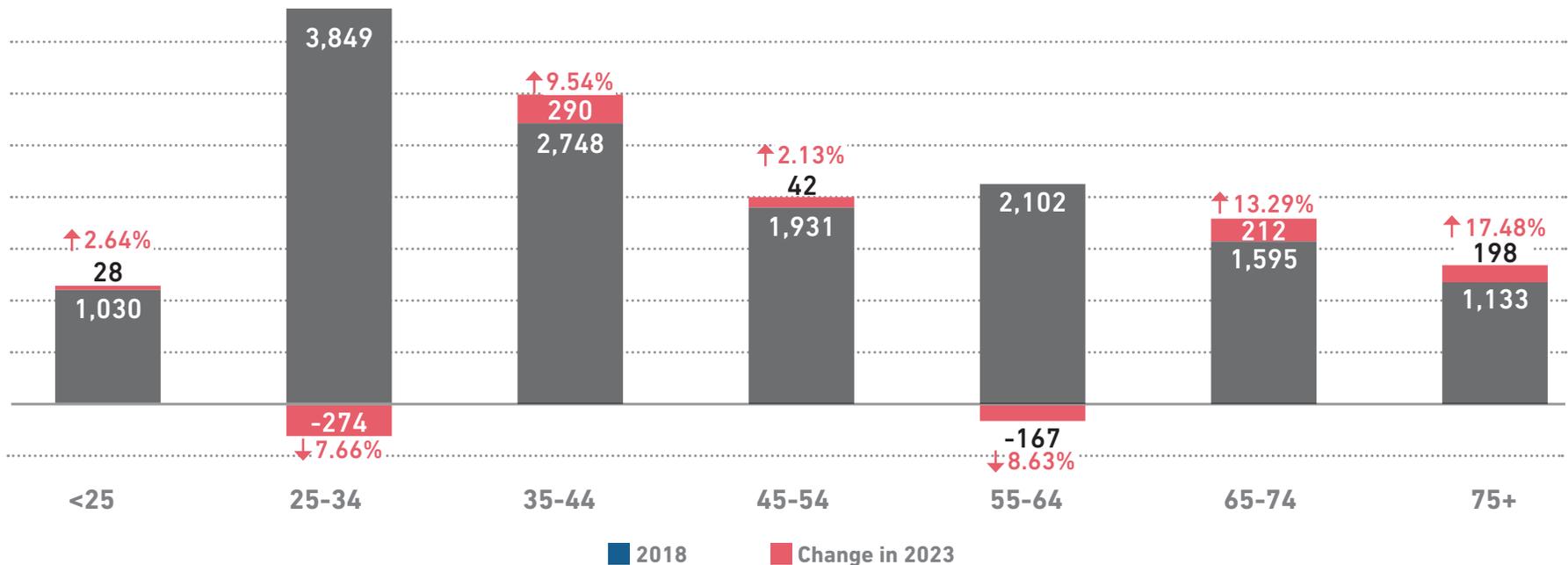


SHARE OF FAMILY HOUSEHOLDS (2018)



Source: ESRI, Greenstreet

COMPOSITION OF HOUSEHOLDS BY AGE (2018-2023)



Housing Supply Shift

The average age of market focus area residents will likely continue to increase unless substantial redevelopment occurs in the Castleton area, and new younger residents relocate to new supply. This requires a shift in housing supply and an effort to attract younger families to stay for longer terms, thus creating more resilient housing market.

A more resilient market would follow the trend of more walkable, mixed-use village communities with denser housing offerings. Subsequently, this same mix of housing is also proven to be attractive to baby boomers.

Source: ESRI, Greenstreet



ENGAGEMENT, GOALS, + THEMES

SECTION 2



PUBLIC PROCESS

ENGAGEMENT APPROACH

The Castleton study area is complex, covers a large geography, and has a diverse population of residents, employees, employers, and visitors. Each of these factors was considered in the development of a public engagement and communications plan. To ensure the maximum participation in outreach, the process employed a multifaceted engagement approach:

- » Online engagement through a project website - mycastleton.com and two online surveys
- » In-person involvement through two public workshops, a public open house, eight stakeholder committee meetings, focus groups, individual stakeholder contact, and attendance in community meetings
- » Supplemental outreach through print and digital media, social media, Mentimeter (live internet polling), flyers and email blasts

This process was successful, generated enthusiasm, and built support for the recommendations within this plan.

Public Workshops

Public Meeting 1 and 2 / June 18 and 20, 2019

Two initial public meetings were held over two evenings to provide the public with a brief overview of the project's purpose and the work completed to date.

The meeting format included a formal presentation used in tandem with Mentimeter public polling and interactive stations that employed maps, keywords, and images to gauge public interest in potential recommendations. Approximately 120 individuals attended across the two meetings.

Open House / October 29, 2019

A third and final public open house provided the public with the project vision and recommendations and the economic structures underpinning the catalytic and future improvements. Approximately 75 individuals attended the open house.

Stakeholder Committee Meetings

The Stakeholder Committee consisted of 23 elected officials, community leaders, business owners, and representatives from major stakeholder groups in the area, as well as the city and consultant team.

Meeting #1 / February 18, 2019

The Stakeholder Committee met and formally kicked off this planning process. During this meeting, the consultant team led a presentation showcasing initial inventory impressions and gathered input.

Meeting #2 / March 5, 2019

The Stakeholder Committee gathered again to continue the learning phase of the project. Six overall keywords had been established based on input from the previous meeting. The stakeholder group further vetted and helped define those keywords. The group also worked in small teams to begin identifying issues, assets, and opportunities in the study area.

PUBLIC PROCESS

ENGAGEMENT TYPES

Meeting #3 / April 5, 2019

The third Stakeholder Committee meeting focused on the research and analysis performed by the consultant team, and came at a mid-point in this portion of the study. The discussion provided great insight for the consultant team to consider for the remaining portions of the analysis and opportunities phase.

Meeting #4 / May 13, 2019

The fourth Stakeholder Committee meeting concluded project analyses with market-related data and an exploration of opportunities for the Castleton area. The stakeholder group reviewed themes and gave minor suggestions. The group discussed potential “big moves” to set a vision for Castleton.

Meeting #5 / June 10, 2019

At the fifth Stakeholder Committee meeting, the team presented preliminary online survey data as well as feedback from the first round of focus group meetings, and revised themes based on comment from meeting #4. Retail trends, development typologies, and revenue strategies that impact the plan were reviewed. The meeting concluded with a feasibility analysis of the leading “big moves” concepts under consideration.

120+

Attendees at two Public Workshops

1,400+

Interactions with the project website

mycastleton.com

100+

Stakeholders engaged over 20 Focus Group meetings

20+

Stakeholders Committee

2,400+

Online Survey Responses

150+

Attendees at Open House

PUBLIC PROCESS

ONLINE ENGAGEMENT

WEBSITE

MyCastleton.com & Project E-newsletter

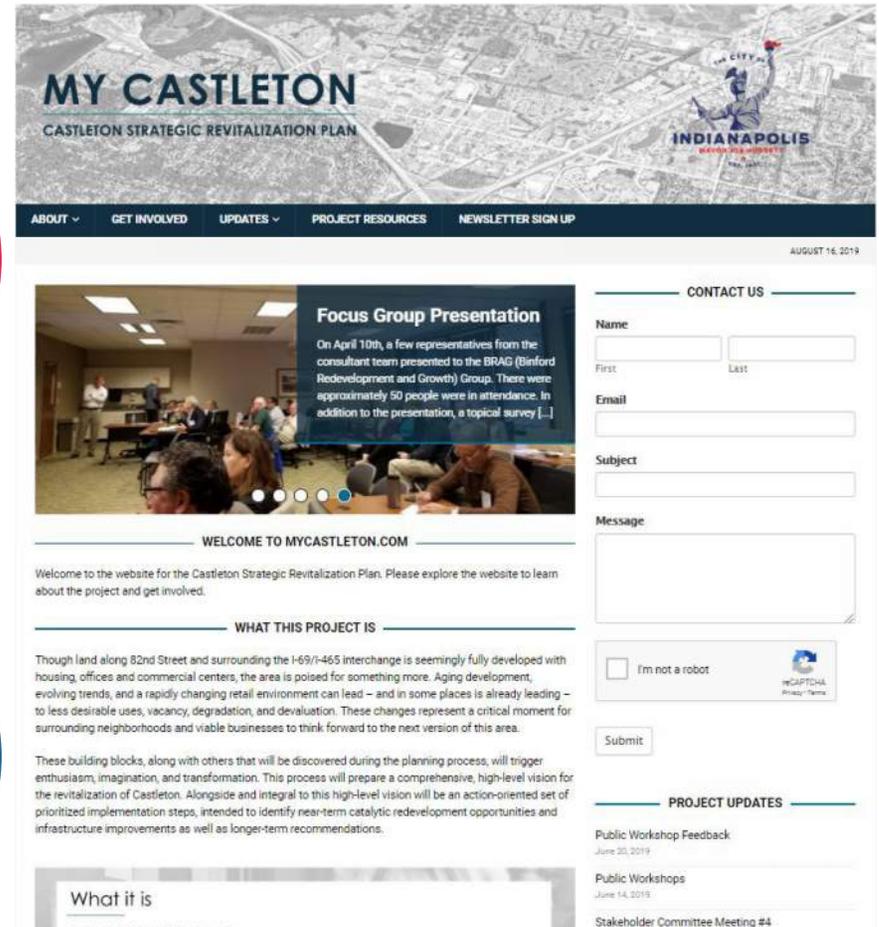
The project website, <https://MyCastleton.com>, provided updates regarding outreach opportunities and various resources, such as project maps, presentations, and visualization graphics. The site also offered tools to sign up for a project e-newsletter and for the public to provide comments. These methods acquired 426 e-newsletter subscribers and more than 60 individual comments. The site received nearly 3,000 unique visitors since its launch in the Spring of 2019.

Two rounds of public surveys were also linked from the website and these surveys constituted a significant portion of the project's public outreach as more than 2,400 individuals responded.

2,900
UNIQUE
VISITORS

6,500
TOTAL PAGE
VIEWS

Website Imagery



PUBLIC PROCESS

ONLINE SURVEY #1 RESULTS

METHODOLOGY

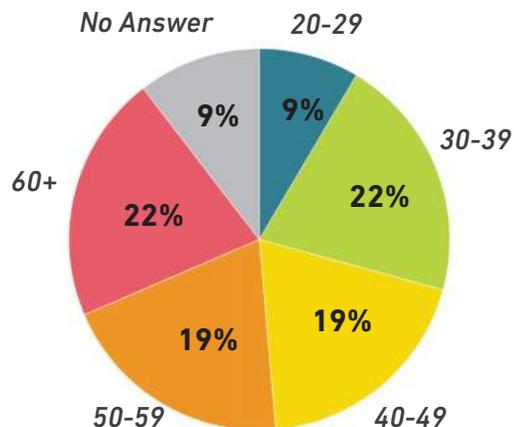
The engagement process employed two project surveys, a first at the midpoint in the project, to understand demographics and opportunities, and a second later in the process to assess reactions to recommendations. The second survey assessed a broad audience. Both surveys were widely promoted online through the project website, email blasts, social media, and print and digital media. The survey results confirmed the direction, recommendations, and priorities of the planning process.

Demographics

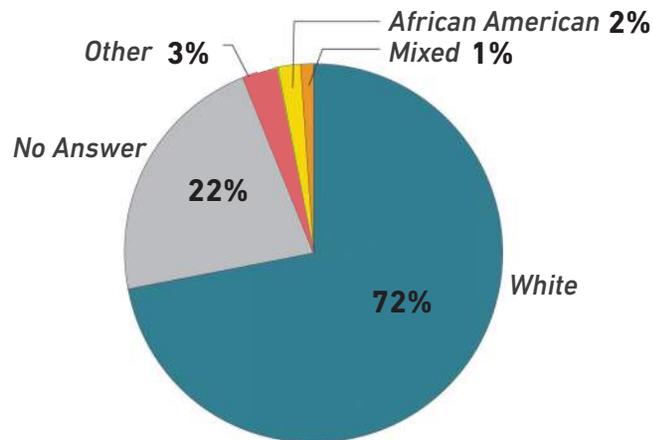
A majority of respondents were over 40 years old, well-educated, and white. The project team attempted to address this potential demographics skew through further outreach with assistance from area employers, community organizations, schools, and faith-based organizations. This supplementary outreach, however, did not alter the overall demographic response rate.

**1,508
RESPONSES
TOTAL!**

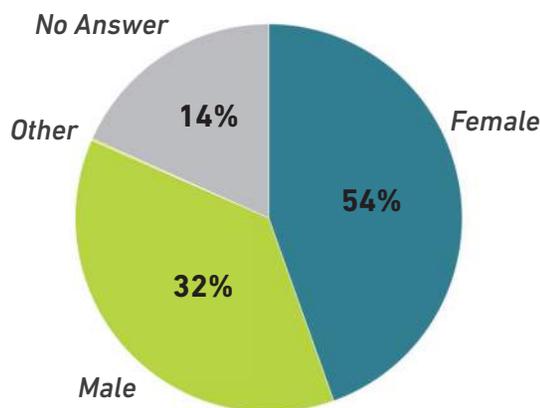
AGE



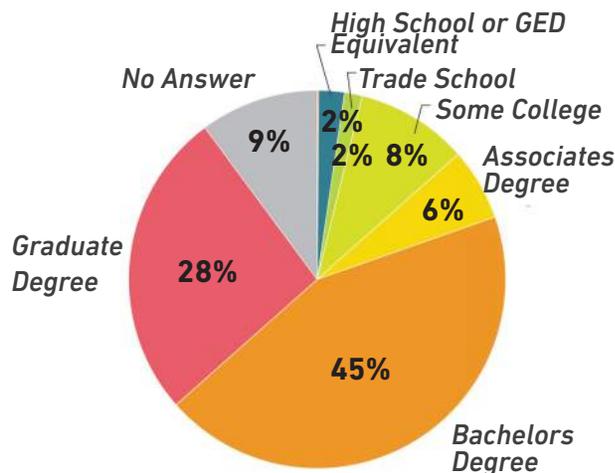
RACE



GENDER



EDUCATION



Survey was open from 5/3/2019 - 8/19/2019

PUBLIC PROCESS

ONLINE SURVEY #1 RESULTS

Summary

The results of the first survey indicated that vehicular traffic is both an asset to businesses and destinations and a concern with respect to congestion. This polarity helped the planning team focus on recommendations that could address both aspects simultaneously.

Survey results also pointed to the value of the area's retail options and concerns about storefront vacancies and changes to common shopping patterns. Perceived issues with crime and public safety were commonly identified.

Survey data also provided valuable insight regarding the most notable absences in the Castleton area. Trails, green space, and outdoor activities dominated the list of needs, while a desire for more non-chain, local businesses was expressed for retail and restaurant development.

TOP ASSETS

Highway Connections / Location	66%
Retail Options	47%
Services (hotels, hospitals, schools)	38%

TOP ISSUES / CONCERNS

Traffic / Traffic Patterns	57%
Retail Vacancies / Changing Retail Environment	40%
Public Safety / Crime	36%

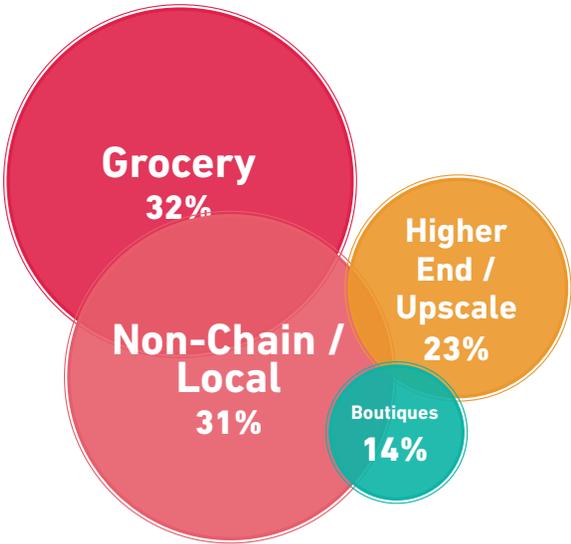
TOP IMPACTFUL, SHORT-TERM OUTCOMES

Plan for Empty Storefronts	60%
Litter Clean-Up / Beautification	38%
More Green Spaces	33%

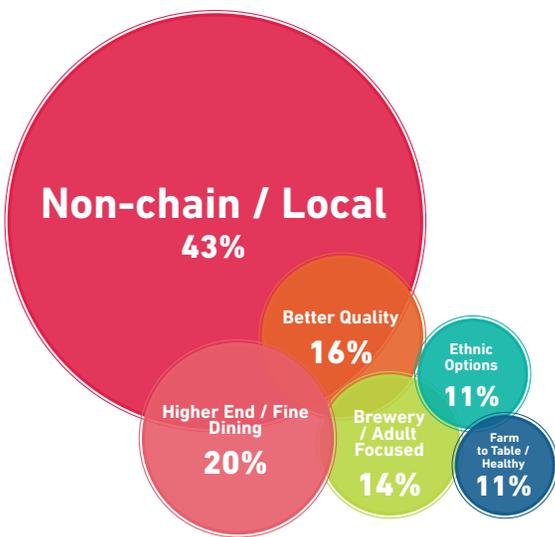
PUBLIC PROCESS

ONLINE SURVEY #1 RESULTS

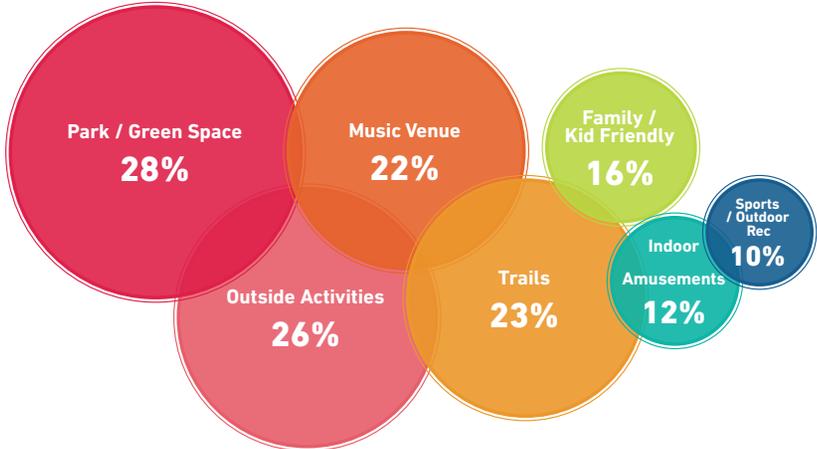
MISSING RETAIL



MISSING RESTAURANT



MISSING ENTERTAINMENT



Biggest Opportunities

Top issues and assets both converge around access/connectivity and retail. This shows that there are opportunities to reposition both.

Retail and Restaurant Opportunities

Respondents are looking for grocery options of different sizes, non-chain restaurants, and more diversity in food and restaurant options.

Entertainment Typologies

Desired entertainment options include outdoor activities such as parks, music, trails, and family activities.

Improvements and Amenities

Business owners, in general, are seeking to stay in Castleton but would like infrastructure and maintenance improvements and greater amenities within walking distance.

Short-Term Opportunities

Short-term opportunities include beautification, occupying empty storefronts, and adding green space.

Overall Castleton Character

The future of Castleton is welcoming and walkable with a focus on family.

PUBLIC PROCESS

ONLINE SURVEY #2 RESULTS

NEW DEVELOPMENT TYPES

<i>Mixed-Use</i>	56%
------------------	------------

TRAFFIC IMPROVEMENTS ON 82ND ST.

<i>Landscaped medians and streetscape</i>	61%
---	------------

<i>Extend 86th St. across I-69</i>	50%
------------------------------------	------------

<i>Reduce driveway entrances</i>	46%
----------------------------------	------------

<i>Realign Bash/Masters</i>	45%
-----------------------------	------------

PEDESTRIAN IMPROVEMENTS ON 82ND

<i>Wider sidewalks/off-street paths</i>	66%
---	------------

<i>Connect gaps in sidewalks</i>	54%
----------------------------------	------------

<i>Street trees and buffers</i>	53%
---------------------------------	------------



EARLY UNDERSTANDING OF THE STUDY AREA

ACTIVITY SUMMARY

UNDERSTANDING THE SITE

During the second Stakeholder Committee meeting, the attendees were asked to participate in a group mapping activity to identify assets, issues, and potential opportunities related to specific topics. These topics were identified during an activity at the first Stakeholder Committee meeting.

At the first two Public Meetings, attendees also participated in this mapping exercise. Results between the groups were similar and supported the planning team's findings.

The following pages graphically summarize the results of the mapping exercises.

Stakeholder Committee Images



EARLY UNDERSTANDING OF STUDY AREA

MAPPING ACTIVITY

OVERVIEW

Assets

Key assets were identified as:

- » Castleton Square Mall and Community Hospital North
- » High-quality interstate highway access
- » The prominence of 82nd Street as a commercial corridor
- » The Nickel Plate Trail
- » Sahm Park and Golf Course
- » The White River

Issues

Key issues were identified as:

- » Lack of north/south vehicular connectivity
- » Poor pedestrian connectivity
- » Congestion on 82nd Street
- » Declining retail centers and office parks
- » Large 100-year floodplain around Howland Ditch

Topic Categories	Assets	Issues	Opportunities
Retail / Development	✓	✓	✓
Aesthetic/Appeal/Perception		✓	✓
Activation/Programming			✓
Infrastructure/Transportation	✓	✓	✓
Traffic and Connectivity		✓	
Maintenance		✓	
Flooding		✓	
Food	✓	✓	✓
Services	✓		
Recreation	✓		✓
Entertainment			✓
Location / housing	✓		✓
Environment	✓	✓	✓
Employers	✓		✓

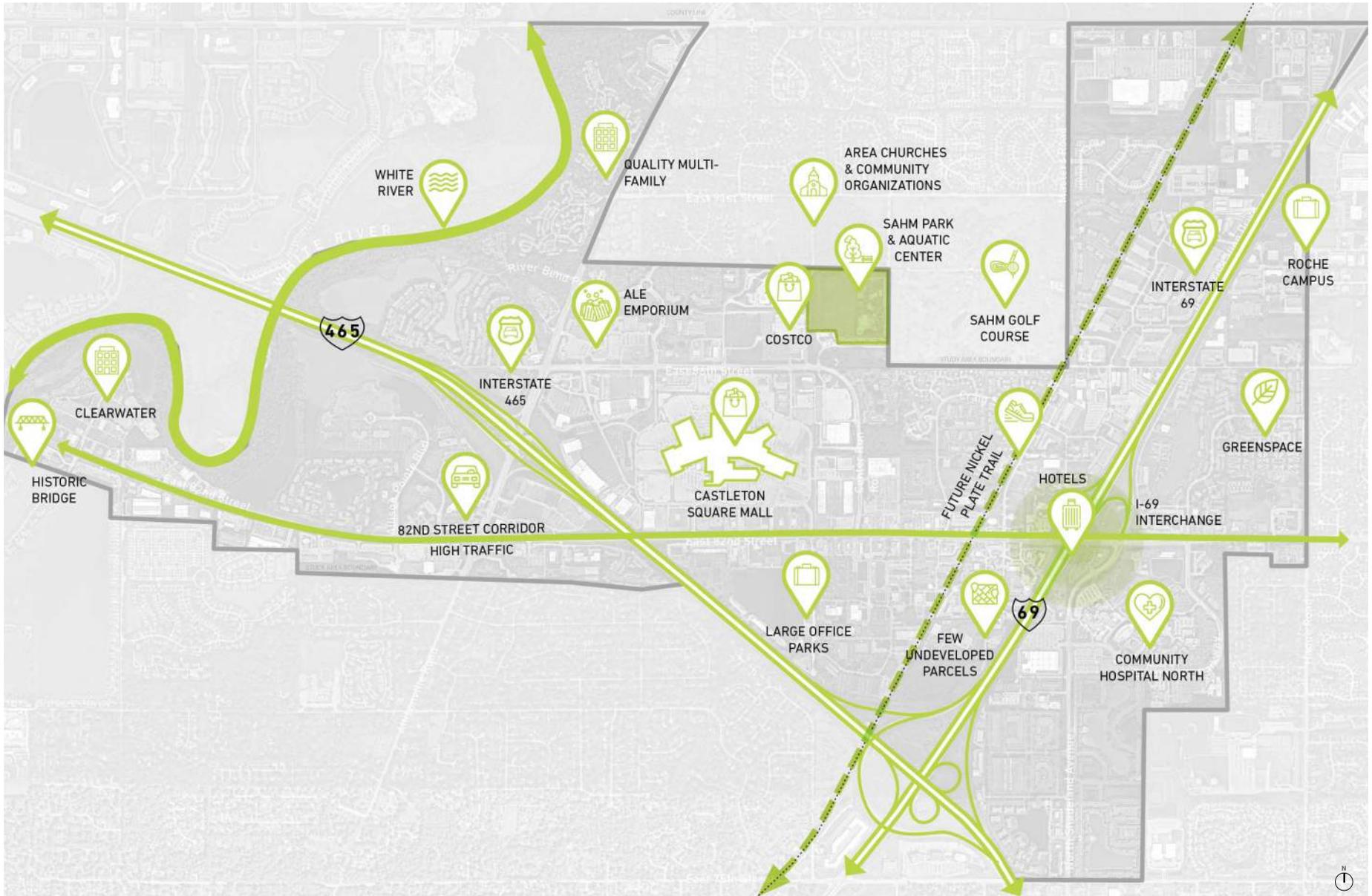
Opportunities

Key opportunities were defined as:

- » Redeveloping property around the Nickel Plate Trail, Howland Ditch, and Castleton Square Mall
- » Remaking 82nd Street as a complete street with quality pedestrian amenities
- » Building the Nickel Plate Trail as a local and regional destination
- » Extending 86th Street along Sahm Park and Golf and across I-69
- » Providing linkages between major employment and retail anchors

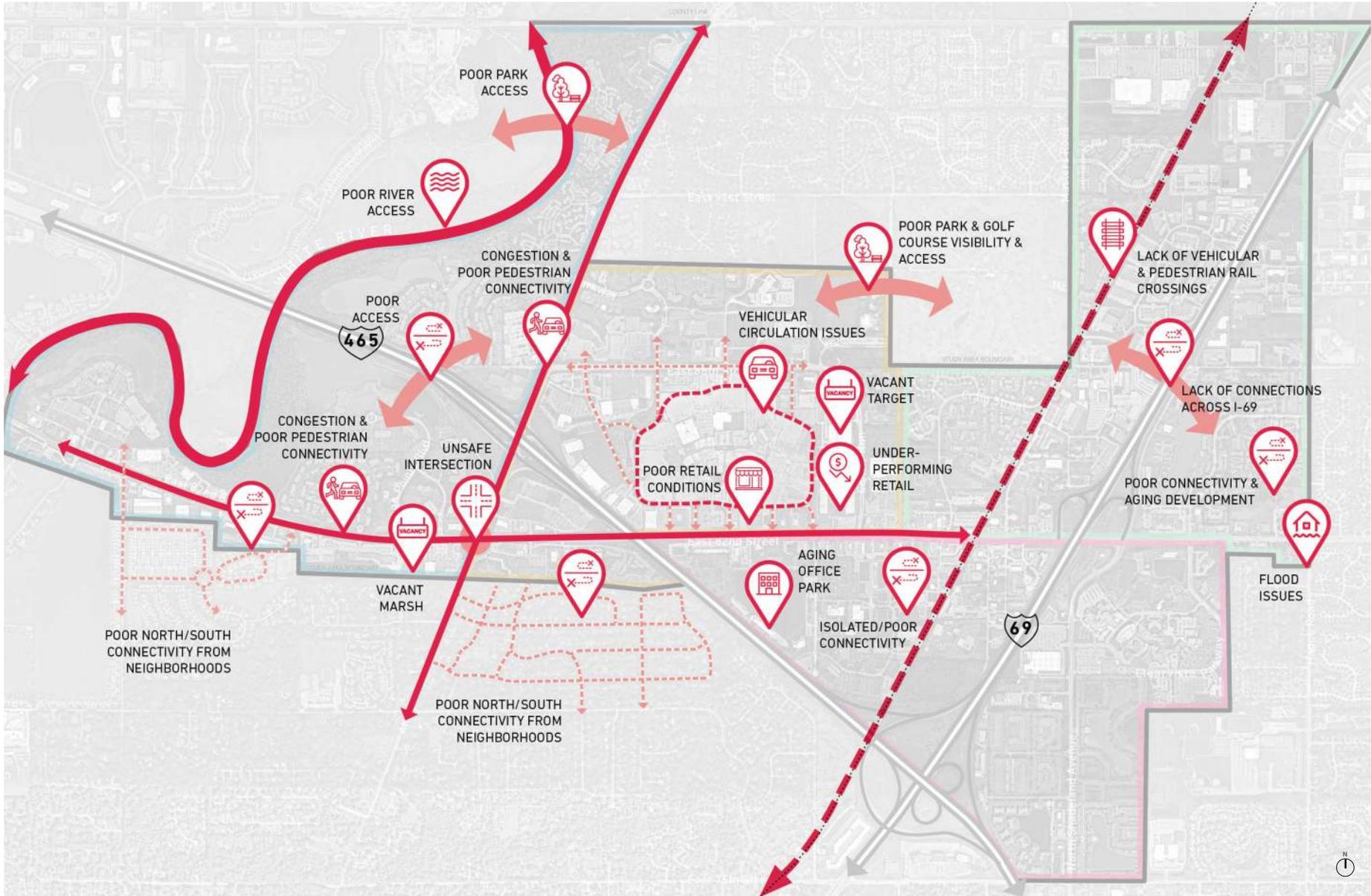
EARLY UNDERSTANDING OF STUDY AREA

MAPPING ACTIVITY - ASSETS



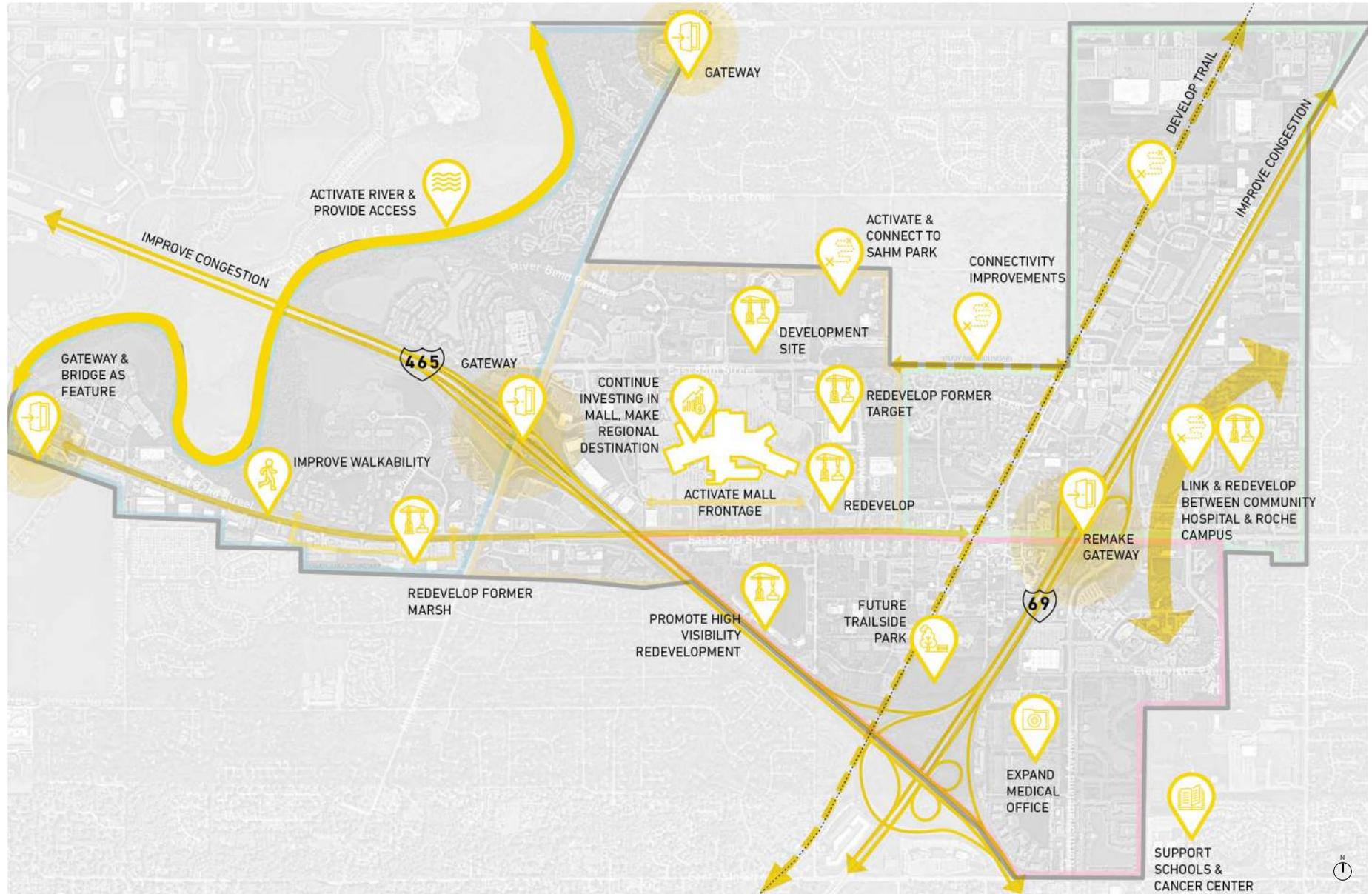
EARLY UNDERSTANDING OF STUDY AREA

MAPPING ACTIVITY - ISSUES



EARLY UNDERSTANDING OF STUDY AREA

MAPPING ACTIVITY - OPPORTUNITIES



EARLY UNDERSTANDING OF STUDY AREA

SETTING GOALS

Stakeholder Committee Images



EARLY UNDERSTANDING OF CASTLETON

In conjunction with the mapping of assets, issues, and opportunities, the Stakeholder Committee was asked to help establish goals for the project. Goal setting was an iterative process that was vetted at various points to ensure the progress was consistent with project goals.



DEVELOPING DESCRIPTOR WORDS

The Stakeholder Committee was asked early in the process to identify descriptor words or nouns that speak to the future of the Castleton area. From that point, these words were categorized to start forming the basis of the keywords. These categories seemed to point to an energized, family-focused place.

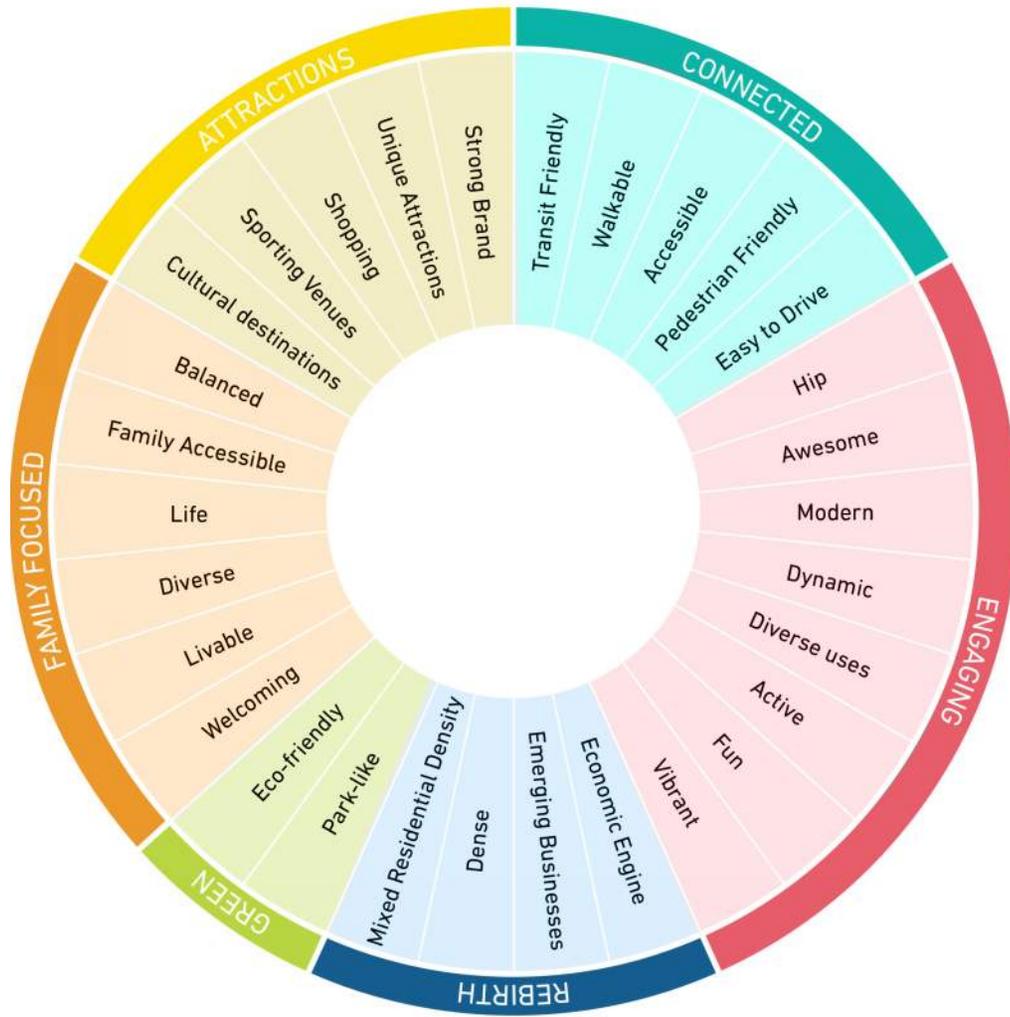
After these categories were formed, the Stakeholder Committee was then asked to elaborate on what these meant to them.



THEMES

FORMING KEYWORDS

Categorized Descriptor Words



Keywords



Next page

THEMES

KEYWORDS EXPANDED

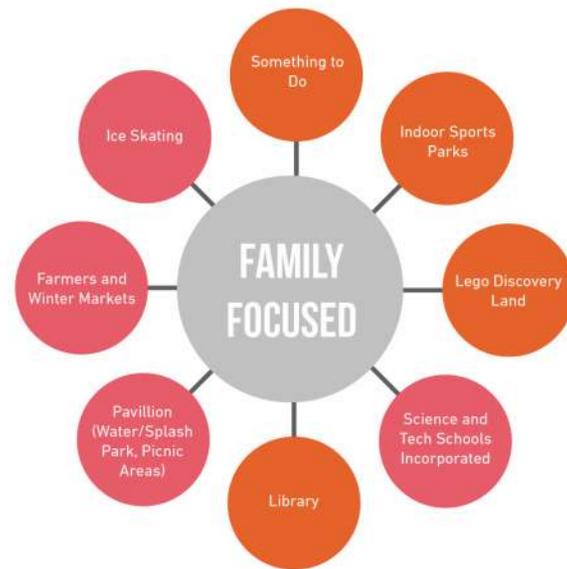
FORMING THE THEMES

The keywords were expanded into actionable project goals that then led to the plan's themes.

Keywords Expanded Into Goals

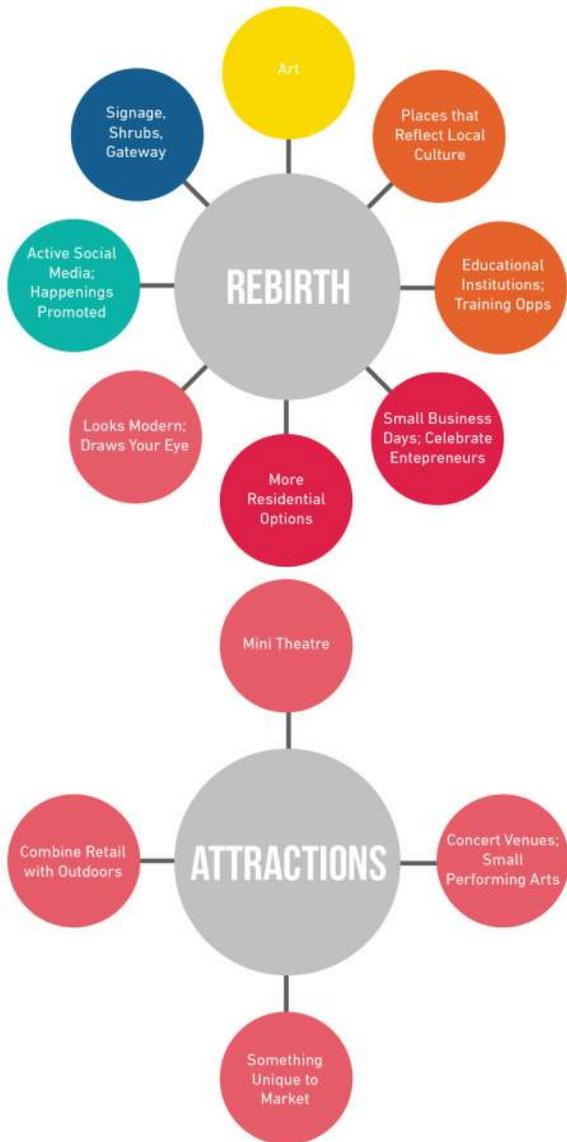


Continued from previous page



THEMES

CREATION OF THEMES



Project Vision
Sustaining long-term
viability through creating
place



Themes

-  **82ND STREET AS A PLACE**
-  **RECONNECTING PEOPLE**
-  **RESTORING THE NATURAL HERITAGE FOR PEOPLE**
-  **RECLAIMING IDENTITY**
-  **THE RAIL THAT DIVIDES, NOW CONNECTS**
-  **A PLACE FOR ALL**
-  **THE "IT" FACTOR**
-  **VILLAGE CENTERS, NOT STRIP CENTERS**



INVENTORY + ANALYSIS

SECTION 3

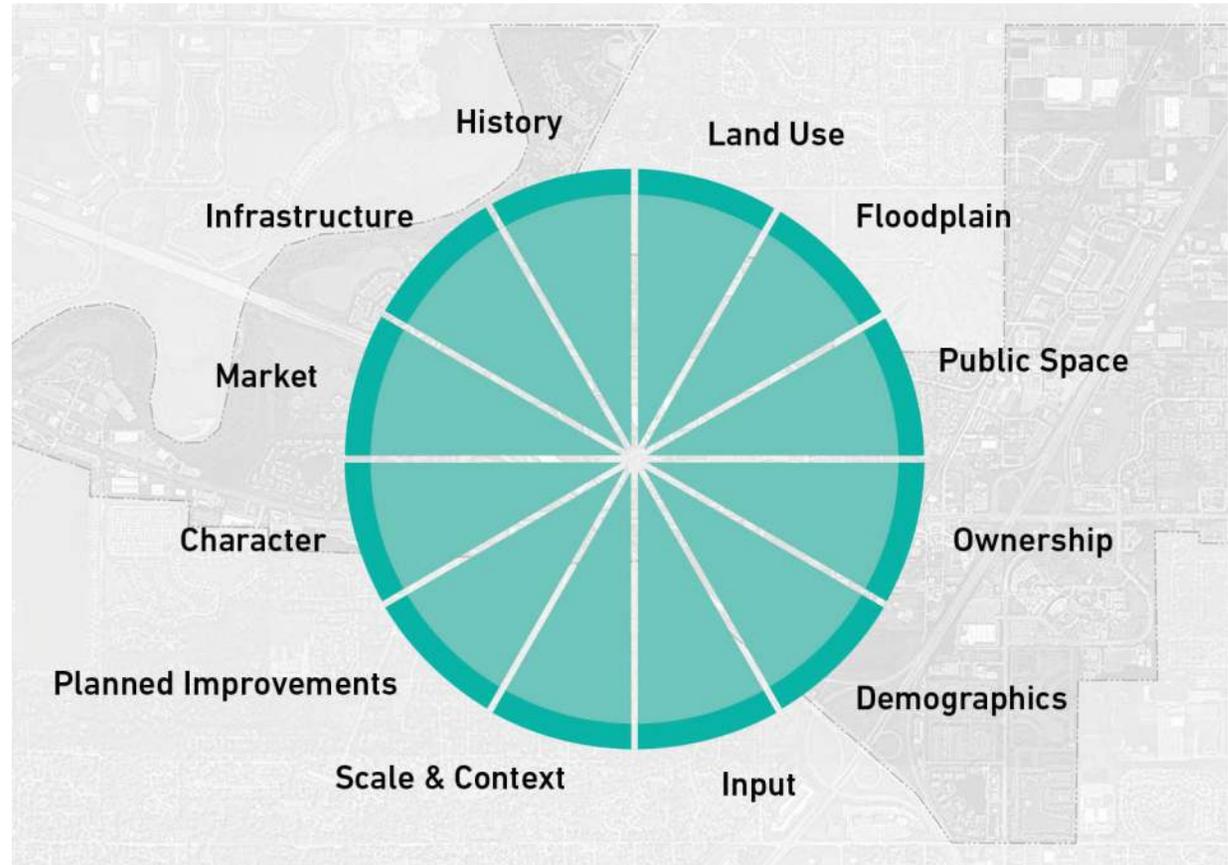


INTRODUCTION

UNDERSTANDING THE PLACE

The inventory and analysis component is an important aspect of this process. Inventory and analysis identifies and synthesizes key findings relative to existing physical conditions, including connectivity and transportation networks, public infrastructure and utilities, existing land use, significant property ownership, development patterns, flood hazard areas, environmental conditions, and market conditions and potential. This process sets the stage for the evolution of opportunities and recommendations contained later in the plan.

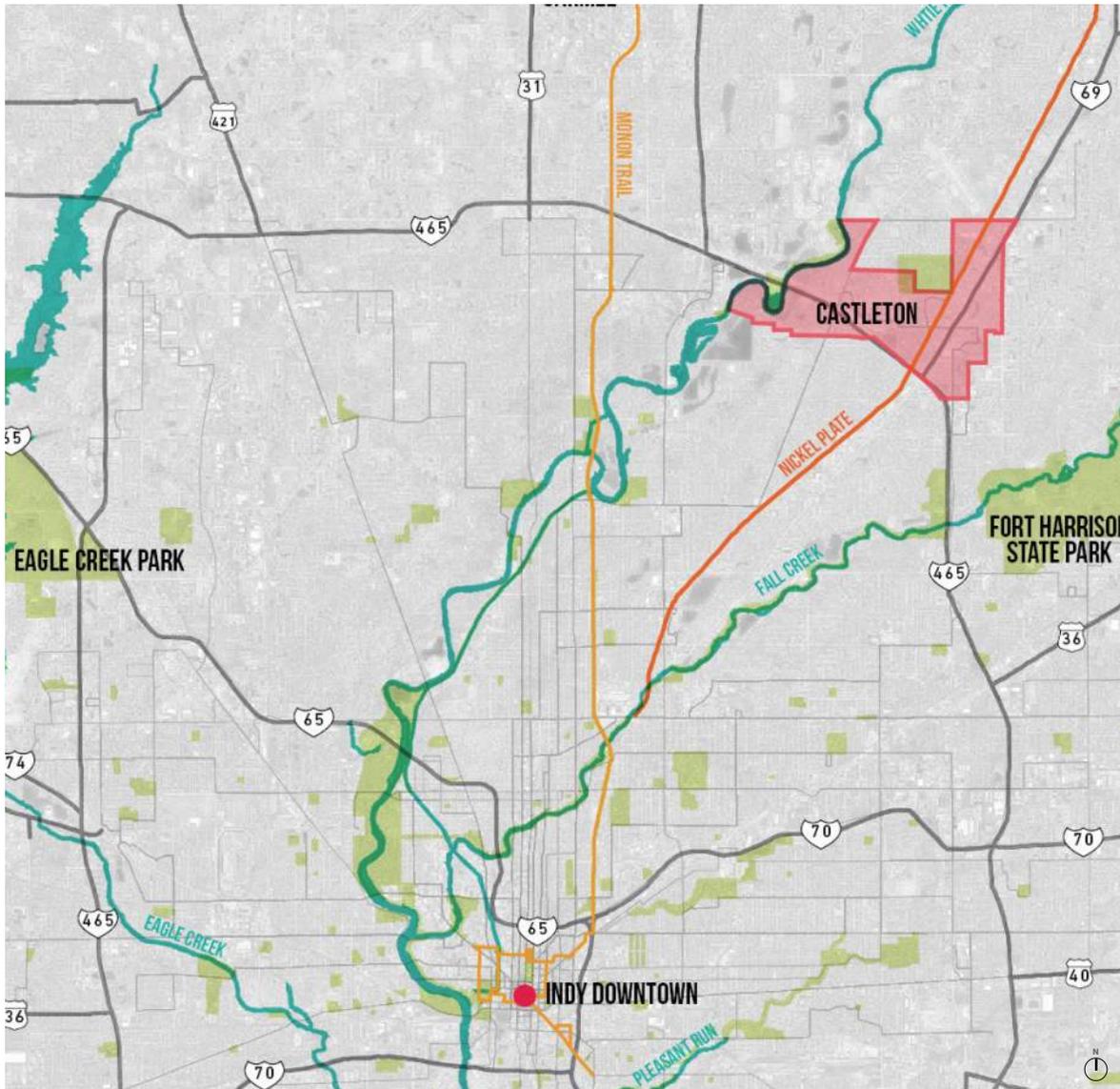
Information Studied





REGIONAL CONTEXT

LOCATION



Castleton is located in the northeast corner of Indianapolis, surrounded by stable, well-established neighborhoods. The study area is located at the convergence of two regional corridors (I-465 and I-69), which provide excellent regional access but have created local road bottlenecks and disconnected areas.

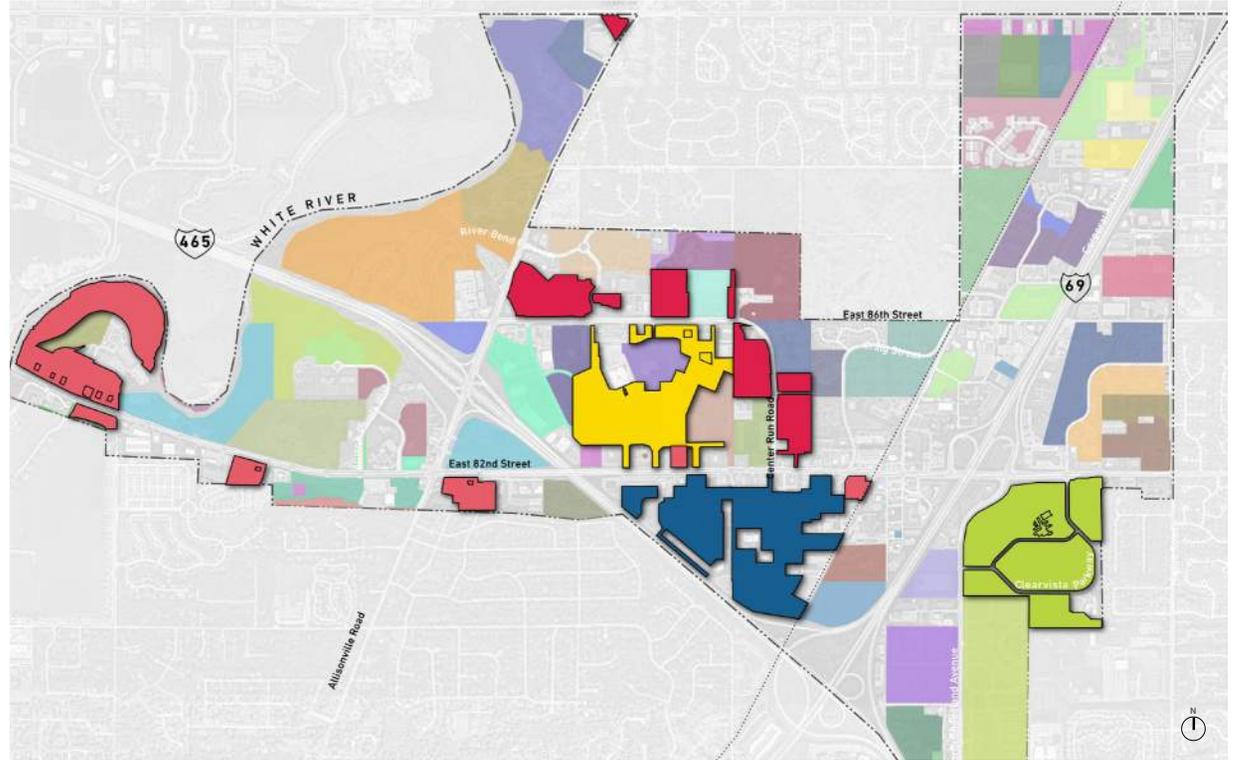


PHYSICAL CHARACTERISTICS

PROPERTY OWNERSHIP

Much of the Castleton study area is comprised of several large property owners (individuals owning more than 50 acres) along with many smaller property owners property ownership. In redevelopment planning, large properties are examined first for potential opportunities. However, there are many concentrations of small properties near the Nickel Plate Trail, which can make redevelopment a challenge.

Ownership Summary Map



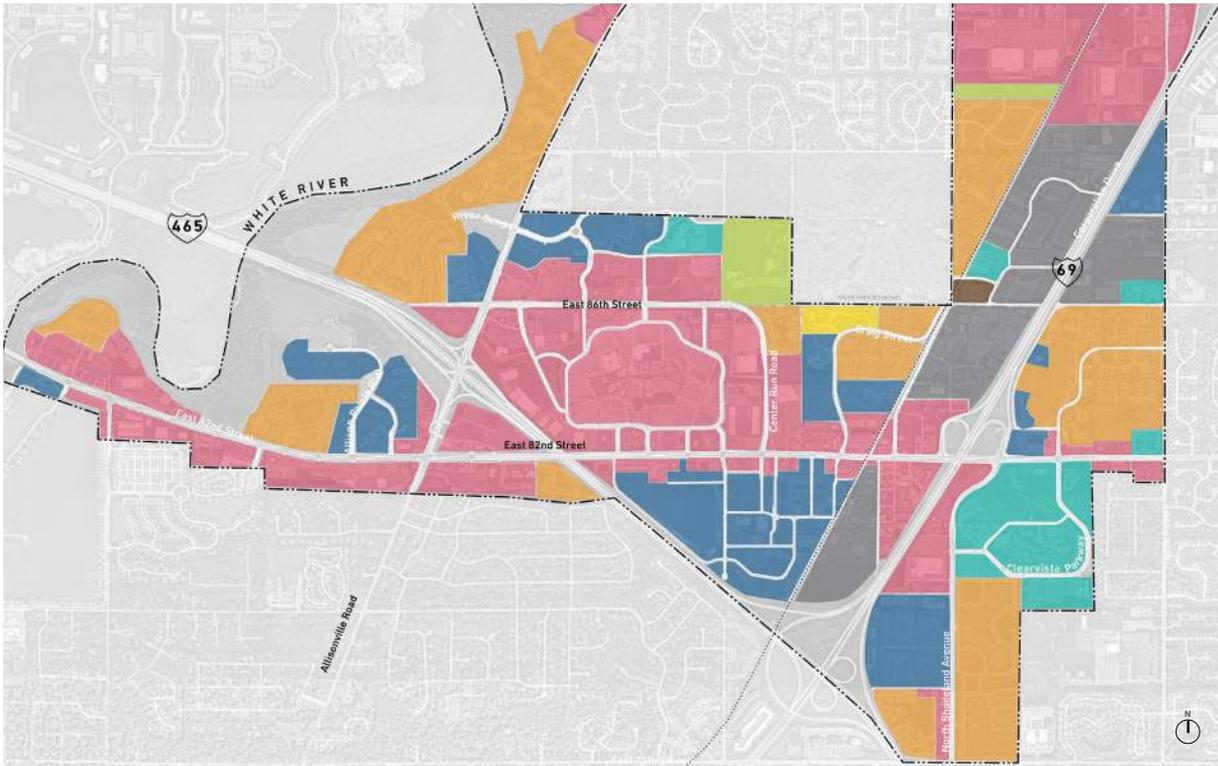
Top 5 Owners (Non Residential)

	Castleton Office Park	96 ac
	Community Health	94 ac
	Broadbent	80 ac
	Simon Property Group	71 ac
	Sunbeam	69 ac

PHYSICAL CHARACTERISTICS

MIX OF LAND USES

Current Land Use Map



 Commercial	31%
 Office	12%
 Institutional	5%
 Industrial / Logistics	8%
 Substation	0%
 Detached Residential	4%
 Attached Residential	13%
 Park / Open Space	4%

	Employment			
	Indianapolis Metro		Study area	
Retail	126,951	12%	6,187	22%
Healthcare / Social Assistance	184,516	18%	5,290	19%
Finance & Insurance	57,436	6%	1,721	6%
Accommodation & Food Services	92,614	9%	3,384	12%
Educational Services	76,789	7%	469	2%
TOTAL	1,028,126		27,666	

It is important to note that Castleton has a variety of land uses developed in a suburban way. In general, uses are isolated and disconnected from each other.

Retail and Office

Castleton is a regionally significant retail and office destination, but strip mall and low-rise office development is declining.

Residential

Residential land uses in the study area are primarily multi-family with some duplex, senior housing, and little single-family residential. Conditions are stable and well maintained, but aging.

Light Industrial

Much of the light industrial land uses (including warehousing and logistics) is concentrated between the I-69 and Nickel Plate rail corridors.

Institutional

Institutional land uses include public and governmental uses, schools, and Community Hospital North. Castleton does benefit from significant medical office and high tech (including medical, pharmaceutical, and research and development) land uses.

Park and Open Space

Sahm Park and Golf Course constitutes most of the open space within the study area. Future opportunities along the White River and Nickel Plate Trail could add to this category of use.

PHYSICAL CHARACTERISTICS

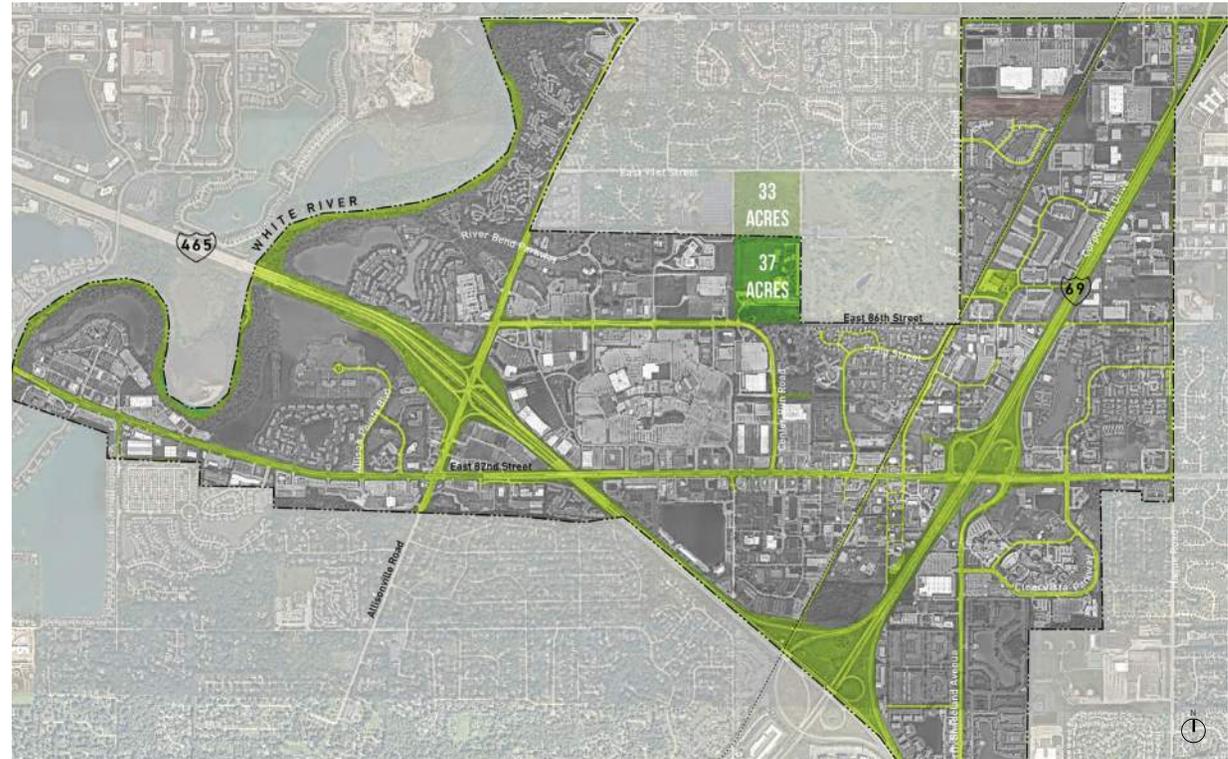
PUBLIC LANDS

LIMITED PUBLIC PLACES

The study area has limited open space, which currently includes Sahn Park and White River frontage. Analysis and community feedback indicated that high-quality gathering spaces are needed to generate a sense of place and community in the Castleton area. Compared to Downtown Indianapolis (a similar-sized area), Castleton has much less open space.

The results of both community surveys indicate that there is a need for more green space and access to open space. The White River Vision Plan further emphasizes the need and opportunity for high-quality experiences along the White River in the Castleton study area.

Public Property Summary Map



Public Land	
	Study area
Parks	1% (37 ac)
Pervious	54%
Impervious	46%
INDOT ROW	9%

Note: Sahn Park is 70 acres, 37 of which is in the study area.

PHYSICAL CHARACTERISTICS

STORMWATER AND EASEMENTS

STORMWATER

Howland Ditch runs through the center of the Castleton study area and is the primary tributary to the White River, handling much of the stormwater for Castleton. The segment in the core of Castleton was modified from a natural stream to a channelized condition (large culverts and open ditches) in the 1960s. Howland Ditch has a 100-year floodplain that inhibits redevelopment from occurring within its boundaries. Many of the properties in Castleton that face the most significant decline are within the Howland Ditch 100-year floodplain.

Flood control improvements could help to remap the 100-year floodplain, bring this area out of the floodplain, and allow for redevelopment to occur.

EASEMENTS

Connection Opportunity / Constraints

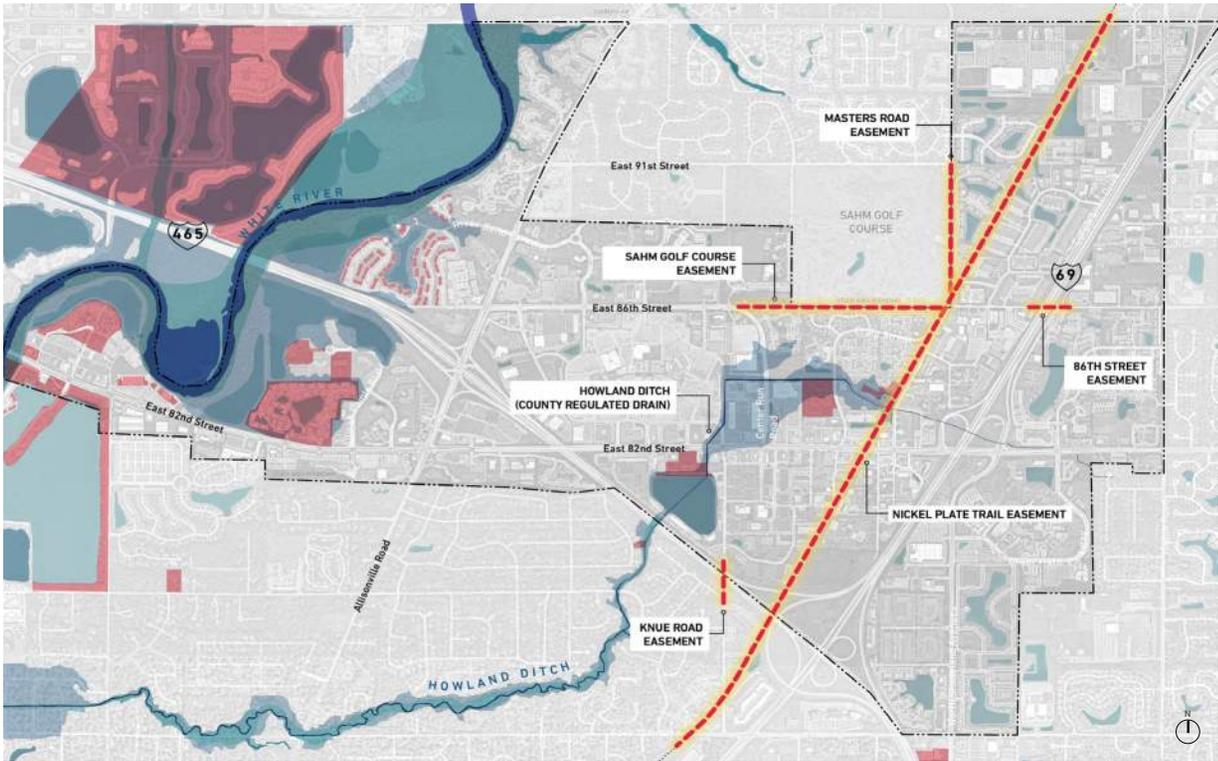
Nickel Plate Easement

The Nickel Plate Rail has a consistent 45' minimum right-of-way (ROW) widening at intersections generally that has been railbanked and is under control of the City of Indianapolis (through a management agreement with the landowner - Hoosier Heritage Port Authority).

Sahm Golf Boundary and 86th Street

A large Indianapolis Power and Light utility easement and road ROW lies along the southern border of the Sahm Golf Course, which could be relocated to allow 86th Street to cross to I-69.

Water Resources Summary Map



Howland Ditch (after channelization)



- Water Bodies
- 100-Year Flood
- Floodway
- Easements with Opportunities
- Properties in 100-Year Flood with LOMR (Letter of Map Revisions)

PHYSICAL CHARACTERISTICS

CONNECTIVITY OVERVIEW

LEVELS OF STUDY

The team studied vehicular and pedestrian connectivity today in the Castleton study area. Analysis findings are being supplemented by a companion traffic study conducted by the City of Indianapolis Department of Public Works.

Aside from I-69 and I-465, which are planned to undergo improvements over the next several years, significant thoroughfares were studied in the Castleton study area.

Circulation System Assessment

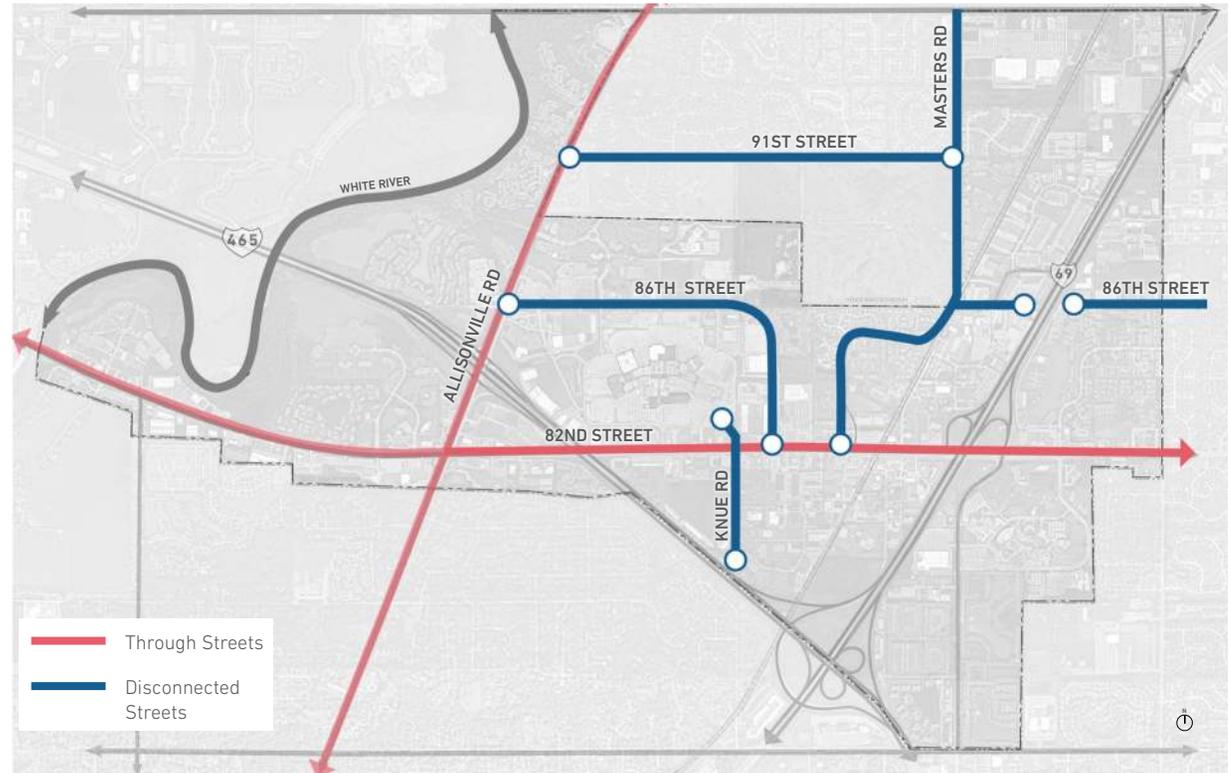
Alternate Route Needs

The Castleton area lacks high-quality north/south connections and needs additional east/west connectivity to relieve pressure on existing thoroughfares. Central to Castleton, 82nd Street provides significant regional east/west connectivity, but is heavily congested. Allisonville Road provides north/south connectivity and is similarly congested.

Areas of Poor Connectivity

The road network in Castleton is characteristic of the site-centric planing that was common as much of Castleton was developed and has resulted in a collection of disconnected places.

Corridor Assessment Diagram



Corridor Assessment

Further analysis of connectivity in Castleton identified a number of through streets (linking to multiple neighborhoods, highways, or other communities) and disconnected streets (incomplete street grid).

Disconnected streets form an incomplete street grid that can be challenging to navigate. This leads to a confusing and frustrating experience for many.

PHYSICAL CHARACTERISTICS

82ND STREET OVERVIEW

GENERAL OBSERVATIONS

Connectivity concerns and barriers to a quality experience of driving or walking 82nd Street were explored as part of this corridor analysis. The following pages focus on the issues of 82nd Street and opportunities to improve the user experience.

Needed Improvements

Intersections / Pedestrian Crossings

Intersections are typically large; there are few safe crossings for pedestrians and cyclists.

Sign Clutter

There is no unifying signage standard, which makes a cluttered and chaotic streetscape. Wayfinding signage is non-existent.

Edge Conditions and Open Drainage

Large, adjacent surface lots, poor signage, ample power lines/utilities, minimal landscape, and open drainage all contribute to poor edge conditions.

Pedestrian Conditions

The City has recently made substantial sidewalk additions in the Castleton area. Still, sidewalk gaps, lack of connections to businesses, high vehicular speeds, and large traffic volumes contribute to an unfriendly pedestrian environment. Lighting generally consists of street-oriented cobra-head light fixtures.



82nd Street looking towards I-465



Open Drainage on 82nd Street



Castleton Square Mall Entry



82nd Street at Knue Road (south)



Entrance to Castleton Square Mall

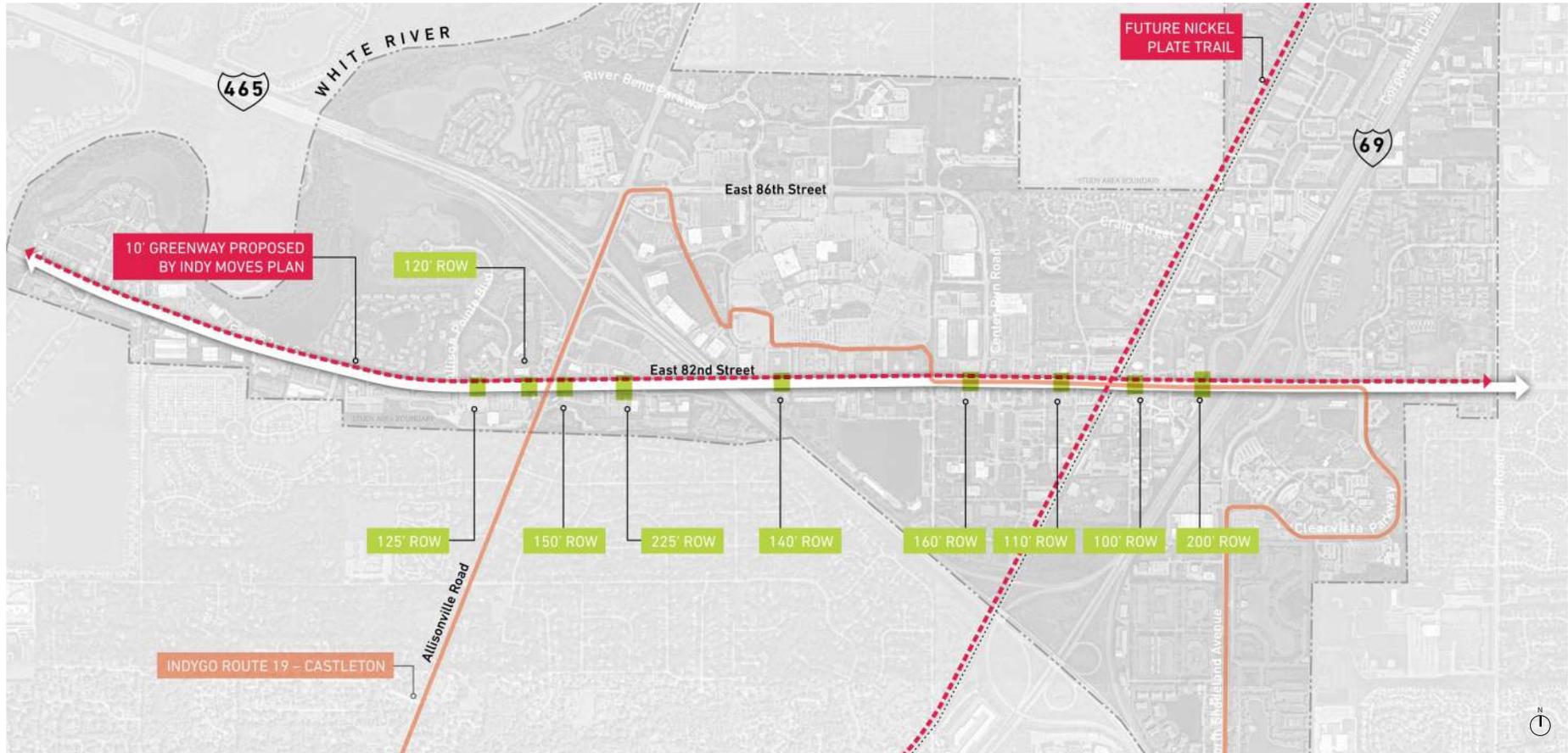


Open drainage on 82nd Street (west)

PHYSICAL CHARACTERISTICS

82ND STREET RIGHT-OF-WAY VARIATION

82nd Street Corridor Analysis Map



Street Width Restrictions

Right-of-Way Varies

82nd Street varies in right-of-way (ROW) width throughout the corridor from 100 to 225 feet. The widest ROW is located between Allisonville Road and I-465. The narrowest is between the Nickel Plate and Craig Street.

Making the Most of the Existing ROW

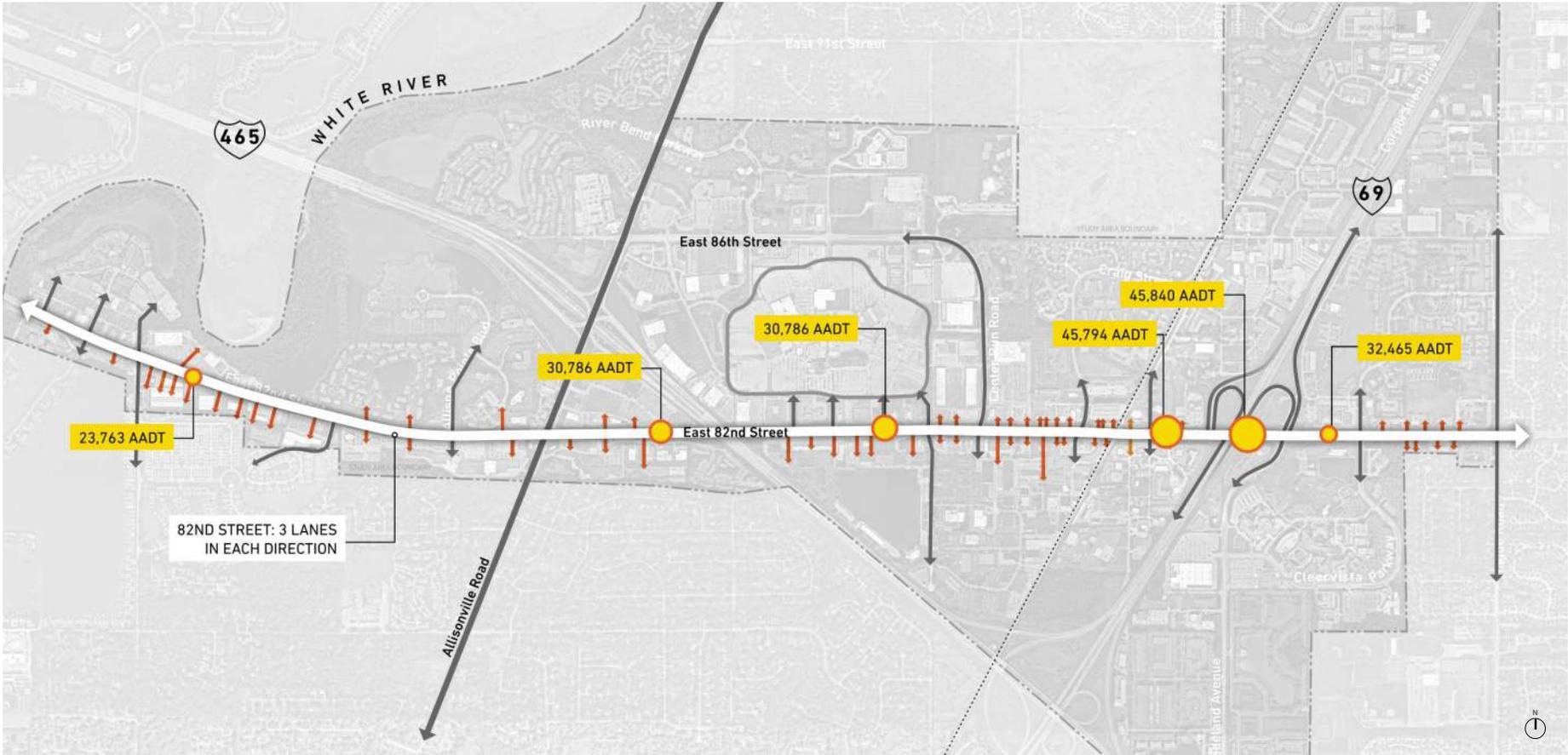
As a policy decision, the City of Indianapolis determined that private property impacts and new ROW acquisition should be minimized. This study examined existing ROW and determined that proposed modifications to 82nd Street could occur without acquiring new ROW.

This study recommends creative solutions such as consolidating drainage away from open swales, optimizing lane widths, and shifting the centerline of the road to balance out unequal ROW.

PHYSICAL CHARACTERISTICS

82ND STREET CURB CUTS AND TRAFFIC COUNTS

Traffic Volumes Summary Map



Traffic, Congestion, and Intersection Control

This study identified congestion as an issue on 82nd Street, especially during peak travel times. Several contributing factors were identified and are summarized to the right.

Many Intersections/Curb Cuts

West of the I-69 interchange, there are a large number of right-in/right-out entrances to various businesses, as seen above in red. All of these curb cuts/driveways contribute to slowing traffic for turns and potential conflicts, which cause traffic increases and a greater likelihood of accidents.

Traffic Congestion

Due to a lack of other east/west connections, traffic on 82nd Street can be congested throughout the day.

PHYSICAL CHARACTERISTICS

ALLISONVILLE ROAD OVERVIEW

GENERAL OBSERVATIONS

Congestion and a lack of quality experiences for pedestrians were identified in this study. Allisonville Road is the primary local north/south corridor for the area and serves as the main connector to I-465. The following focuses on the corridors' issues and opportunities.

Unsafe Pedestrian Intersection

The intersection of Allisonville Road and 82nd Street is approximately eight lanes in both directions and surrounded by commercial uses, which have individual curb cuts/driveways. While a bike lane exists on this corridor, the I-465 interchange and traffic congestion make this an unpleasant experience for cyclists. Furthermore, inconsistent sidewalks and a lack of marked pedestrian crosswalks create an unsafe pedestrian condition. Residents and commuters would benefit from safety improvements.



Just south of 96th Street Intersection (facing south)



Facing I-465 Intersection (facing south)



82nd Street Intersection (facing north)



86th Street Intersection (facing north)



91st Street Intersection (facing south)

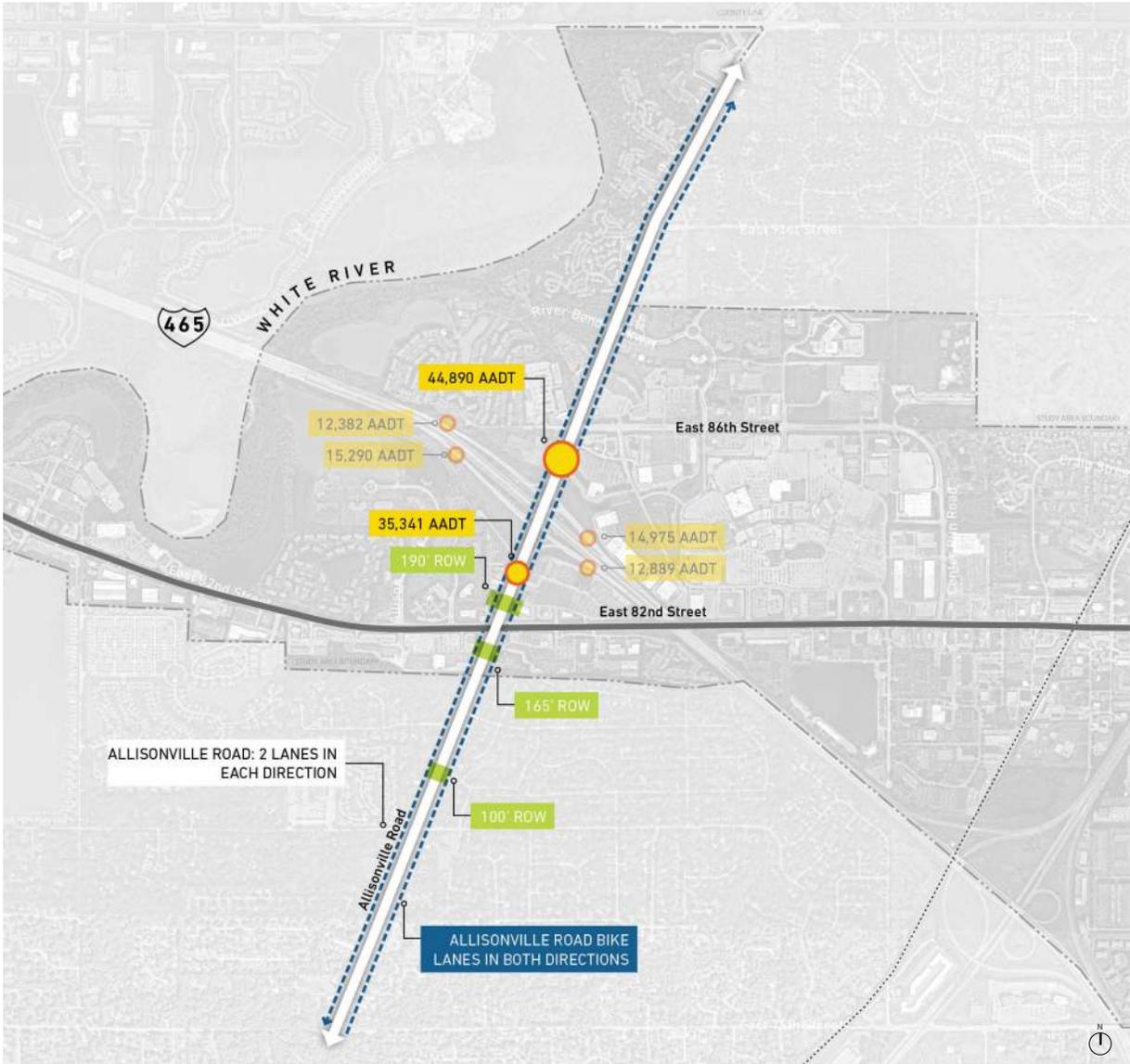


82nd Street Intersection (facing west)

PHYSICAL CHARACTERISTICS

ALLISONVILLE ROAD OVERVIEW

Allisonville Road Corridor Analysis Map



Unsafe Bike Lanes

While it is favorable that bike lanes exist along Allisonville Road in the Castleton area, analysis and local user data shows they are underutilized. Underutilization may be due to a combination of factors, including vehicular traffic counts, the number of travel lanes, the I-465 interchange, and the lack of separation from traffic.

Additional Traffic Lanes

The ability to widen Allisonville Road south of 82nd Street is restricted due to the lack of ROW and past community opposition. Previous plans called for the widening of Allisonville Road North of 82nd Street, but that is no longer a recommendation of the Long Range Transportation Plan.

PHYSICAL CHARACTERISTICS

NICKEL PLATE TRAIL OVERVIEW

GENERAL OBSERVATIONS

The Nickel Plate Rail (New York, Chicago, and St. Louis Railroad Company) was chartered in 1881 and provided rail connectivity throughout the Midwest. Today, portions of the original route are still used for rail travel, while others have been converted to trails or other uses. The Hoosier Heritage Port Authority (Port Authority) owns a section of the rail corridor located within the study area. This corridor traverses 22 miles through Marion County and Hamilton County, including Noblesville, Fishers, Castleton, and Indianapolis. In the Castleton study area, the Nickel Plate rail was used recently for excursion passenger trains such as the Indiana State Fair Train and other heritage rail passenger excursions. Following the end of active rail use, this corridor has been re-considered as a trail connection similar in scale to the Monon Trail, and steps have been taken to secure this future use.

The entire corridor is officially railbanked as part of the National Trails System Act through the Federal Surface Transportation Board (STB). Recently, the Port Authority sold 22 miles of the track to be salvaged from downtown Noblesville south to Fishers and into Indianapolis to 38th Street, clearing the way for construction of the trail.

When completed, the south end of the trail will connect to the existing Fall Creek Greenway in

Indianapolis, a regionally significant and nearly complete 22-mile trail that connects downtown Indianapolis to Fort Harrison State Park.

The north end of the proposed trail will provide a critical regional connection to the Midland Trace Trail (currently under development), which starts in the Noblesville Cultural Arts District and extends to Noblesville, Westfield, Zionsville, and the Monon Trail system, creating a 40-mile Central Indiana Loop.

The City of Indianapolis is responsible for the management of the Marion County portion of the corridor through an inter-local agreement with the Hoosier Heritage Port Authority. The City of Indianapolis has been deemed trail manager for this corridor.

The corridor right of way is approximately 45' wide (balanced from the centerline), with a wider right of way south of 82nd Street.

Within the Castleton study area, the Nickel Plate rail is surrounded by a variety of light industrial, warehouse, logistics, commercial, and multi-family uses. There are a significant number of property owners, which could challenge redevelopment efforts.



Rail at 75th Street (facing north)



Rail at 86th Street (facing north)



Rail at 82nd Street (facing south)

PHYSICAL CHARACTERISTICS

RAILBANKING

IMPACT OF RAILBANKING

Railbanking was established in 1983 as an amendment to Section 8(d) of the National Trails System Act through the STB. Railbanking is a voluntary agreement between a railroad company and a trail agency to use an out-of-service rail corridor as a trail until a railroad might need the corridor again for rail service. It is a condition allowing a railroad to “bank” a corridor for future rail use, if necessary. During the interim, alternative trail use is a viable option. This interim trail use of railbanked corridors has preserved thousands of miles of rail corridors that would otherwise have been abandoned and developed. While categorized as an interim use, most trails developed as part of railbanking are considered long-term uses.

More information can be found at: https://www.stb.gov/stb/public/resources_railstrails.html

The Nickel Plate Trail was railbanked on December 21, 2018, and an agreement between the City of Indianapolis and the Port Authority has been completed. The future trail and adjacent trailside development will have to follow standards set forth by the railbanking agreement.

Rail Equipment Removal

The Port Authority is permitted to remove all its equipment and materials, except for bridges, tunnels, and culverts, from a corridor. The Port

Authority will retain ownership of the Nickel Plate rail. Through the railbanking agreement, the trail manager (City of Indianapolis) has exclusive jurisdiction over the corridor for trail use.

Impact

At the time of this study, rail salvage was underway on the corridor. The City of Indianapolis has responsibility for removing crossings from road intersections.

No Permanent Structures to be Built

The tracks and ties on a railbanked line can be removed. However, bridges and trestles must remain in place, and no permanent structures can be built in the ROW. Additionally, the corridor cannot be disconnected from the interstate freight rail system

Impact

Disallowing permanent structures in the ROW secures physical clearance of the corridor for future restoration of rail service. This restriction may impact the proposed Nickel Plate Trail District related to 82nd Street streetscape, mixed-use development, structured parking, and other trailside development within proximity of the corridor. Pedestrian bridges are deemed acceptable, but consultation with the railbanking agreement is recommended during design and engineering. For example, the proposed pedestrian bridge over 82nd Street will need to consider federal, state, and

local laws regulating design standards for railbanked corridors.

More information can be found at: Section 2.3.3.4 of the AASHTO LRFD Bridge Design Specifications and 2018 Indiana Code TITLE 8. Utilities and Transportation ARTICLE 8. RAILROAD EQUIPMENT CHAPTER 1. General Provisions 8-8-1-11. Bridges.

Possible Future Restoration of Rail Service

A railbanked line is subject to the possible future restoration of rail service. While rare, the abandoning railroad company can apply to the STB to resume rail service on a railbanked corridor, which will then vacate the trail use ordinance. The terms and conditions of a transfer back to rail service in this scenario must be negotiated with the Port Authority and the trail manager (City of Indianapolis).

Impact

There is no immediate impact given the STB decision to approve the railbanking agreement (Notice for Interim Trail Use - NITU). The terms and conditions under which any rail property is returned to the railroad is generally governed by state law. For that reason, many trail managers address the terms and conditions under which the railroad will compensate the interim trail manager in the event of rail service reactivation in their interim trail use/ railbanking agreements.

PHYSICAL CHARACTERISTICS

RAILBANKING

Use Restrictions

The contract between the rail company and the buyer or trail manager often addresses specific items that may impact the use of the corridor. For example, utilities above and below ground are generally allowed given that the landowner has been conferred sub-surface and aerial rights in the contract and that there is no permanent obstruction of future rail service. Related to rail service restoration, as discussed above, the trail manager's contract should address the terms and conditions under which the railroad will compensate them in the event of reactivation.

Impact

As determined by the Port Authority's contract and railbanking agreement.

Railbanked corridors have had a long history of success, but that has not come without significant legal challenges; however, courts have recognized that the trail manager has broad authority to manage trail use of a railbanked corridor. This includes the right to limit access to the trail by adjacent landowners, the right to exclusive use of portions of the ROW beyond the width of the trail, and rights to use the corridor's surface, subsurface, and aerial space for utility or transit purposes. The Port Authority retains utility rights in this instance.

More information can be found at: <https://www.govinfo.gov/content/pkg/USCODE-2011-title16/pdf/USCODE-2011-title16-chap27-sec1247.pdf>



Rail at 82nd Street (west facing)



Depot at Rail and 82nd Street



Rail crossing 82nd (North facing)

PHYSICAL CHARACTERISTICS

HOWLAND DITCH OVERVIEW

GENERAL OBSERVATIONS

Today, most people don't notice that Howland Ditch traverses the Castleton study area. Howland Ditch is a significant component of stormwater infrastructure and a regulated drain handling much of the stormwater in the Castleton area.

Its current alignment runs from Community Hospital North, across I-69, north of 82nd Street and continues south along the eastern side of the Castleton Square Mall ring road (underground), across 82nd Street and into the Lake at the Castleton Office Park. This ditch drains further south and eventually into the White River.

In the study area, Howland Ditch is characterized by channelized and underground conditions. The infrastructure was determined to be in poor condition with substantially eroded banks, invasive species along edges, and insufficient storage and conveyance capacity. Conditions result in localized flooding and a sizeable 100-year floodplain that adversely affects adjacent commercial properties.

The 100-year floodplain along Howland Ditch primarily impacts properties between Castleton Square Mall and Craig Street (north of 82nd Street). Approximately 94 acres of the Castleton study area is situated in the 100-

year floodplain. Many of the most declining properties in this area are located in the 100-year floodplain.

Impact of Condition

Howland Ditch is in poor condition. In addition, impacted properties within the 100-year floodplain carry development and financing restrictions, which often are a barrier to reinvestment and redevelopment.

Culvert condition near Castleton Square Mall



Typical condition found east of the Castleton Square Mall (facing east)



PHYSICAL CHARACTERISTICS

HOWLAND DITCH FLOODPLAIN

Existing Alignment and Floodplain



PHYSICAL CHARACTERISTICS

HOWLAND DITCH CONDITIONS





MARKET CHARACTERISTICS

MARKET ANALYSIS

A baseline market analysis establishes an understanding of current conditions, supply, and demand within a particular geography. Specifically, residential, office and retail markets were analyzed within the Castleton area. While this information is static, it does establish a starting point for understanding opportunities within this area.

MARKET FOCUS AREA

The market focus area includes established residential neighborhoods. The future of Castleton affects the continued stability of these areas.

Market Focus Area



Source: ESRI, Greenstreet

MARKET CHARACTERISTICS

AREAS OF FOCUS

MARKET STUDIES

The study explores the three main market components and provides recommendations for each market. The market components include:

Residential

- » Housing occupancy
- » Median home value
- » Housing tenure
- » Rent and occupancy trends
- » Demand and recommendations

Office

- » Trends
- » Employment density
- » Employment inflow/outflow
- » Demand and recommendations

Retail

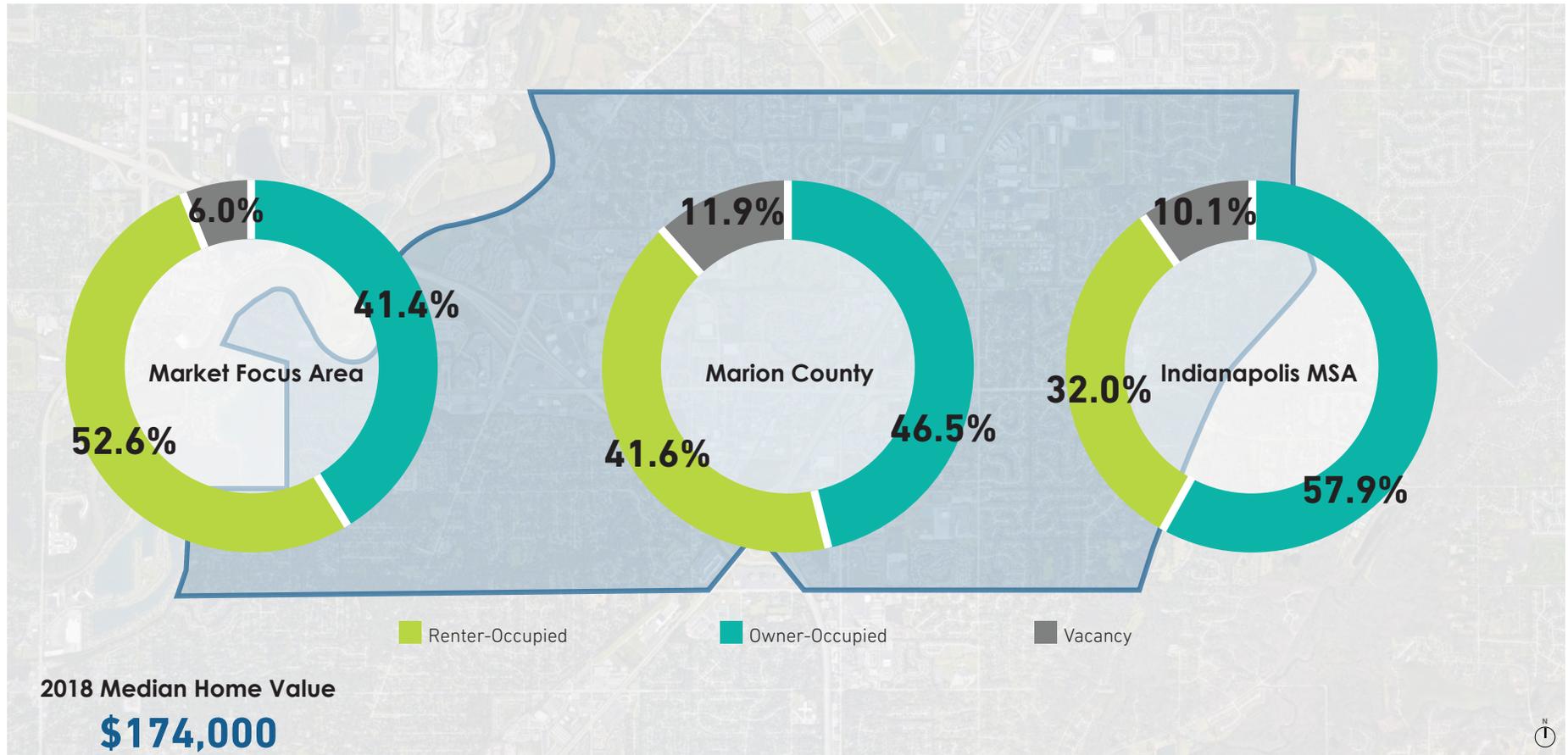
- » Trade study area
- » Retail character
- » Retail square footage
- » Rent
- » Trade area spending
- » Demand and recommendations



MARKET CHARACTERISTICS

HOUSING OCCUPANCY COMPARED TO REGION

Housing Occupancy (2018)



Type and Vacancy

The market focus area contains more renter-occupied housing units than both Marion County and the Indianapolis metro, as well as a lower overall vacancy rate.

Some of these are aging, however, and may not be able to compete with new apartment development without new investment.

Source: ESRI, Greenstreet

MARKET CHARACTERISTICS

RESIDENTIAL RENT AND OCCUPANCY

Occupancy Rates

In the last five years, minimal new apartment development has occurred. Occupancy rates have declined slightly since 2013, but are still healthy.

Q4 RENT & OCCUPANCY TRENDS (2018)

Market	Average Rent	Occupancy Rate
Northeast Subarea	\$887 up 1.3% from 2017 up 15.9% from 2013	91.4% down from 93.2% in 2017 down from 92.3% in 2013
Downtown Indianapolis	\$1,200 up 4.6% from 2017 up 24.2% from 2013	93.2% down from 94.0% in 2017 down from 96.0% in 2013
Indianapolis Metro Area	\$858 up 4.5% from 2017 up 19.5% from 2013	93.7% up from 93.0% in 2017 up from 92.4% in 2013

Source: Cushman & Wakefield

MARKET CHARACTERISTICS

RESIDENTIAL DEMAND AND RECOMMENDATIONS

RESIDENTIAL RECOMMENDATIONS

Access and Location

Residents would benefit from safe, convenient multi-modal access connecting housing units with adjacent recreational, entertainment, and retail destinations.

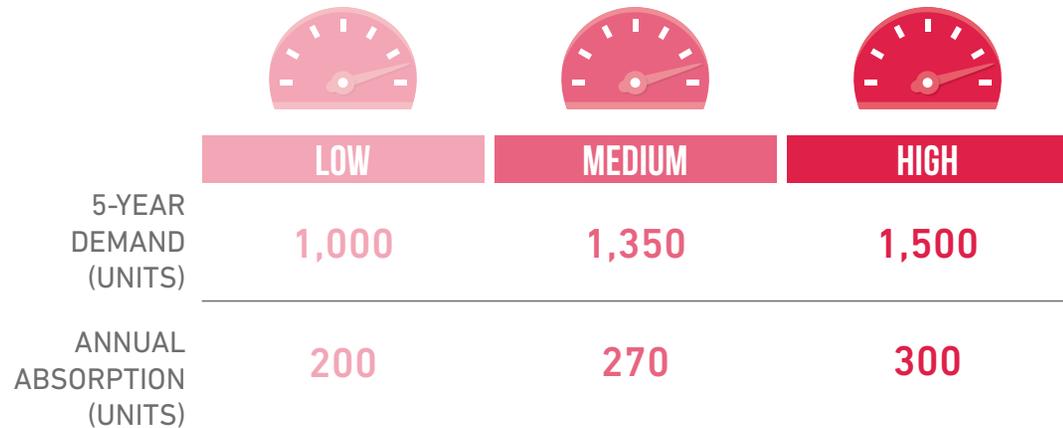
Isolated, single-use neighborhoods create physical and perceived barriers that can prevent residents from supporting and enjoying area attractions.

Type of Units

Housing should be marketed towards age groups predicted to increase over the next five years, mainly residents aged 65+ and millennials. Providing housing types, such as townhomes, mixed-use, empty nester, attached, and senior housing, in walkable neighborhoods adjacent to amenities will strengthen existing residential areas and attract new residents.

Building more large lot single-family units and disconnected multi-family units far from roads and amenities is not recommended.

HOUSING MARKET DEMAND

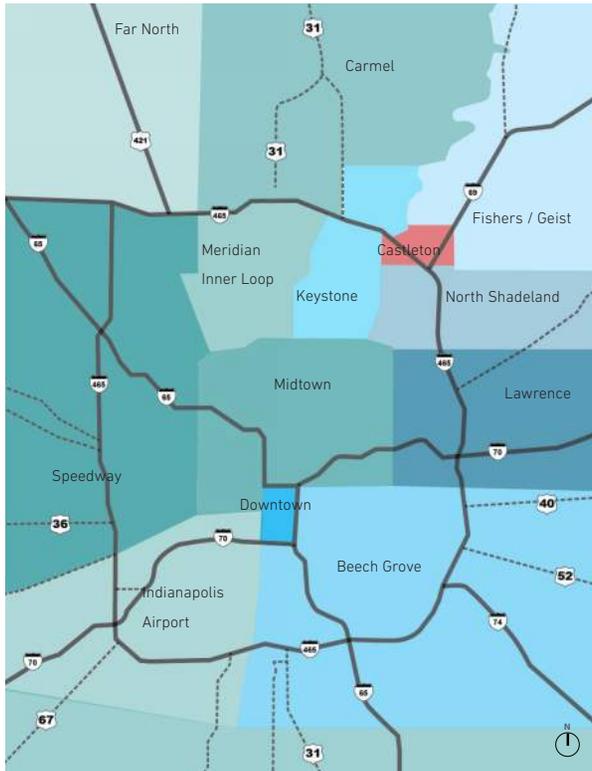


Source: Colliers International

MARKET CHARACTERISTICS

OFFICE MARKET OVERVIEW

Market Focus Area Regional Location Map



The Castleton market focus area, shown in red above, contains more than 400,000 square feet of vacant office space, and only 200 square feet of office inventory have been added in the past two years. Comparatively, suburban Indianapolis office inventory has grown by nearly 5% during the same period of time.

Q4 OFFICE TRENDS (2018)

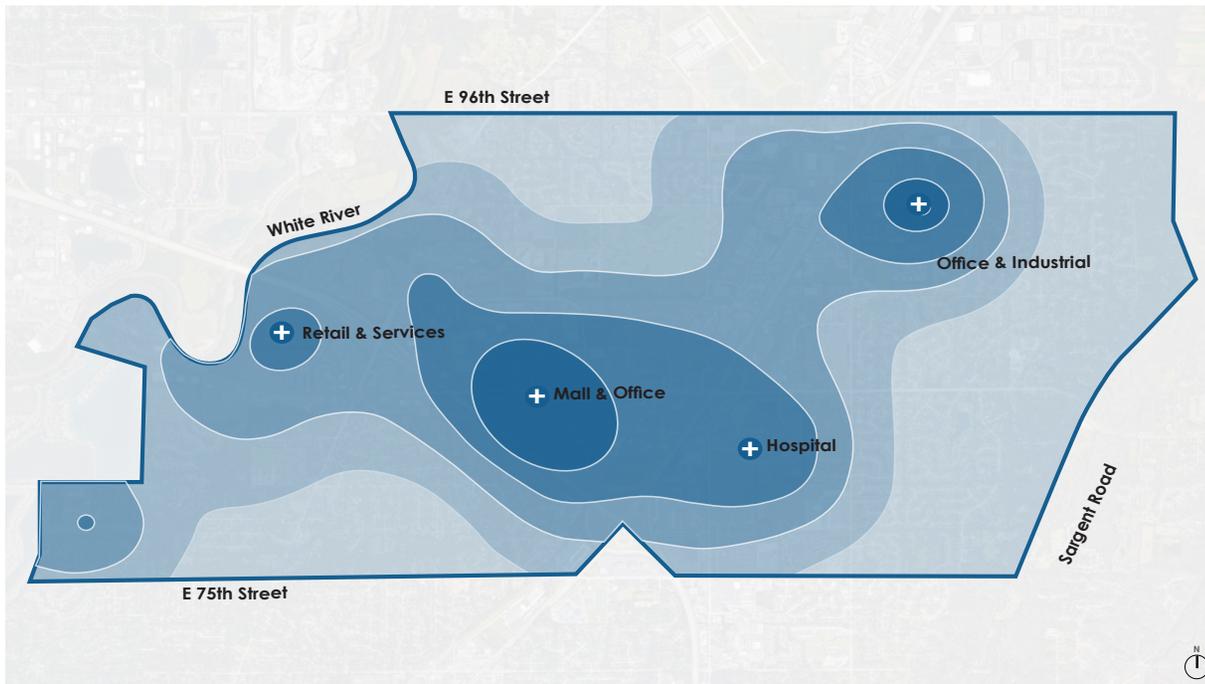
	Castleton Study Area	Downtown Indianapolis	Indianapolis Metro Area
Average Rent <i>(per square foot)</i>	\$18.36 (2018) \$18.10 (2016)	\$22.12 (2018) \$20.67 (2016)	\$20.41 (2018) \$19.01 (2016)
Vacancy Rate	19.5% (2018) 15.3% (2016)	15.0% (2018) 18.1% (2016)	16.2% (2018) 16.2% (2016)
YTD Net Absorption <i>(square feet)</i>	-51,000 (2018) 46,000 (2016)	120,000 (2018) 95,000 (2016)	149,000 (2018) 191,000 (2016)
Inventory <i>(square feet)</i>	2.2 million (2018) 2.2 million (2016)	11.8 million (2018) 11.8 million (2016)	38.8 million (2018) 37.6 million (2016)
YTD New Inventory & New Construction <i>(square feet)</i>	0 (2018) 0 (2016)	41,000 (2018) 25,000 (2016)	621,000 (2018) 696,000 (2016)

Source: CBRE

MARKET CHARACTERISTICS

EMPLOYMENT DENSITY

EMPLOYMENT DENSITY



UNDERSTANDING EMPLOYMENT OPTIONS

Office, Service, and Employment Anchors

Study area employment is supported by several large anchors along its major arterials, including 82nd Street and Shadeland Avenue. These are generally office and service-oriented jobs, with a distinct lack of manufacturing compared with the rest of Marion County.

MARKET CHARACTERISTICS

OFFICE MARKET CONDITIONS

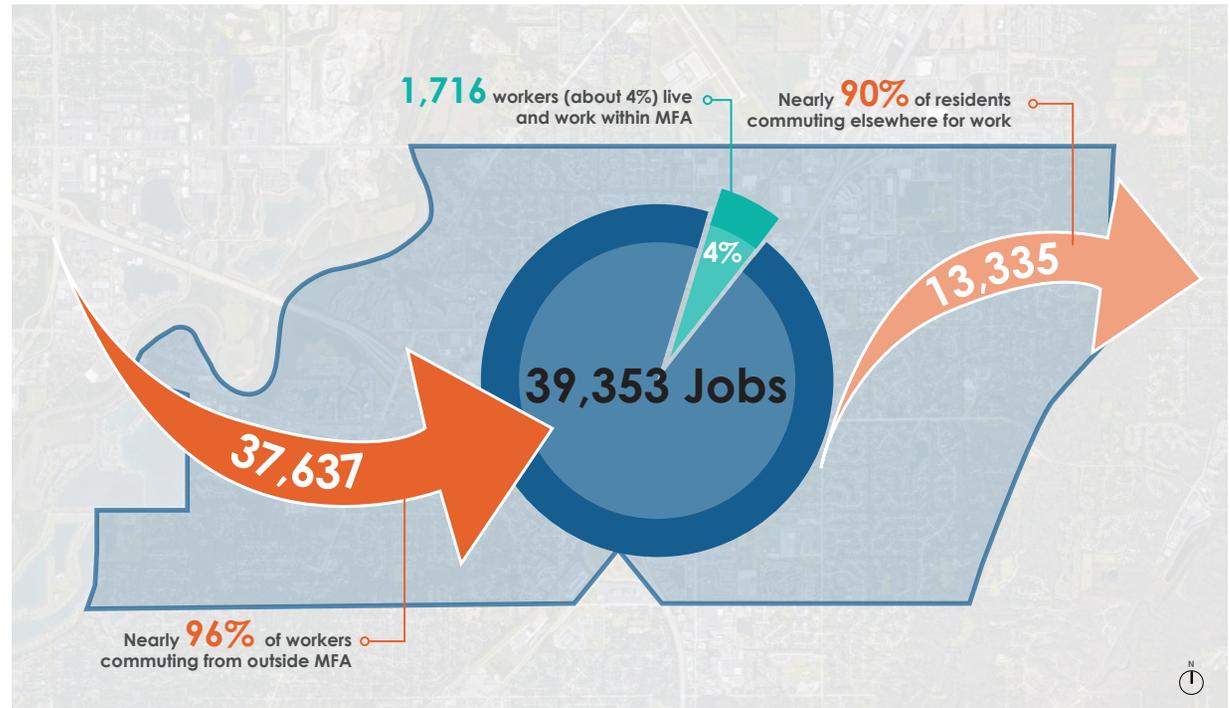
EMPLOYMENT INFLOW/OUTFLOW

Opportunities for Employment Growth

The Castleton area is an employment destination, with nearly 96% of workers commuting from outside the area. With nearly 40,000 jobs primarily occupied by workers commuting in, the daytime population of the market focus area is significantly larger than its number of permanent residents.

Nearly 90% of residents commute elsewhere for work. Because residents in the adjacent neighborhoods primarily work outside the study area, there could be an opportunity to introduce new employment as redevelopment occurs.

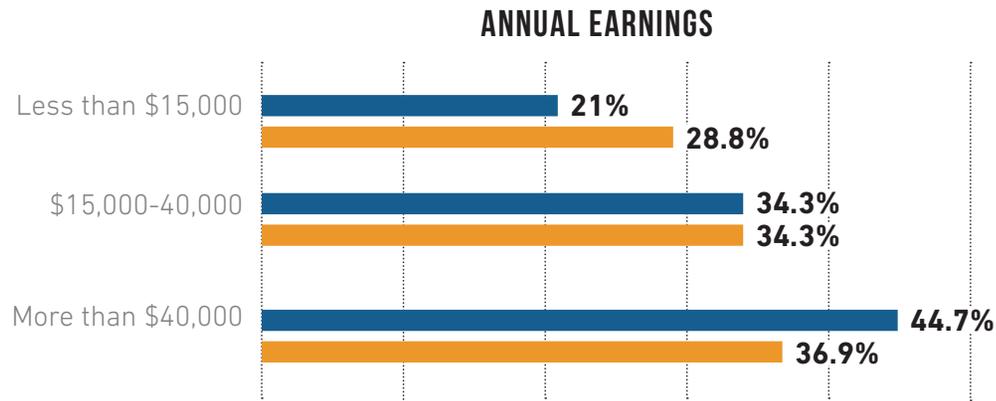
EMPLOYMENT INFLOW / OUTFLOW



Source: Esri, Greenstreet

MARKET CHARACTERISTICS

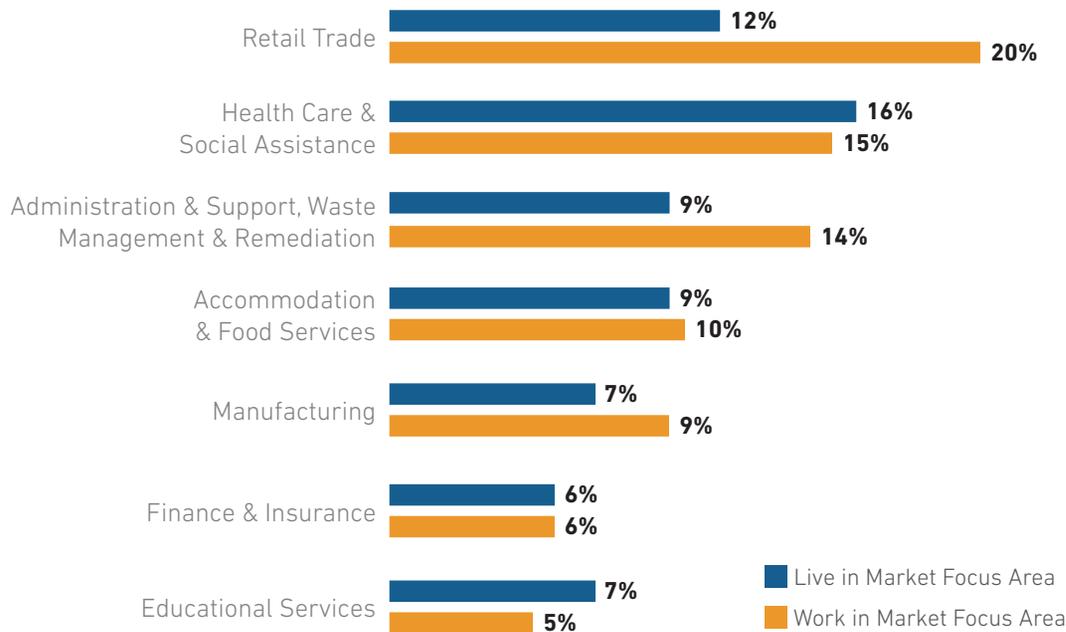
OFFICE MARKET INFLOW / OUTFLOW



WORKFORCE

Despite a high percentage of retail jobs, incomes of study area workers are boosted by good-paying health care jobs. More than one-third of Castleton study area workers earn \$40,000 or more annually.

EMPLOYMENT TOP INDUSTRIES



■ Live in Market Focus Area
 ■ Work in Market Focus Area

Source: Census on the Map

MARKET CHARACTERISTICS

OFFICE DEMAND

Design, Form, and Site Infrastructure

Establishing vibrant, walkable, mixed-use nodes within employment areas improves marketability to tenants, employees, and lenders, and gives life to these areas throughout day and night.

Introducing new types of tenant spaces, such as co-working space for small businesses, would accommodate small business owners not currently served by the existing inventory.

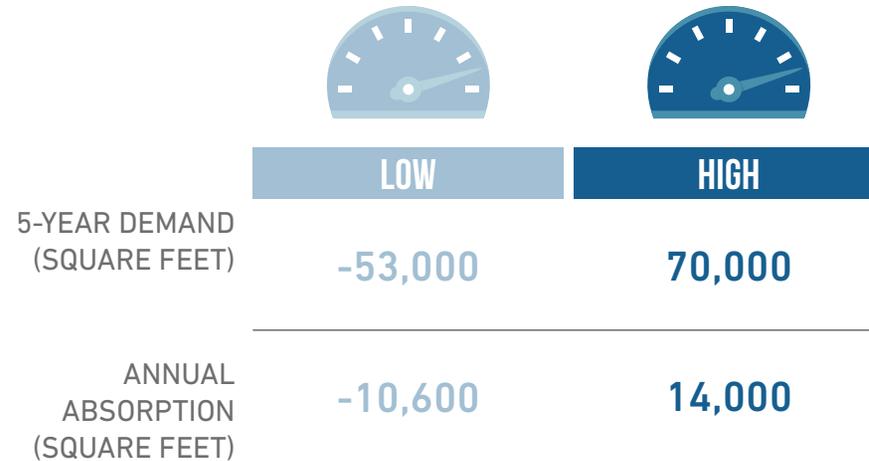
Single-use office parks can detract from adjacent uses if they are too large and dormant after regular business hours.

The continued operation and construction of small, fragmented office developments dominated by surface parking, overabundant access points, and confusing road networks will perpetuate the hardships currently incurred by study area workers, businesses, and adjacent property owners.

Coordination with Office Owners

The City and community organizations should coordinate with existing and prospective property owners and managers on the available inventory and what is missing from the market.

OFFICE MARKET DEMAND



Note: If Castleton's office market were to match its competitors' recent growth, it might see between 74,000-500,000 square feet of new space absorbed over five years. This matches the recent growth rates of Keystone Crossing and I-69/Shadeland/Fishers areas respectively.

Source: Colliers International

MARKET CHARACTERISTICS

REGIONAL RETAIL STUDY

A retail feasibility analysis was conducted to determine if and how much additional retail and restaurant development is supportable in Castleton. (A full Castleton Retail Study is located in the Appendix.)

The following issues were addressed:

- » What are the existing and potential trade areas for Castleton?
- » What is the existing and planned retail market in Castleton and surrounding areas?
- » What are the current and projected population, demographic and lifestyle characteristics of the Castleton area?

Establishing a Primary Trade Study Area

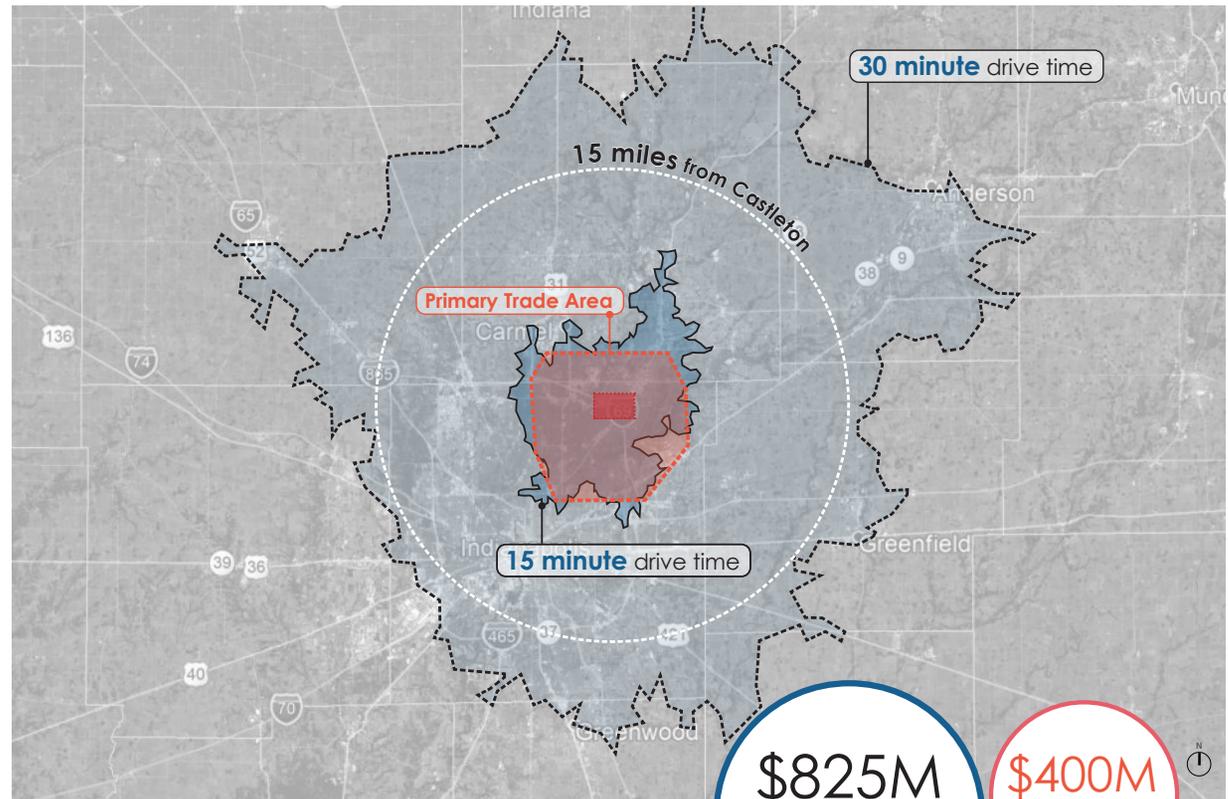
As part of this study, a primary trade area was developed to understand how Castleton functions within the regional retail market. This study concluded the following characteristics:

- » 260,000 people
- » 110,000 households
- » \$85,000 average household income
- » 0.81% growth

Primary Trade Area Facts

The trade area indicates Castleton as a prime commercial location with access to the entire region.

Trade Area Map



Approximately 50-60% of dollars spent in Castleton come from this trade area. The total capture for the area is \$825 million (\$425 million in restaurant and \$400 million in retail).

Note: The trade area includes all residents, workers, and visitors.



2018 TRADE AREA SPENDING

Source: Gibbs Planning Group, MKSK

MARKET CHARACTERISTICS

CURRENT RETAIL CHARACTER



Neighborhood Center



Strip Center



Regional Mall



Power Center

Retail studies categorize shopping centers to understand differences in supply and demand. One of Castleton's strengths is its relative accessibility and diversity of retail types and restaurants.

Neighborhood Center

General merchandise or convenience-oriented retail. Possible anchors could include: discount stores, supermarkets, drug stores, large specialty discount stores.

Strip Center

Attached stretch of stores or service outlets managed with on-site parking that is usually located in front of the stores.

Regional Mall

Regionally-focused retail or fashion-oriented businesses. The building is generally enclosed with inward-facing stores and is connected by a walkway. Parking typically surrounds the edges of the building.

Power Center

Generally large anchors which could include discount department stores, off-price stores, wholesale clubs, with only a few small tenants.

General Retail

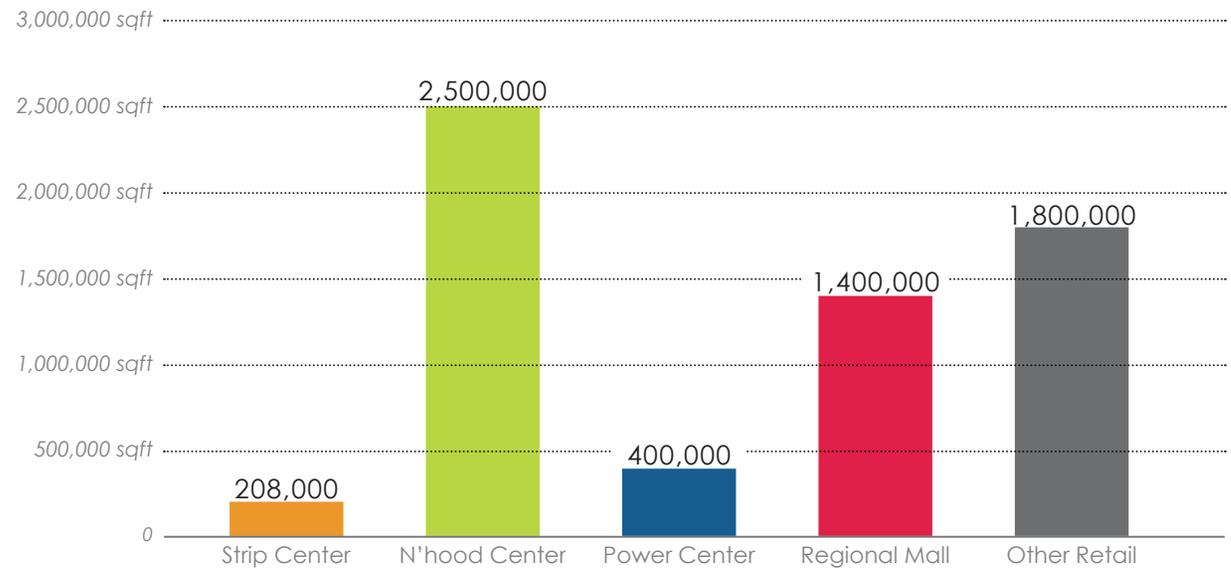
All other suburban retail such as stand-alone businesses are included in this category.

MARKET CHARACTERISTICS

RETAIL TYPES

Existing retail in the Castleton primary trade area totals 6.3 million square feet, with Castleton Square Mall accounting for twenty percent of the overall square footage. The mall included 129 stores at the time of this study.

RETAIL SQUARE FOOTAGE BY TYPE (2019)

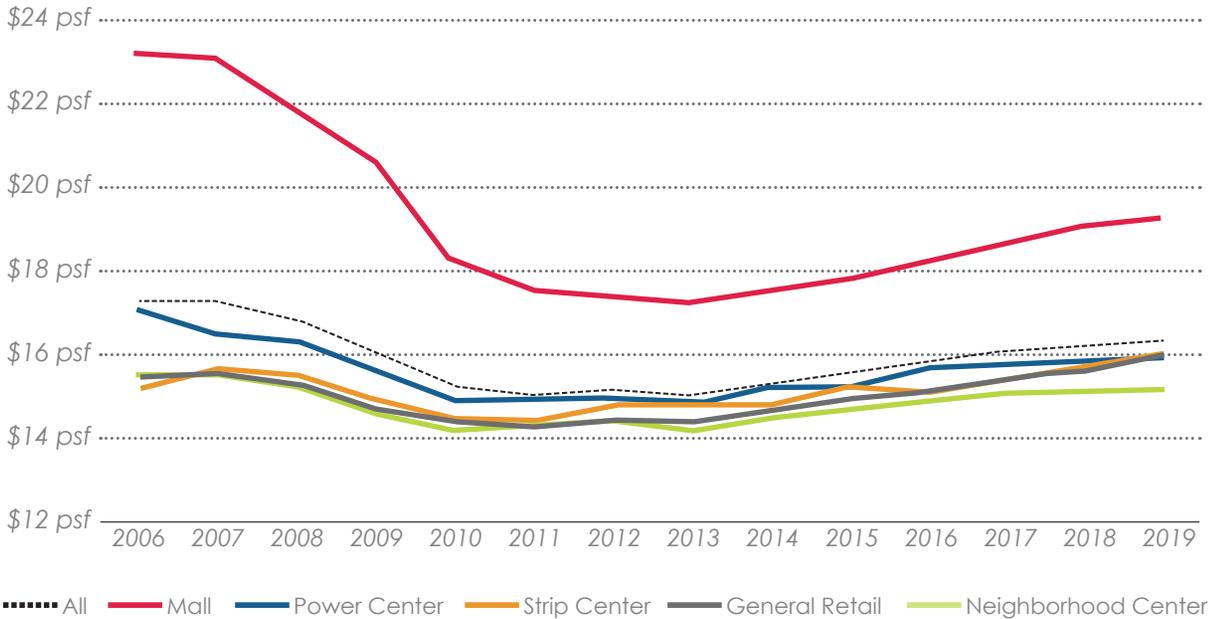


Source: Gibbs Planning Group

MARKET CHARACTERISTICS

RETAIL RENTS AND SALES PRICE

ASKING RENTS IN CASTLETON AREA BY TYPE (2006-2019)



Retail Real Estate and Rents

Castleton’s real estate market has not significantly rebounded since the 2008 recession. Market data and stakeholders indicated that the quality of available space and surplus of retail spaces also factor into this decline.

Average Sales Price

\$153 per s.f.

Average Rents

\$16.25 per s.f. per year average

Note: Castleton Mall rents being the highest.

\$153

Avg. Sales Price/SF

Source: Gibbs Planning Group

MARKET CHARACTERISTICS

CURRENT RETAIL MARKET DEMAND

Redevelopment of under-performing and underutilized retail centers and outlots and surface parking lots can change the trajectory of the Castleton primary trade area. Building upon the stability offered by Castleton Square Mall and by strong surrounding demographics, the study area can support future unique, regional destinations and mixed-use village centers with a variety of walkable amenities.

Analysis Assumptions

- » No major regional retail centers will be developed within the defined Castleton trade area through 2024.
- » The Castleton economy will continue at normal or above normal ranges of employment, inflation, retail demand, and growth.
- » Properties inside the Castleton study area will be properly zoned and have the necessary infrastructure to support new commercial development.
- » Annual population growth for the primary trade area is estimated to be 0.72 percent from 2019 to 2024.



The Castleton study area can presently support up to **55,000 additional square feet** (SF) of new retail and restaurant development. This demand may be occupied by existing square footage that may be remodeled and re-purposed, or new square footage through redevelopment.



This new commercial development could include **10 to 15 new retail stores** totaling 35,000 SF and **5 to 10 new restaurants** totaling 20,000 SF.



New development could generate as much as **\$21 Million in new sales** by 2024.

(\$14.3 Million for retailers; \$6.4 Million for restaurants)

MARKET CHARACTERISTICS

PROJECTED RETAIL MARKET DEMAND

ADDITIONAL RETAIL MARKET DEMAND

RETAIL CATEGORY	ESTIMATED SUPPORTABLE SF (5-YEAR)	2019 RETAIL SALES PER SF	2019 ESTIMATED RETAIL SALES	2024 RETAIL SALES PER SF	2024 ESTIMATED RETAIL SALES
RETAILERS					
Beer, Wine & Liquor Stores	5,600	\$345	\$1,932,000	\$360	\$2,016,000
Book & Music Stores	2,700	\$280	\$756,000	\$295	\$796,500
Florists	1,800	\$285	\$513,000	\$300	\$540,000
Garden Stores	1,300	\$245	\$318,500	\$255	\$331,500
Pharmacy	4,200	\$525	\$7,455,000	\$550	\$7,810,000
Specialty Food Stores	9,200	\$295	\$2,714,000	\$310	\$2,852,000
RETAILER TOTALS	34,800	\$329	\$13,688,500	\$345	\$14,346,000
RESTAURANTS					
Bars, Breweries & Pubs	1,600	\$330	\$528,000	\$345	\$552,000
Full-Service Restaurants	5,700	\$280	\$1,596,000	\$295	\$1,681,500
Limited-Service Eating Places	7,200	\$290	\$2,088,000	\$305	\$2,196,000
Special Food Services	5,900	\$315	\$1,858,500	\$330	\$1,947,000
RESTAURANT TOTALS	20,400	\$304	\$6,070,500	\$319	\$6,376,500
RETAIL & RESTAURANT TOTALS	55,200 (5-YEAR)	\$319 (1-YEAR)	\$19,759,000 (1-YEAR)	\$335 (1-YEAR)	\$20,722,500 (1-YEAR)

Source: Gibbs Planning Group

MARKET CHARACTERISTICS

MARKET OPPORTUNITIES

Redefining Castleton

While the Castleton area has experienced decline, there is an excellent opportunity for increased vibrancy in the future. Castleton is in a unique position to take advantage of several merging factors that set this place apart from its competition regionally and nationally.

Castleton is favorably located at the confluence of I-69 and I-465, which puts it at the top five percent of markets nationally from a location perspective. As investors look at potentially investing in Castleton, this access will continue to be a key attractor.

There is an abundance of large commercial and retail properties that are under performing. The property values and rents have not rebounded since the 2008 recession, making certain properties ripe for redevelopment. New uses envisioned for Castleton should be more active, vibrant, and walkable. Furthermore, these uses are designed to have longevity by creating a place that can be sustained over time.

In summary, Castleton has a once in a generation opportunity to reinvent itself. The future of Castleton is one where Baby Boomers, Millennials, and future generations are attracted to live, work, and play in great mixed-use places at a great location with a favorable market and geography.



REBRANDING OF 82ND STREET WOULD BE CATALYTIC FOR THE AREA

82nd Street is Castleton's front door, so strategic investments in the quality of public space in this corridor and the underutilized properties east of Castleton Square Mall can have a ripple effect on the area. With this strategic investments occur, Castleton could outperform other areas in the market.



THE CASTLETON SQUARE MALL IS AN ASSET TO BE BUILT UPON

The mall is, and will continue to be, an important anchor, and Simon Property Group can draw high-quality national retailers to the area. There is an opportunity to backfill underutilized mall spaces with entertainment and restaurants, but this should be done as part of a total package to energize Castleton.



EARLY, EASY REDEVELOPMENT CAN QUICKLY CHANGE PERCEPTIONS

Infill redevelopment, particularly on vacant and underperforming sites can change the perception of Castleton as a place in decline.

MARKET CHARACTERISTICS

MARKET OPPORTUNITIES



CONNECTING PEOPLE TO PLACES INCREASES ATTRACTION TO CASTLETON.

Connecting housing units and neighborhoods to amenities, retail, and entertainment can enhance the attractiveness of the Castleton area.



BOOMERS AND MILLENNIALS BOTH WANT THE SAME TYPE OF HOUSING.

Baby Boomers and Millennials desire walkability and are accepting of higher development densities to live in more urban environments. Redevelopment within Castleton could reach densities of 25-40 units per acre to satisfy this demand.



REDEVELOPMENT ALONG NICKEL PLATE CAN DRAW NEW HOUSING.

Redevelopment of mixed-use villages along the future Nickel Plate Trail can tap into the demand for new housing diversity. Trails can increase residential values by up to 15%.



PROVIDING NEW OPPORTUNITIES FOR NEIGHBORHOOD SERVICES INCREASES VALUES.

Create neighborhood commercial amenities, such as coffee shops, restaurants, and small markets, near large single-family residential subdivisions. Neighborhood services can increase residential values by up to 12-18%.

MARKET CHARACTERISTICS

CASE STUDIES



DUBLIN BRIDGE PARK

Dublin, Ohio

Bridge Park is a 30-acre development along the Scioto River. This development integrates retail, office, and residential uses within a walkable and inviting neighborhood. Bridge Park features activated streets and alleys in a grid network with successful restaurants and small-businesses operating along the streets within the district.

For reference, Bridge Park is similar in size and scale to the Howland Greenway and Castleton development sites envisioned in this plan.

For more information visit: <http://bridgestreet.dublinohiousa.gov/bridge-park/>



LIBERTY CENTER

Liberty Township, Ohio

Liberty Center is a 64-acre mixed-use new town center. Liberty Center has created a dense, urban-type environment with retail, entertainment, hospitality, and commercial development, and an open space called the Park at Liberty Center where people can gather. There are several activated open spaces which include kiosks (with dining and shopping integrated), outdoor entertainment, and programming (concerts, movies, and a splash pad). An intentional aesthetic creates a district around this series of open spaces.

For reference, the open spaces at Liberty Center are similar in size and scale to the Castleton Office Park envisioned near the former Sears at Castleton Square Mall.

For more information visit: <https://www.mkskstudios.com/projects/liberty-center>



GRANITE PARK BOARDWALK

Plano, Texas

Granite Park is a mixed-use office development with a boardwalk located on a small detention lake. The boardwalk has a variety of restaurant options and plenty of movable seating, which lends itself to drawing after-work crowds and families. This development has proven that higher rents and enhanced attraction and retention of tenants can occur along activated waterfronts.

For reference, the activated boardwalk at Granite Park is similar to what is envisioned for Castleton Boardwalk.

For more information visit: <https://www.granitepark.com/the-boardwalk/>

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VISION + RECOMMENDATIONS



SECTION 4



PROJECT VISION

ORIGINS AND OVERVIEW

Significant planning processes benefit from an overarching vision statement that describes an ambitious future condition. For this study, this statement emanates from and lies at the center of the eight themes that were co-developed with project stakeholders. The nuances of these themes are succinctly captured in this project vision:

Sustaining long-term viability through creating place

This vision understands the value of a broader and more integrated mix of land uses that can withstand cyclical and market changes. This vision also acknowledges the critical role that infrastructure play in establishing identity, marketability, and long-term sustainability. Lastly, this vision projects a distinctly different future condition for Castleton, one built around a unique sense of place.

Under this project vision, the plan's recommendations combine public and stakeholder input with blended physical, market, and feasibility analysis. Big ideas for infrastructure and development are put forth; all of which tie back to the project vision and eight themes. Recommendations build off of one another in an attempt to further solidify long-term viability for Castleton.





PROJECT THEMES



THEMES DEFINED



82nd as a Place

Integrate pedestrians, cyclists, landscape, drainage, signage, and improved edges to give new identity. Make a complete street.



Reconnecting People

Bring the community together through place and technology.



Restoring the Natural Heritage for People

Connect people to nature through waterways and green spaces.



Reclaiming Identity

Leverage the revitalization strategy to reposition Castleton's brand.



The Rail that Divides, Now Connects

Harness the Nickel Plate Trail's potential as a game changer for new investment.



A Place for All

Provide a diversity of places and activities for people of all backgrounds.



The "IT" Factor

Identify and encourage unique destinations that energize place and make people say "I'm going to Castleton for that!"



Village Centers, Not Strip Centers

Re-imagine Castleton as a series of walkable villages with a mix of housing, retail, office, and amenities.

PROJECT THEMES

EXPANDING THE THEMES



RESTORING THE NATURAL HERITAGE FOR PEOPLE

CONNECT PEOPLE TO NATURE THROUGH WATERWAYS AND GREEN SPACES.

- » Restore and enhance drainage ways into amenities
- » Pursue natural strategies for flood management
- » Increase trees and landscape along corridors and in public spaces
- » Reduce overall amount of surface parking
- » Invite pedestrians into formalized and re-established natural areas
- » Enhance access to and use of the White River



RECLAIMING IDENTITY

LEVERAGE THE REVITALIZATION STRATEGY TO REPOSITION CASTLETON'S BRAND.

- » Establish unique public places to host events
- » Prioritize wayfinding signage and artful gateways
- » Use "quick win" redevelopment projects to reduce vacant and low-quality storefronts
- » Increase the presence of public art
- » Promote bike and pedestrian trails
- » Encourage walkable development patterns

PROJECT THEMES

EXPANDING THE THEMES



THE "IT" FACTOR

IDENTIFY AND ENCOURAGE UNIQUE DESTINATIONS THAT ENERGIZE PLACE AND MAKE PEOPLE SAY "I'M GOING TO CASTLETON FOR THAT!"

- » Consider unique, publicly-oriented elements, such as...
 - » Pavilions (water/splash park, picnic areas)
 - » Farmers markets
 - » Ice skating rinks or ribbons
 - » Mini theaters
 - » Small performing arts venues
- » Identify and pursue a unique activity that doesn't occur elsewhere in the region
- » Develop experiential retail nodes alongside entertainment destinations and outdoor plazas, parks, and trails



VILLAGE CENTERS, NOT STRIP CENTERS

RE-IMAGINE CASTLETON AS A SERIES OF WALKABLE VILLAGES WITH A MIX OF HOUSING, RETAIL, OFFICE, AND AMENITIES.

- » Provide a diversity of housing options for different age groups
- » Create walkable villages with a variety of retail and service offerings
- » Promote development that encourages entrepreneurship
- » Establish places with distinct identities
- » Diversify the office market to include new formats for small businesses



VILLAGES

CATALYTIC AND FUTURE INVESTMENT

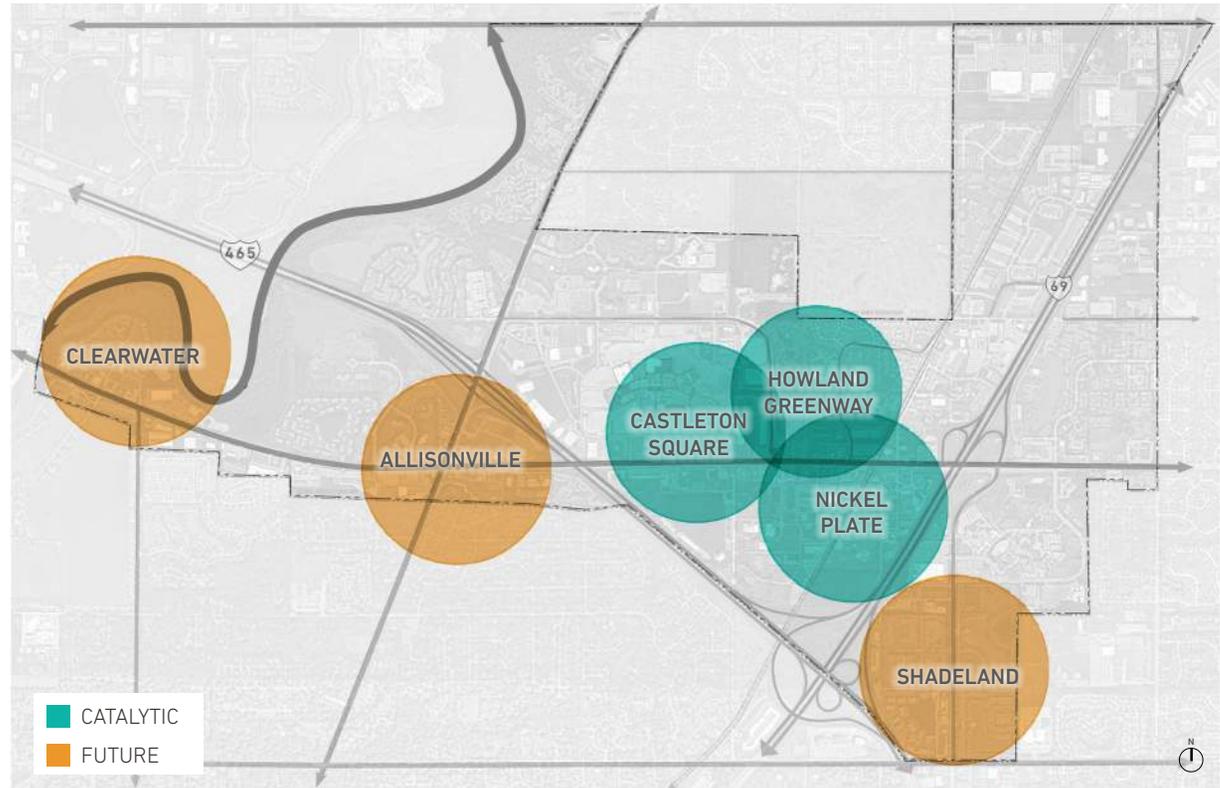
OVERVIEW

Castleton today is an automobile-oriented environment dominated by traffic congestion, surface parking lots, and suburban retail-focused development patterns. As retail market continues to shift towards online shopping and away from large-scale brick and mortar stores, these environments suffer from decline. This is beginning to occur within the Castleton area.

Because Castleton Square Mall remains strong and viable it acts as an anchor, still attracting numerous visitors and employees to the area. However, some outlying shopping centers and business parks experience a high degree of vacancy.

High quality retail environments benefit from complementary experiences. Entertain, food, beverage, and civic destinations support strong retail anchors and create resiliency against market forces. Additionally, introducing more residents within distances walkable to these destinations further acts to strengthen and solidify areas towards a more sustainable future.

Villages within the Castleton area can act in this way, integrating retail, entertainment, food, beverage, and civic destinations with new housing, all in a walkable and less automobile-oriented environment. This strategy is supported by data-driven market



trends and projections and further incentivized by significant infrastructure improvements. The plan recommends six potential villages be formed over time, each contained within a ten-minute walkshed and some villages interconnected. The plan recognizes that the time horizon associated with the development of each village could vary. These horizons are categorized as either catalytic or future.

Catalytic

Likely to develop sooner alongside catalytic infrastructure improvements.

Future

Likely to develop over a longer period of time as long-term infrastructure improvements are implemented.



INFRASTRUCTURE

CATALYTIC AND FUTURE INVESTMENT

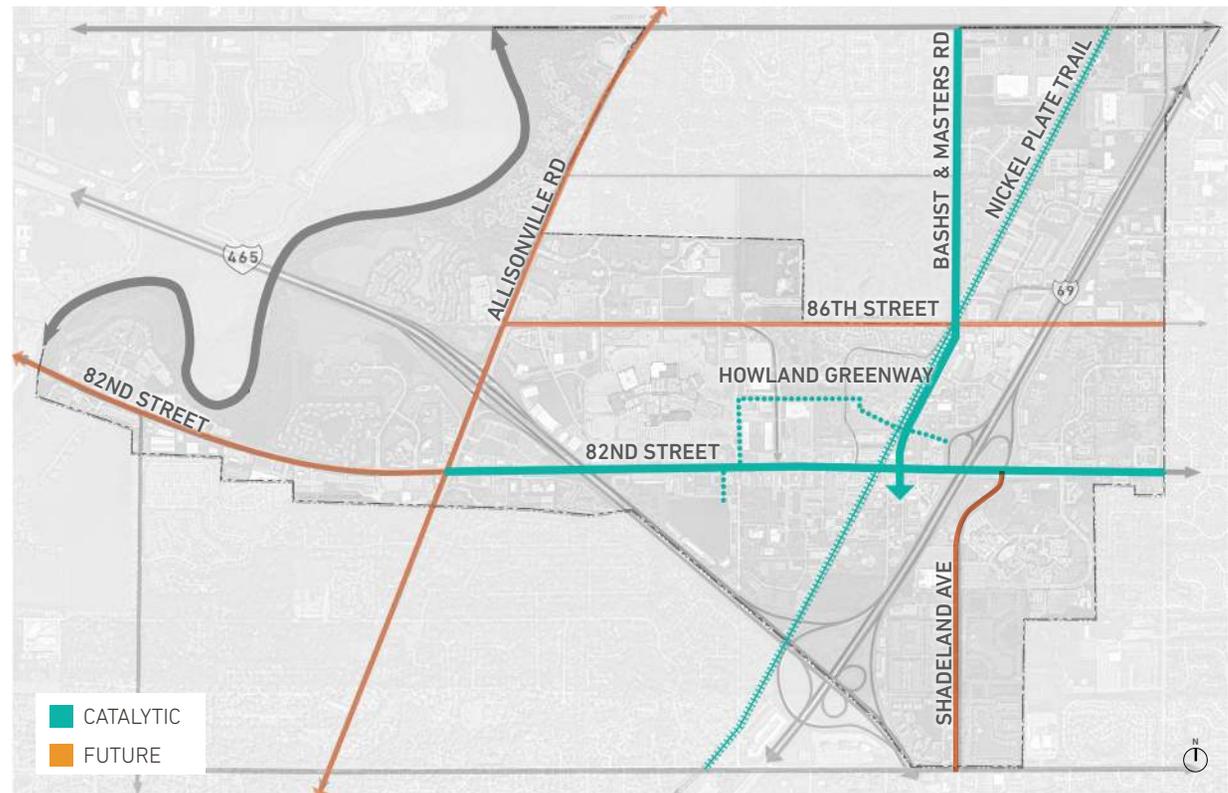
OVERVIEW

The Castleton area experienced its most significant development from the 1950s to the 1990s. During this era, most development patterns were suburban-oriented, focusing on stand-alone and isolated building sites, intentionally separated land uses, and the efficient movement and storage of automobiles.

Aligned with the era of development, the infrastructure in the Castleton area is heavily skewed towards automobiles. Much of the area is paved with streets and surface parking. The street network is inadequate and disconnected. Because of this Allisonville Road and 82nd Street, the only connected north-south and east-west corridors, are very often congested. Circuitous and disconnected patterns also contribute to difficulty in accessing businesses and services. This can be frustrating for customers and employees and may be a deterrent to occupancy and development.

Very little infrastructure provides for the safe and enjoyable movement of pedestrians or bicyclists and open space as trees are scarce. Drainage is often handled by roadside ditches and the area's natural waterway, Howland Ditch, has been channelized and buried.

Infrastructure improvements can significantly alter the performance, scale, and identity of Castleton. When strategically identified and



planned with a premise of interconnectivity, multi-modality, a sense of place, and a functioning and present landscape ecosystem, new or enhanced infrastructure can also catalyze redevelopment.

The infrastructure improvements recommended in this plan are likely to occur over time. Time horizons are categorized as either catalytic or future.

Catalytic

Infrastructure projects deemed a higher priority due to their transformative impact on near-term revitalization of Castleton.

Future

Infrastructure projects that have regional significance, but are deemed longer-term given cost and multi-agency cooperation.

NICKEL PLATE TRAIL DISTRICT - FUTURE POTENTIAL



CASTLETON OFFICE
PARK

82ND STREET

CRAIG STREET

BUSH STREET

NICKEL PLATE TRAIL

MKSK AX | S





NICKEL PLATE DISTRICT

OVERVIEW

Establish the Nickel Plate Trail as the backbone of a trailside development district centered around the 82nd Street intersection.

DISTRICT OPPORTUNITY

Local and national case studies of successful trailside development districts are plentiful. Along the Indianapolis Cultural Trail, the Monon in Carmel, the Beltline in Atlanta, and the 606 in Chicago, previously blighted places are now thriving live, work, play environments. In Castleton, the Nickel Plate rail corridor divided neighborhoods, led to a network of disconnected streets, and encouraged low-density and industrial-focused land use patterns.

The Nickel Plate's change from rail to trail will catalyze a new future for this portion of Castleton.

Integration

Land use and infrastructure can be better integrated and responsive to community needs and demands.

Redevelopment

Dynamic development can include a vertical mix of uses, including office, retail, dining, entertainment, hospitality, and housing. Buildings can front the trail and contribute to its vibrancy through active ground floor businesses.

Nickel Plate Trail

The trail can include not only wide and accessible surfaces for users, but pocket parks and plazas that support development and contribute to an overall sense of place.

Streets

Streets in this area can be designed with consideration given to all transportation modes and the presence of trees and plants. The trail can span over 82nd Street, safely separating bicyclists and pedestrians from traffic below.

The Nickel Plate District can be a walkable place where trail-focused development and infrastructure center around healthy lifestyles.



NICKEL PLATE DISTRICT

VILLAGE - DEVELOPMENT OPPORTUNITIES

RECOMMENDATIONS

Similar to transit-oriented development, trail-oriented development takes advantage of and leverages infrastructure that supports active ways of getting around in urban areas. In much the same way that transit-oriented development aims to build places where people can live, shop, and travel from a string of centralized community centers, trail-oriented development aims to provide a network of local business and housing choices within a web of safe and enticing trails. The amenity of the trail offers a draw for home buyers and a new market for local businesses.

Development

Celebrate the Nickel Plate Trail District by encouraging new mixed-use development to connect to and amenitize trail edges. Encourage trailside development on the “four corners” of the Nickel Plate Trail and 82nd Street intersection. The densest development could occur at the intersection with mixed-use buildings and activated trailside ground floor uses. First floor uses might include restaurants, stores, and other complementary commercial uses while upper floor uses might include multi-family residential, hotel, and office uses.

Further north and south along the Nickel Plate Trail, existing industrial and office uses may be replaced over time with multi-family and attached townhome development.

Structured Parking

Create vibrancy in this village by encouraging development to include structured parking to allow for a higher density. Structured parking can create a “park once” scenario that further supports a truly walkable district with an emphasis on live, work, and play.

Land Use and Zoning Designations

Encourage mixed-use walkable development and townhome development along the Nickel Plate Trail by enacting appropriate land use and zoning policies. There may be an opportunity to prepare and adopt a “trail-oriented zoning overlay” with zoning tailored to achieve the vision included within this plan.

CONSIDERATIONS

Coordination with Property Owners

Coordination with adjacent property owners is key to developing and activating the Nickel Plate Trail frontage. Coordinate early with property owners about potential property consolidation and phased redevelopment before the construction of the Nickel Plate Trail. The City of Indianapolis, community organizations, and real estate and development entities can help broker these conversations.

Further Study on Restrictions

Further study restrictions set forth in the railbanking agreement and federal statute to ensure planned development can optimally interface with the trail.

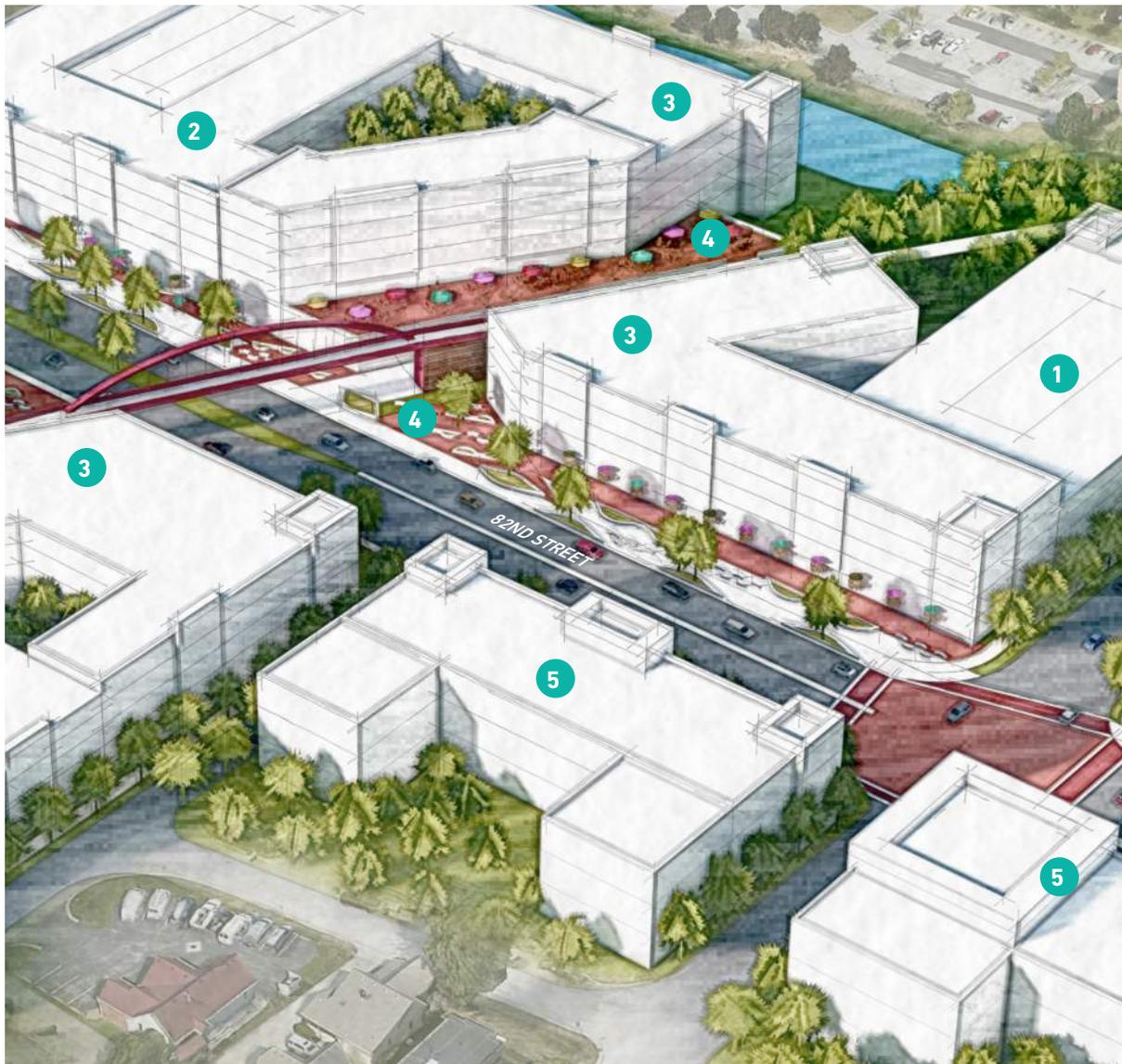
Best Practices

Link land use planning with non-motorized transportation; capitalize on amenity value of the trail to lure development and activation to the trail edges; foster desired development density through trail-oriented future land use, zoning, and ordinances; promote public and private investment on the Nickel Plate Trail.



NICKEL PLATE DISTRICT

VILLAGE - DEVELOPMENT OPPORTUNITIES



- 1 STAND-ALONE STRUCTURED PARKING
- 2 DEVELOPMENT WRAPPING STRUCTURED PARKING
- 3 HIGHER DENSITY MIXED-USE DEVELOPMENT
- 4 ACTIVE SPACE AT FIRST AND SECOND FLOORS OF BUILDINGS ABUTTING TRAIL
- 5 STAND-ALONE DEVELOPMENT ON SMALLER PARCELS

NICKEL PLATE DISTRICT

CATALYTIC INFRASTRUCTURE - NICKEL PLATE TRAIL

Remake the Nickel Plate rail into a trail that connects all of Castleton and beyond. The future Nickel Plate Trail will be a local and regional asset and will encourage placemaking, activation, and redevelopment.

Nickel Plate Trail Key Map



RECOMMENDATIONS

Remaking the Nickel Plate rail as a multi-modal trail is a once in a generation opportunity to enhance the citywide and regional trail network. When strategically implemented with other infrastructure improvements and diverse partnerships, trails can catalyze trailside development and increase nearby property values. In these environments trails can become dynamic centers of recreation, fitness, commerce, learning, and socialization.

Trail Segments

More passive segments of the Nickel Plate Trail should include adequate and simple facilities simple. Other segments, particularly around

the 82nd Street corridor, could become more active. Here, an intentional relationship with adjacent development could result in gathering spaces, pocket parks, and plazas.

Pedestrian Bridge and Streetscape

A pedestrian bridge can simultaneously provide for safe crossing over 82nd Street and contribute to this Village’s identity. This overhead crossing should be designed in a way that allows for bright and spacious ground-level pedestrian spaces beneath the structure. Additionally, the streetscape along 82nd street can develop as a placemaking opportunity at the trail intersection.

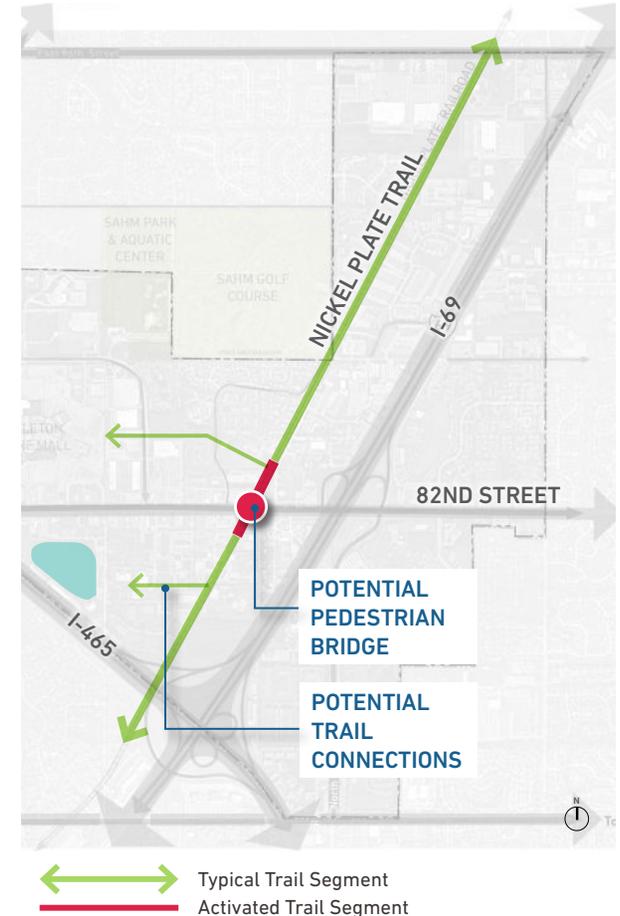
Linear Open Space

The Nickel Plate Trail can be designed as a linear park that connects to Sahn Park and Golf Course and along 82nd Street to the White River. This project could also address deficiencies in parks and open space throughout this area.

Local Connectors

To improve overall connectivity, connect the Nickel Plate Trail with the White River along 82nd Street and 96th Street, as proposed in the Greenways Master Plan. Given the high volume of vehicles along these corridors, plan

Proposed Trail Conditions



↔ Typical Trail Segment
— Activated Trail Segment

NICKEL PLATE DISTRICT

CATALYTIC INFRASTRUCTURE - NICKEL PLATE TRAIL



- 1 ACTIVATED TRAIL AT FIRST AND SECOND FLOORS OF ABUTTING BUILDINGS
- 2 POTENTIAL PEDESTRIAN BRIDGE OVER 82ND STREET

connecting trails and paths for the comfort and safety of bicyclists and pedestrians by considering wider multi-use or separated paths for each mode.

Planned improvements to Howland Ditch and 82nd Street will provide important connectivity from the Nickel Plate Trail to Castleton Square Mall. Additional local connector trails should be planned to connect surrounding neighborhoods and to act as a catalyst for development. Design the trail in concert with the Bash Street and Masters Road realignment project to ensure a coordinated effort and to maximize trail activation and redevelopment.

CONSIDERATIONS

Trail Design

High-quality trail design improves long-term sustainability, reduces maintenance needs, improves facility function, and enhances the overall experience of trail users. Good design should focus on safety, connectivity, accessibility, and user experiences. Design should be based on standards that are meant to improve the quality of facilities and set expectations for designers, builders, and partner organizations. Creativity that tailors designs to the needs of local districts or neighborhood context should be encouraged. Fortunately, the Nickel Plate can draw

inspiration from several well-designed projects in the region, including the Monon Trail and the Indianapolis Cultural Trail.

For best practices and design standards, the Nickel Plate implementors will look to the Indy Greenways Master Plan, for guidance on cross-sections, design details, and context. As indicated in the design standards chapter of the master plan, "there are several regulatory standards already in place from various governing bodies, state and federal agencies, or professional resources that are recognized as industry standards." Certain types of funding sources will require adherence to specific design standards. More information can be

NICKEL PLATE DISTRICT

CATALYTIC INFRASTRUCTURE - NICKEL PLATE TRAIL

found at: AASHTO *Guide for the Development of Bicycle Facilities* (AASHTO – an update to the 2012 edition is expected for release in 2020), *Manual on Uniform Traffic Control Devices (MUTCD)*, National Association of City Transportation Officials (NACTO) *Urban Bikeway Design Guide*, and AASHTO *Policy on Geometric Design of Highways and Streets* (green book).

Marketing and Branding

As the Nickel Plate Trail begins to be developed and visited, consider strategies for building momentum towards recognizing the Indianapolis region, including Castleton, as a world-class destination that prioritizes biking and walking. This status is often reflected in how a community markets itself—whether to tourists, developers, or people relocating to the area—and this is visually evident in the public realm through bicycle-oriented buildings and infrastructure, public art, and wayfinding.

Trail Amenities

Well-designed and properly located amenities make bicycle facilities and sidewalks more comfortable and convenient to use. For example, appropriately located bicycle racks and shelters along the Nickel Plate will be essential to encourage people to ride by making parking convenient. There may be an opportunity to partner with anchor employers to sponsor and brand some of these facilities.

Trail Wayfinding

Prioritize a comprehensive wayfinding system of signage and maps. Well-designed and branded wayfinding can reinforce the Nickel Plate Trail and Castleton's sense of place, benefiting not only the trail users but the entire community.

Trailside Zoning

Develop a trailside development zoning overlay to guide redevelopment in the area.

Trail/Roadway Crossings

Where trails and roadways meet often have high crash rates and require intensive design. Safety concerns are especially relevant to the Nickel Plate, given both the anticipated volume of trail users and vehicular traffic. At at-grade intersections, a high-intensity activated crosswalk beacon (HAWK signal) is recommended. This device could also be deployed as a first phase at the intersection of the Nickel Plate Trail and 82nd Street., prior to construction of a future pedestrian bridge.

Right-of-Way

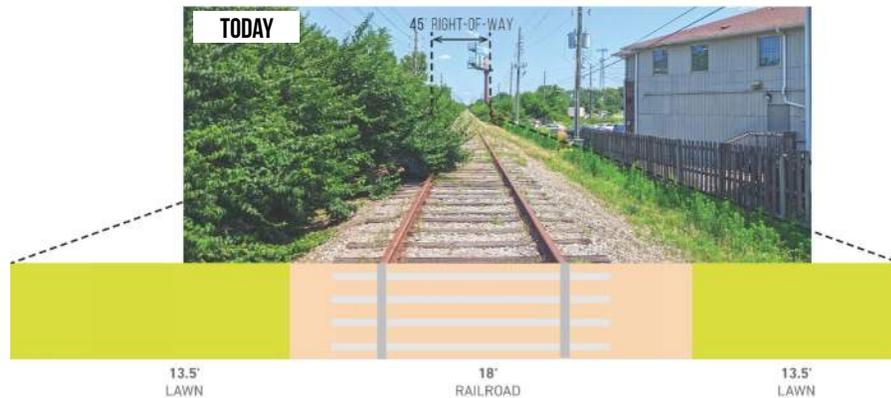
Preliminary engineering for the Nickel Plate Trail should map existing ROW (generally 45' wide), understand what utilities are installed in the corridor currently, what utility easements have been secured throughout the corridor, and how development can abut/interface with the ROW.



NICKEL PLATE DISTRICT

CATALYTIC INFRASTRUCTURE - NICKEL PLATE TRAIL

NICKEL PLATE TRAIL Typical Condition



Funding Potential

At the time of this study, the City of Indianapolis had applied for the State of Indiana Next Level Trail Grants program to build the Nickel Plate Trail from 96th Street in the Castleton study area south to the Indiana State Fairgrounds, where it will connect with the Monon Trail and Fall Creek Greenway networks.

Maintenance and Operations

Implementing the Nickel Plate Trail is a keystone strategy in revitalizing Castleton. After the trail is built, attention should be paid to add amenities and to seek sponsorship for continued maintenance.

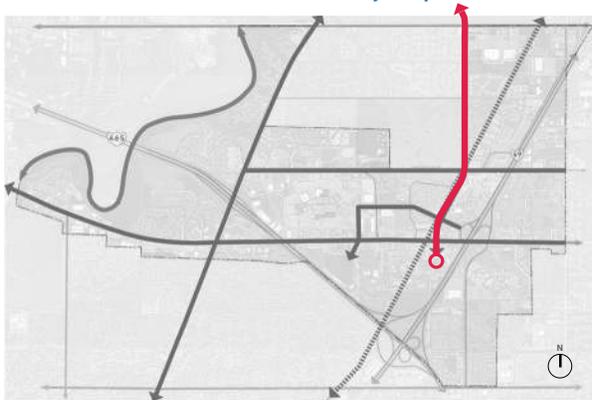


NICKEL PLATE DISTRICT

CATALYTIC INFRASTRUCTURE - BASH & MASTERS REALIGNMENT

Combine these two corridors into one through-street to improve north/south connectivity, and prepare property adjacent to the Nickel Plate for redevelopment.

Bash Street and Masters Road Key Map



RECOMMENDATIONS

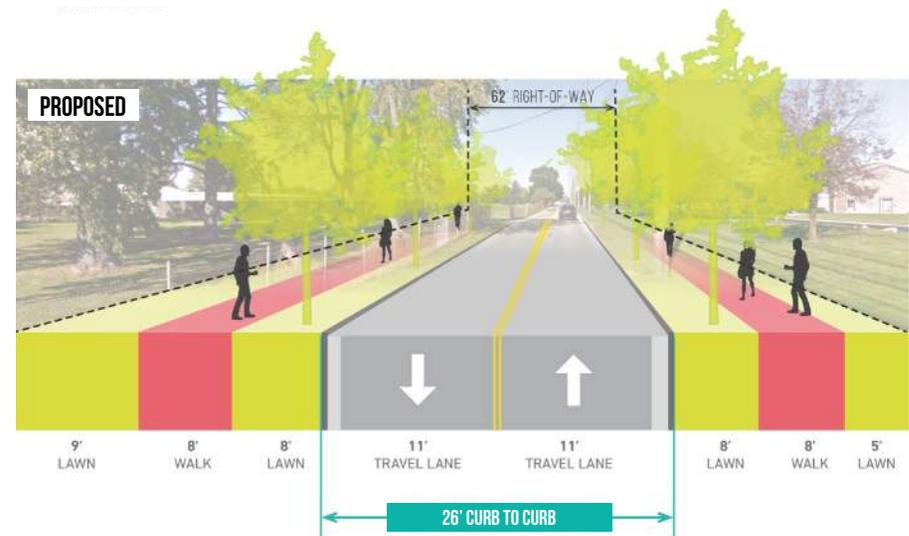
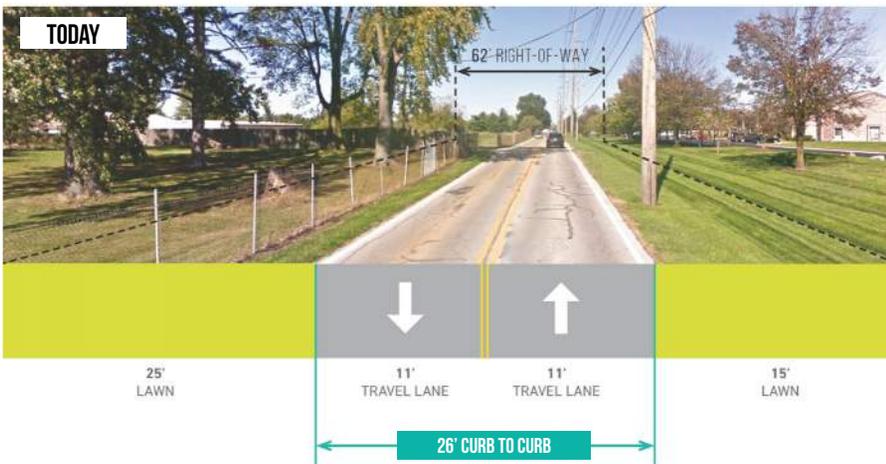
The Bash Street and Masters Road corridors are difficult to navigate due to a connecting jog at 87th Street. Additionally, the corridors lack sidewalks and awkwardly intersect streets and the Nickel Plate rail. A realignment of these streets into a single connector between 82nd and 96th Streets would improve the street network and create safer crossings with the future Nickel Plate Trail.

Rail Crossing Removal

Remove the at-grade rail crossing at the 87th Street and Masters Road intersection as an enabling step to re-aligning these streets. This could be done at the same time as the Nickel Plate Trail construction.

Bash Street Potential Shift

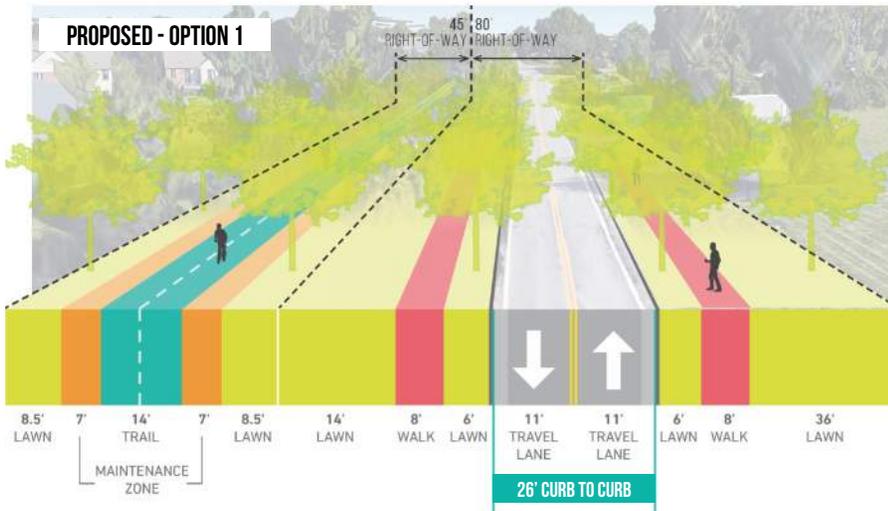
A wide ROW exists between 82nd Street and Castlewood Drive. Explore shifting the center line of Bash Street towards the Nickel Plate to allow for developable property on the east side of Bash Street.



NICKEL PLATE DISTRICT

CATALYTIC INFRASTRUCTURE - BASH & MASTERS REALIGNMENT

BASH STREET Options 1 & 2



Intersection Redesign

Plan the Bash Street/Masters Road corridor to allow for an future intersection with an extended 86th Street.

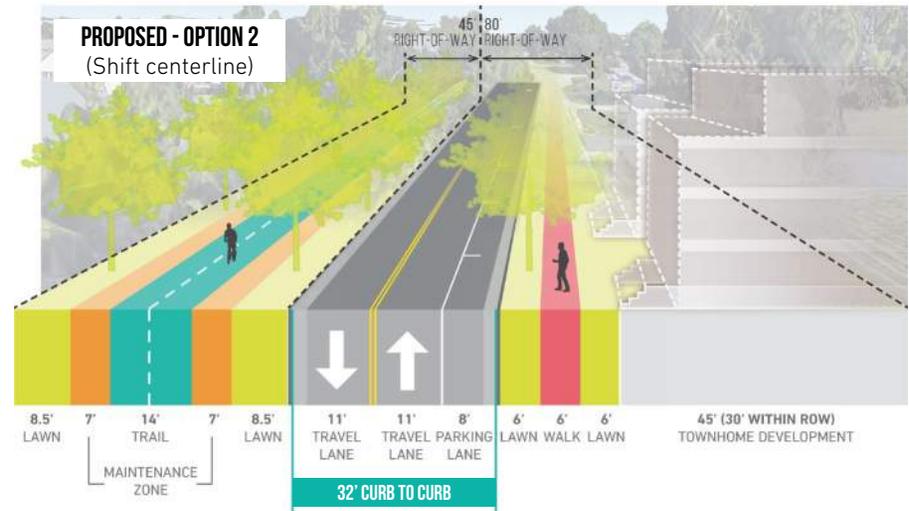
CONSIDERATIONS

Holistic Planning

Plan realignment of Masters Road and Bash Street alongside Nickel Plate Trail planning efforts to holistically consider alignment and intersections.

Utilities

Consider future utility planning and utility easements in place along 86th Street alongside planning efforts for the Masters Road and Bash Street corridors and the Nickel Plate Trail. Further coordination is recommended with respect to a potential future expansion of the Indianapolis Power and Light substation located adjacent to the Nickel Plate rail between 86th and 87th Streets.



HOWLAND GREENWAY DISTRICT - FUTURE POTENTIAL



CENTER RUN DRIVE

CRAIG STREET

FORMER TARGET /
FUTURE SARAGA

8TH STREET

MKSK

CASTLETON SQUARE
MALL





HOWLAND GREENWAY DISTRICT

OVERVIEW

Build a walkable, mixed-use village around the improved Howland Greenway.

DISTRICT OPPORTUNITIES

The Castleton area lacks accessible and quality open spaces as pavement is the dominant landscape. The resulting character is void of a human scale and the recognizable natural elements that comfortably link us to our built environment. The most visible non-paved areas are roadside ditches, which frequently collect litter and debris and are unusable to pedestrians. The area's legacy waterway, Howland Ditch, has been channelized and piped to the extent that it does not serve as an amenity nor does it adequately drain surrounding lands. As a result, significant acreage within the Castleton area falls within the 100-year floodplain and its redevelopment potential is limited.

Reversing engineered waterways back to natural-form channels is a key redevelopment strategy in urban and suburban areas. The future Howland Greenway District can become a vibrant village centered on a high-performing and high-quality waterway amenity, attracting new development and vibrancy to vacant and underutilized properties.

Integration

The future Howland Greenway can be an amenitized waterway and linear park that

encourages development and links the Nickel Plate Trail and Castleton Square Mall.

Redevelopment

Horizontal and vertical mixed-use buildings can front the Howland Greenway in a diverse blend of housing, and some ground floor retail, dining, and entertainment. Lands currently within the 100-year floodplain can become developable.

Streets

Streets in this area can be planned for greater connectivity and designed with consideration given to all transportation modes and the presence of trees and plants.

The Howland Greenway District can become an ecological centerpiece to Castleton by blending a restored natural environment with walkable urban development.



HOWLAND GREENWAY DISTRICT

VILLAGE - DEVELOPMENT OPPORTUNITIES

RECOMMENDATIONS

Throughout the country, remade ditches are amenities around which redevelopment occurs. This approach to the Howland Ditch can foster new development patterns within the retail core of Castleton. More specifically, properties around the future Howland Greenway are at present difficult to access and suffer from vacancy and disinvestment. These properties lie within the Howland Ditch 100-year floodplain, making reinvestment costly and unrealistic. With an ecologically-focused approach to replacing antiquated and engineered drainage infrastructure, these properties could experience redevelopment alongside a significant increase in usable open space.

Redevelopment in Conjunction with Floodplain Relocation

Strategically work with property owners to phase redevelopment following improvements to Howland Ditch, which will pull these properties out of the 100-year floodplain, to remove barriers to investment.

Greenway Investment

Emphasize the Howland Greenway as a unique green space, connecting a major regional destination, the Castleton Square Mall, to a major regional connector, the Nickel Plate Trail.

Walkable Mixed-Use Development

Leverage infrastructure improvements as incentive to high-quality, walkable

redevelopment with connected streets and integrated neighborhood services. Encourage mixed-use development with ground floor restaurants, stores, and other complementary commercial uses along major streets and a diversity of housing types, including multi-family and attached townhomes along the Howland Greenway. Developments could include concealed and heavily landscaped surface parking areas.

Land Use and Zoning Designations

Encourage walkable development by enacting appropriate land use and zoning policies.

CONSIDERATIONS

Coordinate with Property Owners

Much of the impacted 94 acres is concentrated under three property owners, who are critical partners in determining the alignment and easements required for the Howland Greenway with respect to development potential. A flood study, preliminary engineering, and financial assessment are enabling steps.

Flood Control Improvement District

A Flood Control Improvement District is a mechanism available to Marion County that can finance infrastructure improvements to mitigate risk in the 100-year floodplain and unlock the potential for new capital investment. This mechanism operates like a TIF district, but with a 100-year sunset date. This tool could be explored to reduce the floodplain and add substantial value to affected sites.



HOWLAND GREENWAY DISTRICT

VILLAGE - DEVELOPMENT OPPORTUNITIES



1 RESIDENTIAL DEVELOPMENT
FRONTING STREETS

2 RESIDENTIAL DEVELOPMENT
FRONTING GREENWAY

3 DEVELOPMENT WRAPPING
STRUCTURED PARKING

4 RESIDENTIAL DEVELOPMENT
WITH GROUND-FLOOR RETAIL
FACING 82ND STREET

5 CONCEALED SURFACE PARKING

6 HOWLAND GREENWAY AND
STORMWATER PARK

HOWLAND GREENWAY DISTRICT

CATALYTIC INFRASTRUCTURE - HOWLAND GREENWAY

Remake Howland Ditch into a stormwater amenity with a trail connecting the Nickel Plate Trail to Castleton Square Mall. Reduce private properties impacted by the 100-year floodplain in this area.

Howland Greenway Key Map



RECOMMENDATIONS

Howland Ditch is channelized (daylit) and piped underground. This ditch carries much of the stormwater from the Castleton area to the White River. Existing conditions are poor, and a large 100-year floodplain indicates that this stormwater infrastructure is insufficient for demand in the Castleton area. Improvements to this infrastructure could reduce flooding and the size of the floodplain, which would incentivize private development. The alignment of the ditch is beneficial because it provides a clear alignment (in stormwater easement) between Castleton Square Mall and the future Nickel Plate Trail.

Designed as an Amenity

Howland Ditch has the potential to become an amenity, including better stormwater storage and conveyance, native plantings, activated park spaces, boardwalks, and educational components fronting development. This study recommends a two-stage ditch. Two-stage ditches are drainage ditches that have been modified by adding flat shelves that serve as floodplains within the overall conveyance area. This approach allows for better conveyance, less erosion, and more storage during certain times of the year. The upper shelf can also function as a wetland and be planted with native, wetland edge plants to create an environment that mitigates and cleans stormwater and to create a natural amenity.

Lake Activation

Howland Ditch eventually flows into the lake at Castleton Office Park. Improvements to the drainage conveyance could result in a more desirable environment along the lakefront. The edge of this lake could be improved and activated with a boardwalk and overlooks as well as new restaurants and amenities serving the large office park.

CONSIDERATIONS

Conduct Further Investigation

Coordination between property owners, and various local and state agencies to better understand the conditions today, gauge willingness to participate, and devise a plan to mitigate is critical to implementation.

Flood Study

Conduct a flood study to explore the full impact of the existing 100-year floodplain along Howland Ditch. This study should recommend steps that need to be taken to improve infrastructure and pull properties from the 100-year floodplain after improvements occur. A Letter of Map Revision (LOMR) through the Federal Emergency Management Agency can be sought after improvements are implemented.

Explore Legislative Language

Since Flood Control Improvement District legislation is a relatively new tool to Marion County, legal and technical understanding of the statute may be required to ensure proposed action can be supported by the Flood Control Improvement District.

HOWLAND GREENWAY DISTRICT

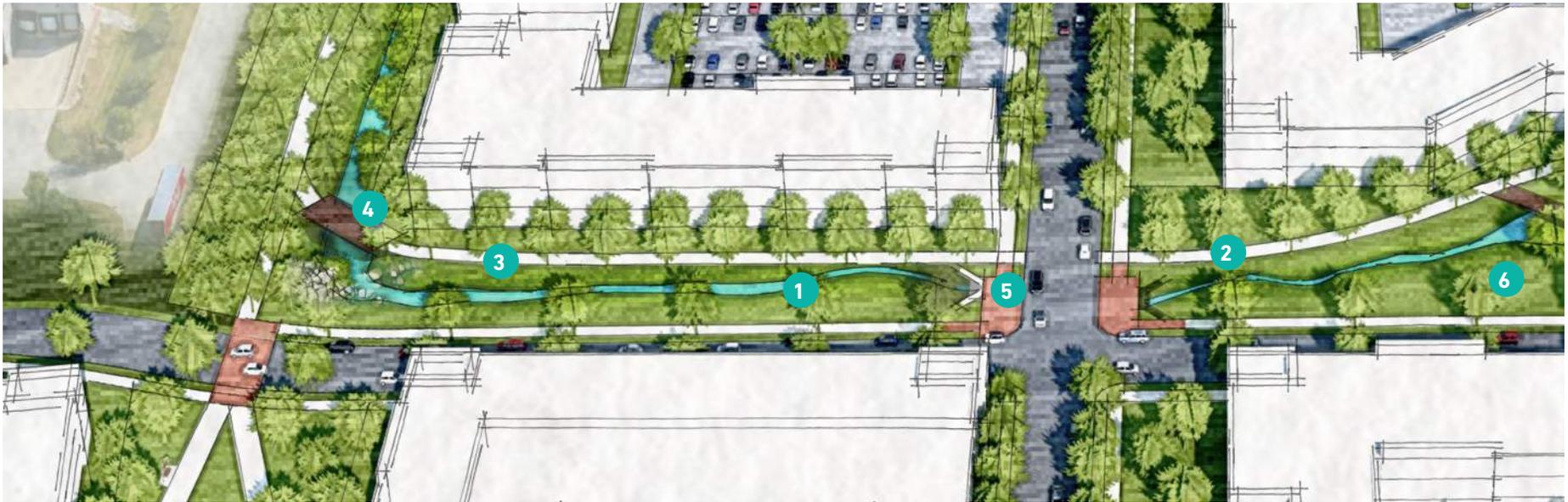
CATALYTIC INFRASTRUCTURE - HOWLAND GREENWAY



- 1 IMPROVED CHANNEL
- 2 NEW TRAIL LINKING TO NICKEL PLATE TRAIL AND CASTLETON SQUARE MALL
- 3 IMPROVED OPEN SPACE
- 4 FOOTBRIDGE OVER CHANNEL
- 5 WOODED PRESERVE
- 6 LINEAR STORMWATER PARK

HOWLAND GREENWAY DISTRICT

CATALYTIC INFRASTRUCTURE - HOWLAND GREENWAY



1 RE-ROUTED CHANNEL

3 NEW OPEN SPACE

5 CULVERT BELOW STREET

2 NEW TRAIL LINKING TO 82NS STREET

4 FOOTBRIDGE OVER CHANNEL

6 LINEAR STORMWATER PARK



HOWLAND GREENWAY DISTRICT

CATALYTIC INFRASTRUCTURE - HOWLAND GREENWAY



1 RE-ROUTED CHANNEL

3 NEW OPEN SPACE

5 CULVERT BELOW STREET

2 NEW TRAIL LINKING TO 82ND STREET

4 FOOTBRIDGE OVER CHANNEL

6 LINEAR STORMWATER PARK



CASTLETON SQUARE DISTRICT - FUTURE POTENTIAL

86TH STREET

FORMER TARGET /
FUTURE SARAGA

CASTLETON SQUARE
MALL

CENTER RUN DRIVE

82ND STREET

MKSK

LAKE AT CASTLETON OFFICE PARK





CASTLETON SQUARE DISTRICT

OVERVIEW

Support Castleton Square Mall and Castleton Office Park with catalytic investment in 82nd Street and Howland Greenway to create new energy and encourage private investment in a walkable, mixed-use village.

DISTRICT OPPORTUNITIES

Castleton Square Mall and Castleton Office Park are the anchors of this district and contribute significantly to the stability of this area. While the Castleton Square Mall is a healthy and stable anchor, retail has changed, and market studies suggested the area around the Mall has an over-abundance of retail square footage. As a result of increasing competition in Fishers and Carmel, the Office Park has suffered from vacancy. These trends are not uncommon for development constructed in the era of Castleton.

Given the Mall's long-term viability it becomes the centerpiece to a new village - the Castleton Square District. Around the mall, new housing and hospitality development on vacant or under-performing sites can add a new population to the district, further activating the area and stabilizing retail centers. Enhanced entrances with dining, entertainment, and civic development can further complement the Mall. The Mall could also have a new front door on its east side, connecting to the Nickel Plate Trail via the new Howland Greenway.

The Castleton Office Park can be bolstered by a new western catalyst, a reimagined lakefront

that could include office, hotel, restaurant, and entertainment fronting a waterside boardwalk. Additionally, this new destination would be directly linked to the Mall through a pedestrian arcade.

To alter the trajectory of this district, 82nd Street must be reimagined as a complete street; one that functions for all modes of transportation and is identifiable through a

signature streetscape treatment. This is an essential aspect of re-branding Castleton into a more walkable series of villages.

The Castleton Square District can become a shopping, dining, and entertainment destination full of new residents and connections to natural features.



CASTLETON SQUARE DISTRICT

VILLAGE - DEVELOPMENT OPPORTUNITIES

RECOMMENDATIONS

The team collaborated with stakeholders to identify the following substantial redevelopment opportunities for outlots and parking lots in the mall vicinity as well as the Castleton Office Park.

Activated Mall Entries

Envision two new front doors from 82nd Street to Castleton Square Mall, highlighted by an activated boulevard and new dining, entertainment, and civic development options.

Connect Castleton Square Mall

Terminate the east-west segment of the Howland Greenway at the Mall's eastern edge with a new outdoor park/plaza space to further activate the Greenway and the Mall. This outdoor park/plaza space also connects to 82nd Street via a new Mall entry, and further to the south, to the new lakefront boardwalk feature adjacent to Castleton Office Park.

Supporting Uses

Encourage complementary development such as housing, dining, entertainment, office, civic, hotel/hospitality, small anchor grocery, and medical services within this village.

Office Park Frontage

Redevelop existing Castleton Office Park frontage on 82nd Street into a denser, high-quality office environment with walkable amenities and restaurants for office tenants.

CONSIDERATIONS

Coordination with Property Owners

Simon Property Group and Castleton Office Park are the two largest property owners in this area and are central to the redevelopment discussions. Both parties have indicated that improvements to 82nd Street and Howland Ditch are catalytic to potential redevelopment. Work with these and other property owners to encourage phased redevelopment of outlots, the former Sears anchor, and parking lots.

Land Use and Zoning

Proactive land use and zoning policies and economic incentives such as TIF might further encourage redevelopment in alignment with this plan.

Outlots at the Mall

At the time of this study, Simon Property Group does not own the former Sears store or the outlots along 82nd Street. As these properties become available, the city and Simon Property group should avail themselves to owners to help guide and support the future vision for these properties.

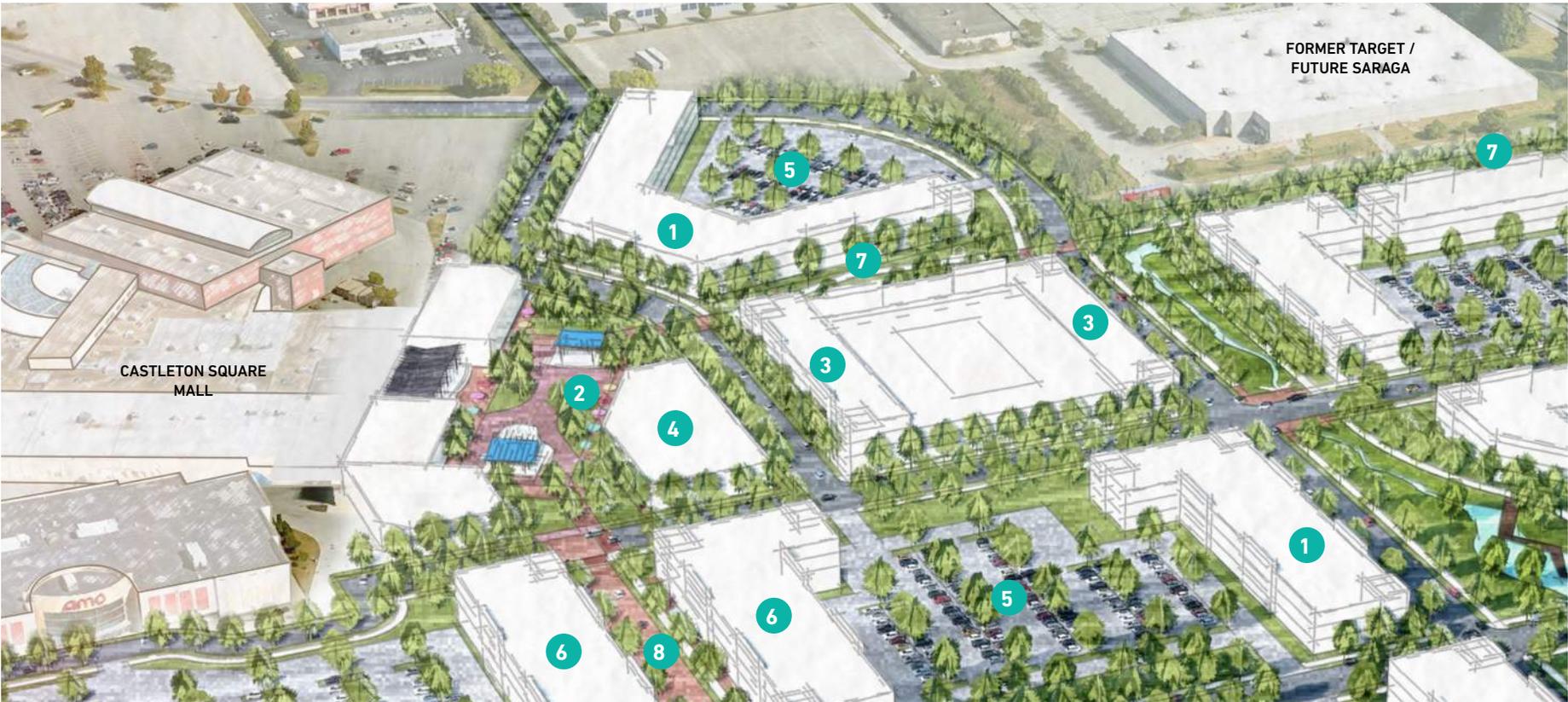
Relevant Case Studies

The three case studies referenced in this document helped shape recommendations. Each of these places is an immensely successful, vibrant, mixed-use place with high-quality public and private investment.



CASTLETON SQUARE DISTRICT

VILLAGE - DEVELOPMENT OPPORTUNITIES



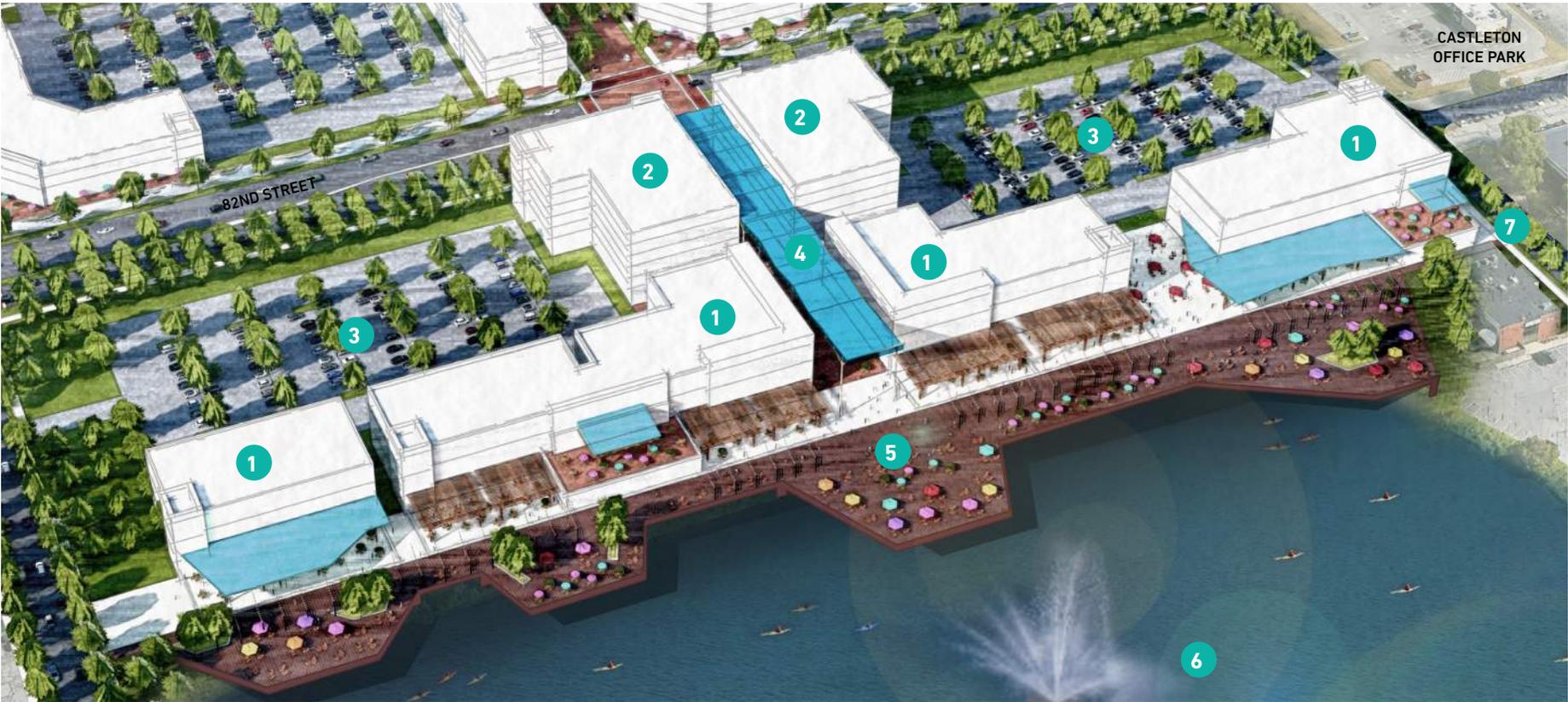
- 1 RESIDENTIAL DEVELOPMENT FRONTING STREETS
- 2 CASTLETON GREEN AND PLAZA
- 3 DEVELOPMENT WRAPPING STRUCTURED PARKING

- 4 RETAIL OR FOOD HALL
- 5 CONCEALED SURFACE PARKING
- 6 RESIDENTIAL DEVELOPMENT WITH GROUND-FLOOR RESTAURANT, ENTERTAINMENT, OR CIVIC USE

- 7 TRAIL CONNECTION TO NICKEL PLATE TRAIL
- 8 STREET CONNECTION TO PEDESTRIAN ARCADE AND BOARDWALK

CASTLETON SQUARE DISTRICT

VILLAGE - DEVELOPMENT OPPORTUNITIES



- 1 RESIDENTIAL DEVELOPMENT WITH GROUND-FLOOR RESTAURANT, ENTERTAINMENT, OR CIVIC USE
- 2 OFFICE OR HOSPITALITY DEVELOPMENT

- 3 CONCEALED SURFACE PARKING
- 4 PEDESTRIAN ARCADE
- 5 BOARDWALK

- 6 ENHANCED STORMWATER POND
- 7 CONNECTION TO CASTLETON OFFICE PARK

CASTLETON SQUARE DISTRICT

CATALYTIC INFRASTRUCTURE - 82ND STREET (EAST OF ALLISONVILLE)

Create a complete street to enhance vehicular and pedestrian safety, minimize congestion, and improve aesthetics and sense of place.

82nd Street (east) Key Map



RECOMMENDATIONS

82nd Street is highly-traveled and congested corridor with many road cuts/driveways that add to traffic volume and increase turning movements. Very little high-quality streetscape or urban tree canopy exists along 82nd Street and many areas are drained through roadside ditches. As the main corridor through Castleton, 82nd Street contributes heavily to the identity of the area. Unfortunately, many aspects of this corridor are viewed negatively.

The opportunity to make 82nd Street into a complete street can significantly change impressions and further catalyze revitalization. As a complete street, 82nd Street would include

wider sidewalks with buffers, and on the north side a broad promenade with accommodations for bicyclists and pedestrians as well as gathering spaces, lighting, street trees, and curbed edges. In order to implement these amenities, space currently devoted to open ditches would be repurposed. The high-quality nature of this infrastructure would dramatically change the character and brand of Castleton from an automobile and pavement dominated environment into one that defined by a tree-lined urban streetscape supportive of all modes of transportation.

Improved Edges and Crossings

The addition of sidewalks, trails, and crosswalks would provide a safer pedestrian environment and encourage more walkable, connected development along the 82nd Street corridor. Rebuild 82nd Street with an optimized road section with improved drainage, curbs, and streetscape, plantings, and streetlights. Install a multi-modal pedestrian path (north side of 82nd Street) to connect to major development areas.

Street Shift

Explore shifting the center line of 82nd Street from Center Run Drive to Craig Street to provide additional space for pedestrian amenities on the north side of the road.

Congestion Reduction Strategy

As a longterm strategy, reduce curb cuts onto 82nd Street to reduce congestion.

Nickel Plate Trail Crossing

Remove the at-grade crossing at the intersection of 82nd Street and the Nickel Plate Trail.

CONSIDERATIONS

Reclaim Right-of-Way

If open drainage ditches are piped underground, available ROW can be reclaimed to create better pedestrian conditions, more developable area, landscaping, and signage.

Reduce Individual Curb Cuts/Driveways

As properties redevelop, there is an opportunity to consolidate curb cuts/driveways. There may also be an opportunity to provide frontage drives or rear access to signalized intersections within private development. Specifically, future redevelopment between the Nickel Plate and Center Run Drive could include a secondary

CASTLETON SQUARE DISTRICT

CATALYTIC INFRASTRUCTURE - 82ND STREET (EAST OF ALLISONVILLE)



1 CONTINUOUS MULTI-USE PROMENADE ON NORTH SIDE OF STREET

2 CONTINUOUS SIDEWALKS ON SOUTH SIDE OF STREET

3 ENHANCED INTERSECTIONS AND CROSSWALKS

4 STREET TREES

5 PLANTED MEDIANS



CASTLETON SQUARE DISTRICT

CATALYTIC INFRASTRUCTURE - 82ND STREET (EAST OF ALLISONVILLE)



- 1 ACTIVATED STREETScape AT NEW MIXED-USE BUILDINGS FRONTING THE STREET
- 2 ENHANCED INTERSECTIONS AND CROSSWALKS
- 3 STREET TREES

remove curb cuts from 82nd Street and help relieve congestion. This strategy could be used elsewhere in the Castleton area.

Reduce Sign Clutter

As properties redevelop, signage should be consolidated and limited to building facades and monument signage advertising multiple businesses. Existing pole signs and billboards along the corridor should be retired as redevelopment occurs.

DPW Traffic Study

At the time of this study, DPW was also conducting a traffic study for the 82nd Street

corridor with a 2020 scheduled completion date. This study may qualify many of the opportunities explored as part of this plan and identify other issues and opportunities.

STREET CONDITIONS

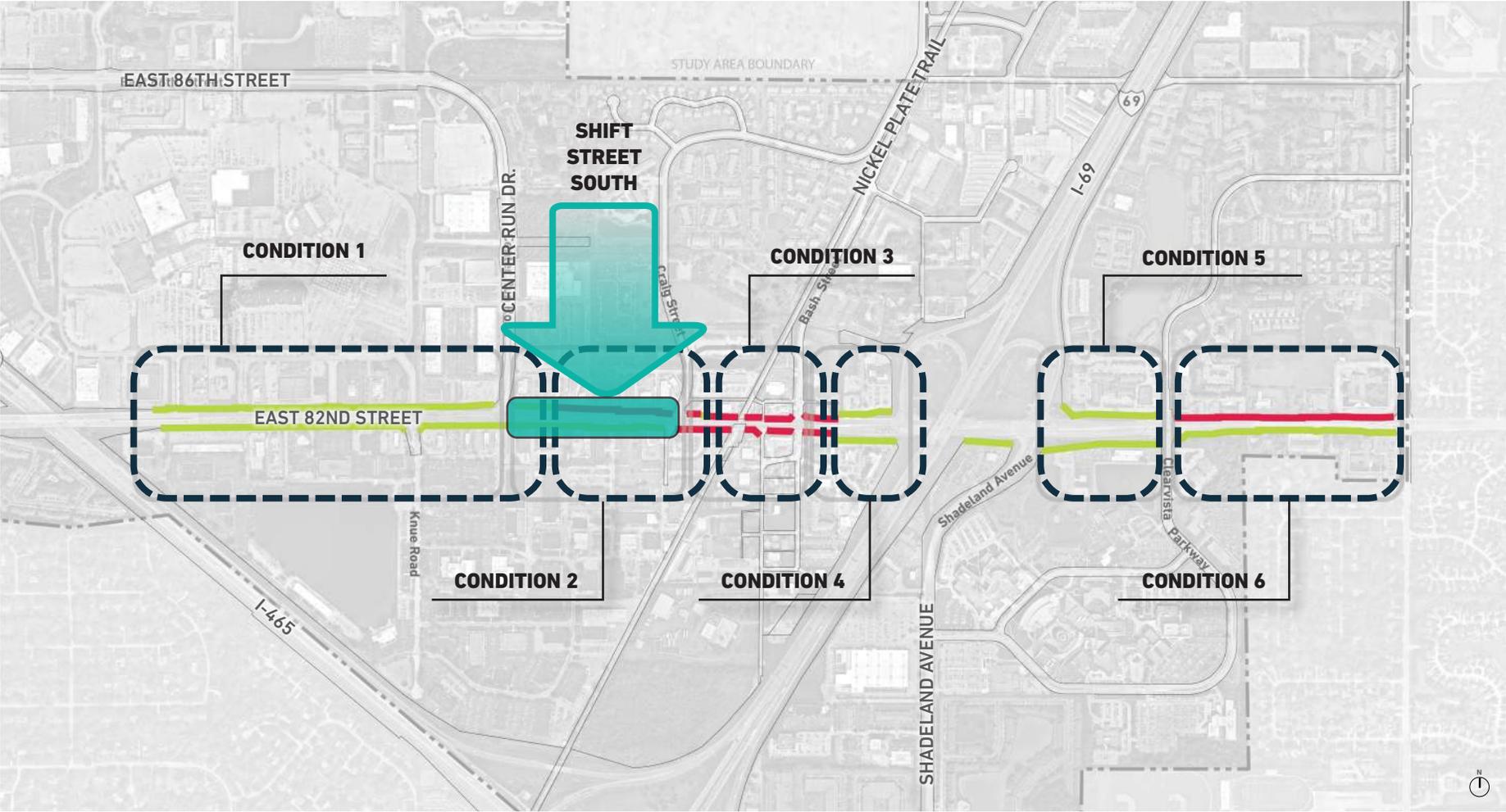
- » Available ROW is tight throughout several areas along 82nd Street. The 82nd Street corridor can be viewed as six unique conditions.
- » All improvements remain within the existing ROW.
- » A shift in the centerline of 82nd Street to the south (between 9 and 23 feet) within the existing ROW is required in condition two.

- » Areas further east in conditions three and four have narrower ROW and will only accommodate the addition of pedestrian paths, but not a wider cross-section. This ROW could be increased as redevelopment occurs (city could acquire as it becomes available).
- » Condition six has a narrower ROW, and it is proposed that existing sidewalks will remain.

CASTLETON SQUARE DISTRICT

CATALYTIC INFRASTRUCTURE - 82ND STREET (EAST OF ALLISONVILLE)

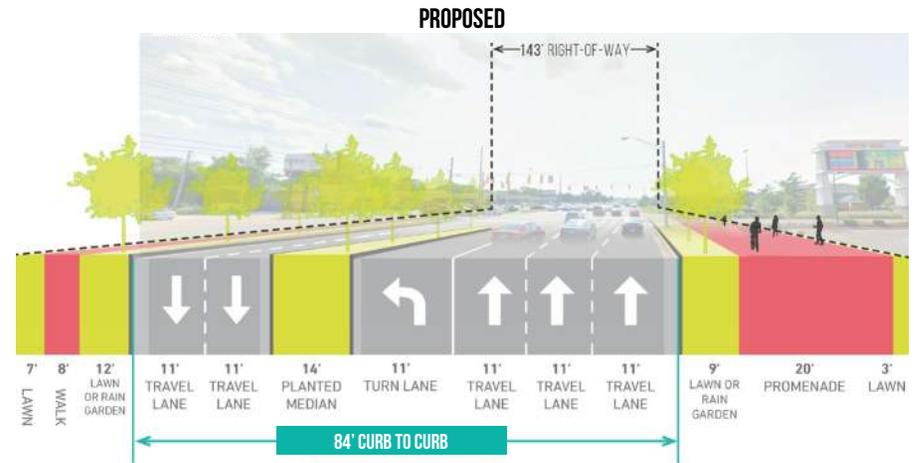
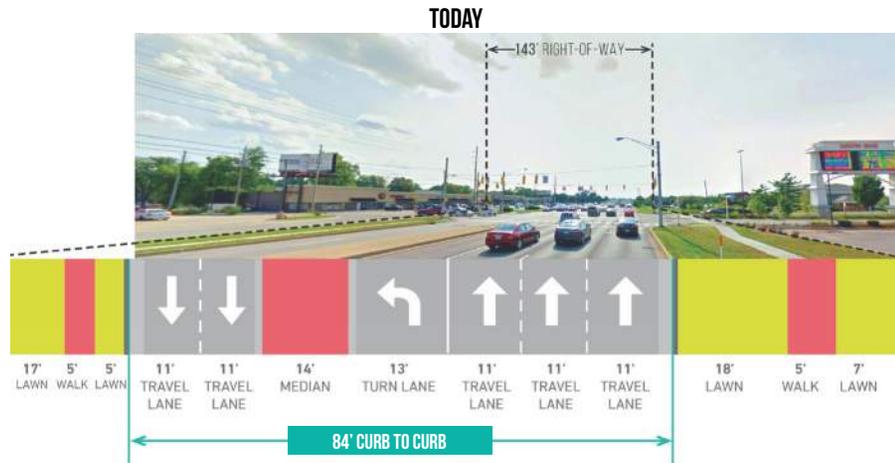
82nd Street Conditions



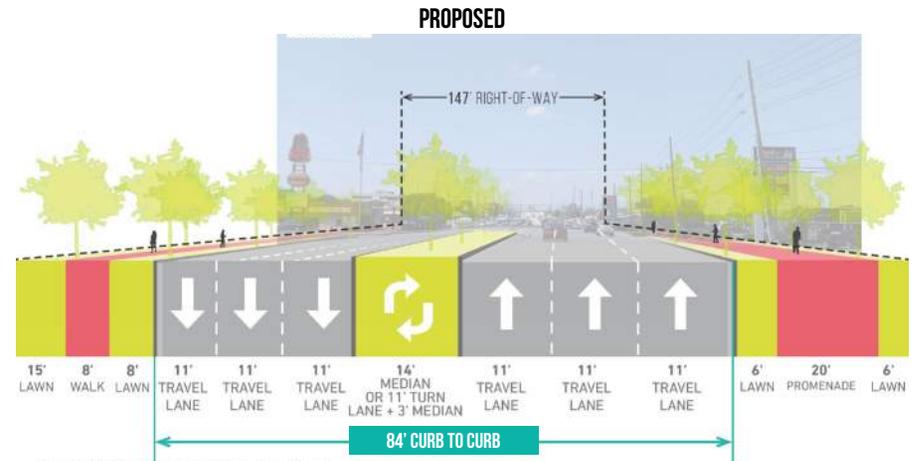
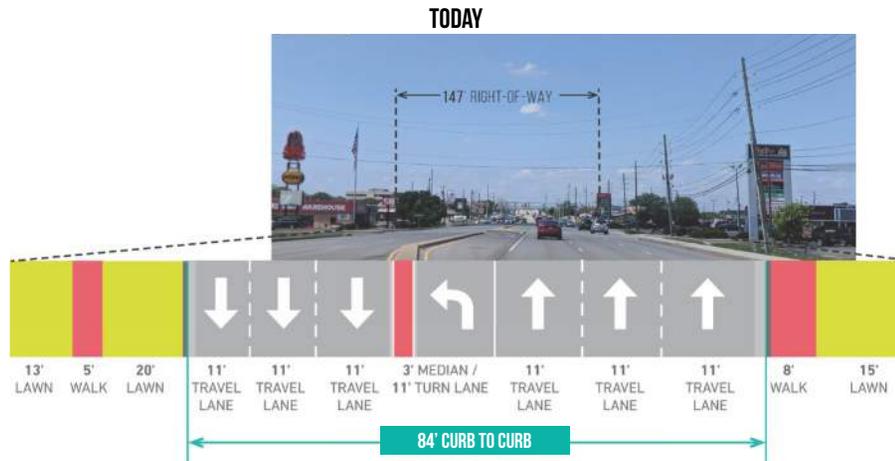
CASTLETON SQUARE DISTRICT

CATALYTIC INFRASTRUCTURE - 82ND STREET (EAST OF ALLISONVILLE)

CONDITION 1 I-465 to Center Run Drive



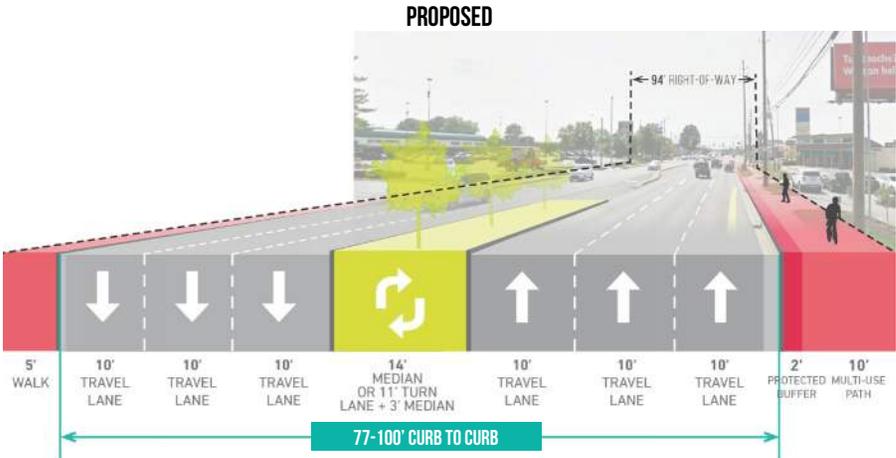
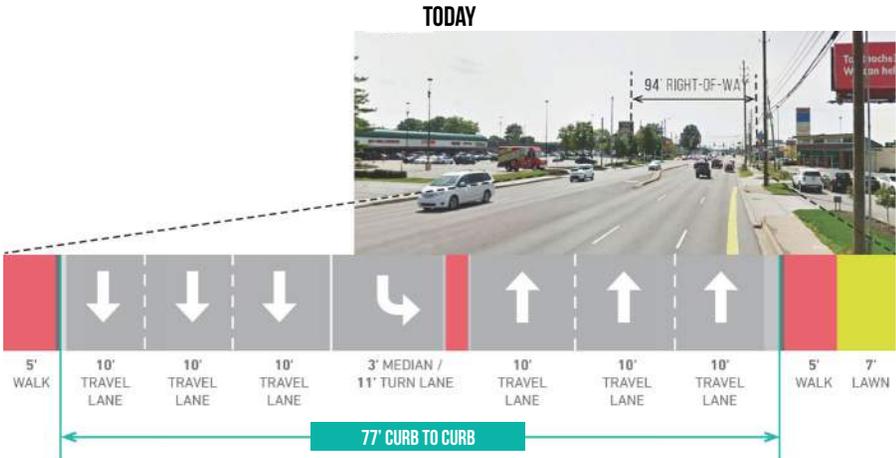
CONDITION 2 Center Run Drive to Craig Street



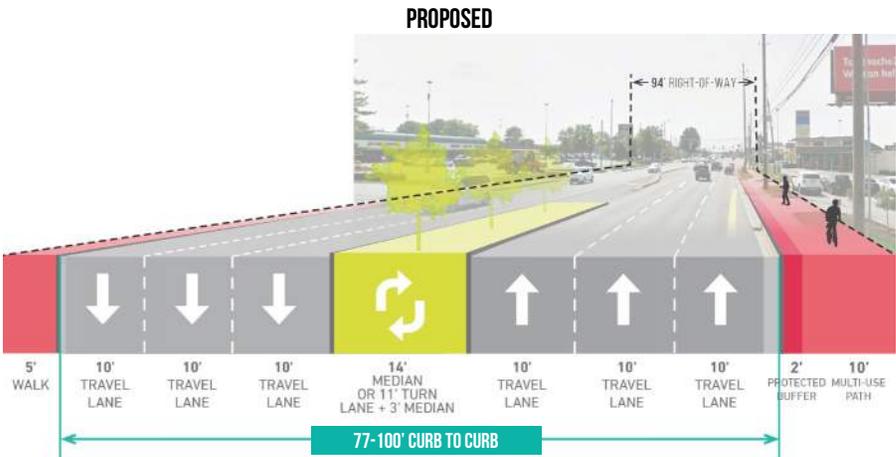
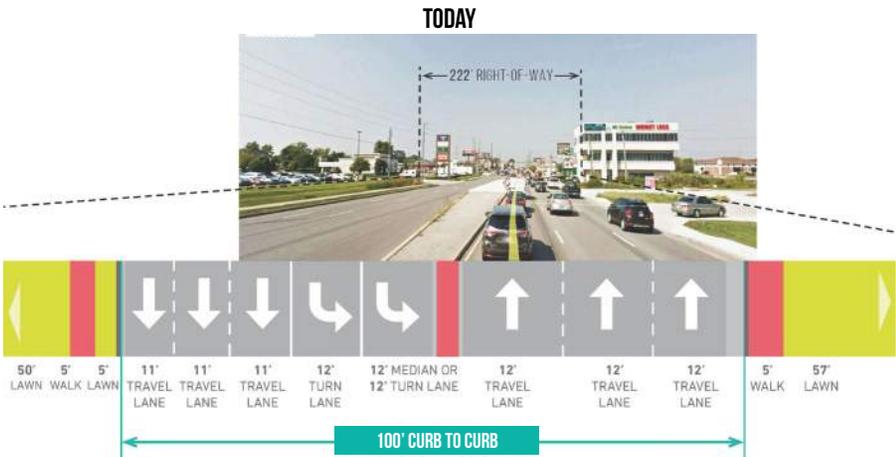
CASTLETON SQUARE DISTRICT

CATALYTIC INFRASTRUCTURE - 82ND STREET (EAST OF ALLISONVILLE)

CONDITION 3 Craig Street to Bash Street (narrow ROW)



CONDITION 4 Bash Street to I-69 (tight ROW)



CASTLETON SQUARE DISTRICT

CATALYTIC INFRASTRUCTURE - 82ND STREET (EAST OF ALLISONVILLE)

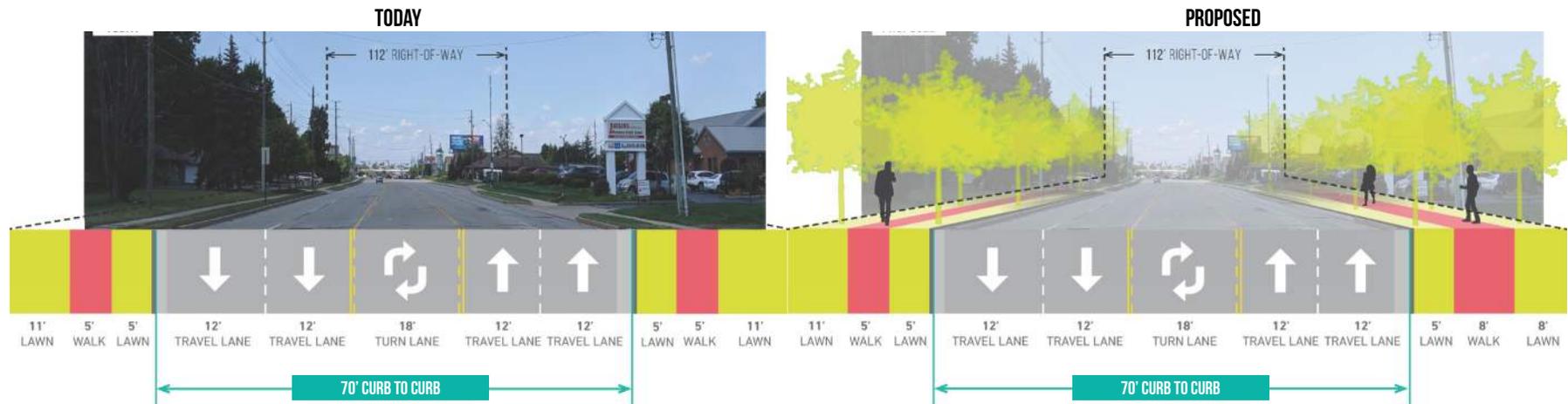
CONDITION 5

I-69 to Clearview Parkway (Community Hospital North entrance)



CONDITION 6

Clearview Parkway to Hague Road





FUTURE INVESTMENT



FUTURE INRASTRUCTURE - 82ND ST (W OF ALLISONVILLE), ALLISONVILLE RD, SHADELAND AVE

Enhance the experience, safety, and connectivity to the White River.

82nd Street (West of Allisonville) Key Map



82nd Street is heavily traveled on two westbound and three eastbound lanes from Allisonville Road to the White River. Sidewalk connectivity on the north side is complete, but substantial gaps exist on the south side. Newer development is accessed via consolidated entrances with few individual driveways.

Multi-Modal Path

Add a multi-modal path on the north side to provide a safer connection to the White River and Keystone at the Crossing.

Crosswalks

Install crosswalks along the corridor at signalized intersections where they do not exist today.

Install crosswalks, improve intersections and enhance existing bike lanes.

Allisonville Road Key Map



Allisonville Road is heavily traveled on two through lanes in each direction and a number of turn lanes. It narrows to one lane in each direction south of 82nd Street. Bike lanes exist on the outside lanes, however these could be made safer with better buffers. Sidewalks are complete on the east side of the corridor, but gaps exist on the west side, south of I-465. Crosswalks are missing at critical intersections.

Crosswalks

Install crosswalks at signalized intersections where nonexistent today.

Improved Bike Lanes

Upgrade existing bike lanes to protected bike lanes to enhance safety.

Install a multi-modal path from 82nd Street to 75th Street.

Shadeland Avenue Key Map



This corridor includes two lanes in each direction from 82nd Street south to 75th Street. A multi-modal path exists today in front of Community Hospital North. For the balance of this corridor, pedestrians do not have an accessible path and typically walk on the grass shoulder.

Multi-Modal Path

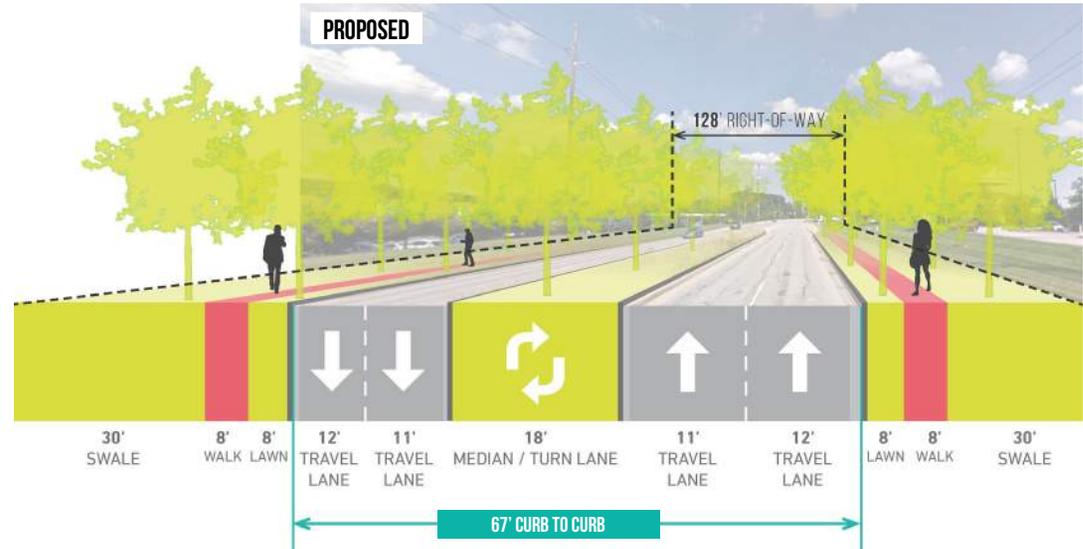
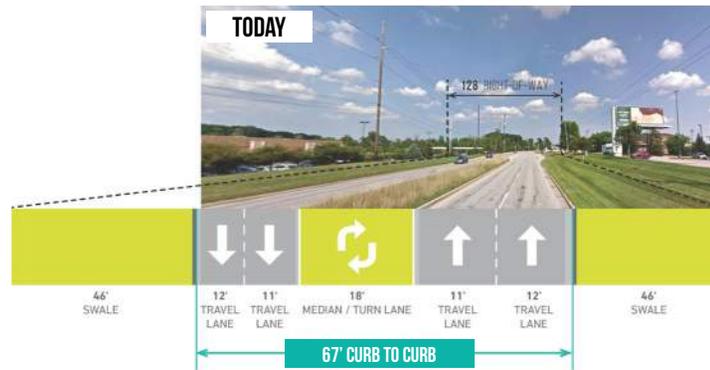
Add a multi-modal path along Shadeland Avenue between 82nd Street and 75th Street.

FUTURE INVESTMENT

FUTURE INFRASTRUCTURE - 86TH STREET

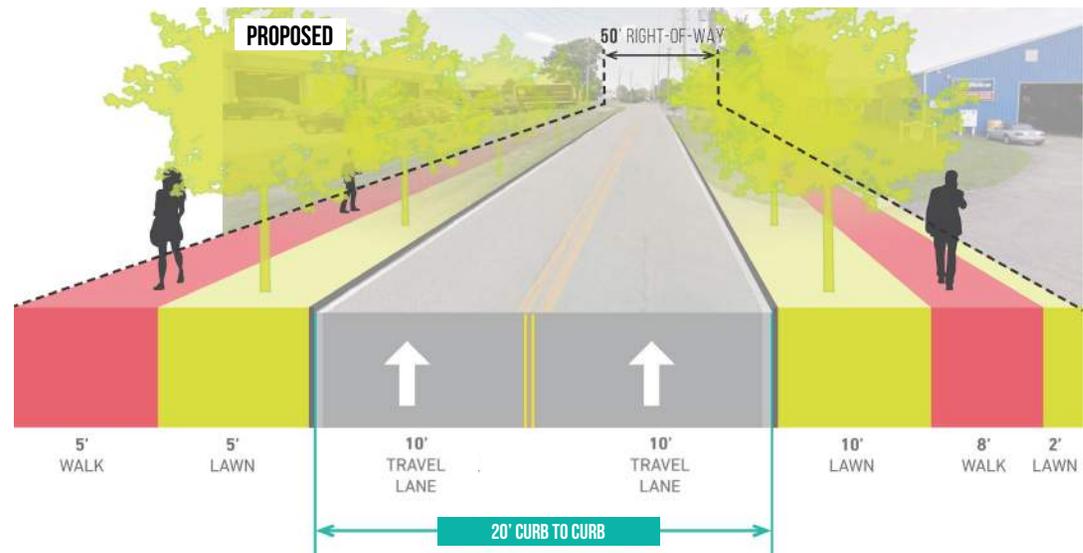
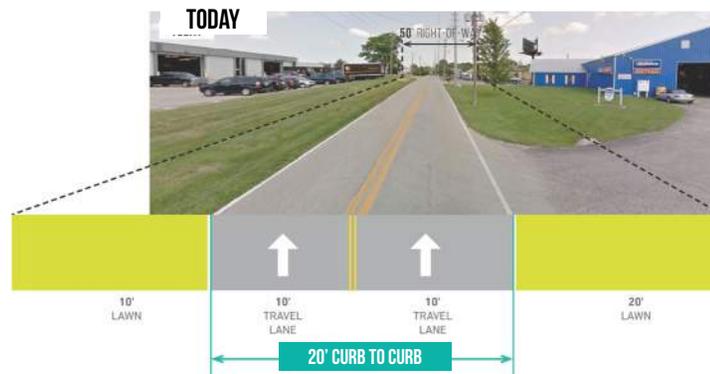
86TH STREET CONDITION 1

4-Lane Configuration Extension



86TH STREET CONDITION 2

2-Lane Configuration Extension



FUTURE INVESTMENT

VILLAGE - CLEARWATER DISTRICT

Encourage riverfront activation and connectivity between development and the White River.



Clearwater Existing Conditions (facing northwest)

Clearwater is stable retail and multi-family area along the White River on the western end of the Castleton study area. This area is much more influenced by the Fashion Mall at Keystone at the Crossing located across the White River. There is little vacancy or declining property in this area.

Improved Signage and Branding

Invest in gateway/placemaking improvements to this village, which celebrate meaningful connections to the White River.

Riverfront Activation

Encourage development to front and activate the riverfront, especially nearest to 82nd Street and the White River.

Multi-family Infill

There may be an opportunity to redevelop outlots and parking lots in retail centers into a denser blend of walkable multi-story, mixed-use, and multi-family development. This development could continue to include regional commercial, but also provide a better sense of place and services for residents.

Sidewalks and Crosswalks

Connect sidewalks and provide safe crosswalks at signalized intersections where they do not exist.

FUTURE INVESTMENT

VILLAGE - ALLISONVILLE DISTRICT

Create a refreshed gateway to Castleton from I-465 with vibrant retail and service uses.



Allisonville is a retail-centric area with great accessibility to 82nd Street, Allisonville Road, and I-465. The intersection of Allisonville and I-465 at 82nd Street is vast, congested, and unfriendly to pedestrians. Several large retail developments occupy three of the four corners of the 82nd Street and Allisonville Road intersection. Over time, these could holistically redevelop or in piecemeal fashion through outlots. While there have been several high-profile vacancies in this area, including the former Marsh, this area is beginning to see reinvestment as new anchors move in.

Improved Signage and Gateway

Invest in gateway/placemaking improvements to this village at Allisonville Road.

Manage Vehicular Access

Consolidate redevelopment properties and manage vehicular access to reduce congestion and improve safety. Consolidation can reduce congestion by reducing road cuts/driveways and encouraging internal connectivity.

Potential Hotel

Explore the potential of hotel/hospitality and entertainment uses. This location has excellent accessibility, and large parcels would be attractive for future hotel development.

Sidewalks and Crosswalks

Connect sidewalks and provide safe crosswalks at signalized intersections where they do not exist.

Strategic Redevelopment Areas

Strategically redevelop outlots and power centers in phases. The redevelopment will refresh the retail and service offerings in this area and encourage new uses that support surrounding neighborhoods.

FUTURE INVESTMENT

VILLAGE - SHADELAND DISTRICT

Create a walkable medical district with a focus on uses supportive to Community Hospital North and residents in proximity.



Shadeland is anchored by Community Hospital North and associated medical offices along with complementary uses such as pharmacies, restaurants, hotels, multi-family housing, etc. Community Hospital North continues to invest heavily in its hospital complex, but surrounding land uses are aging and may be ready for future redevelopment. Pedestrian connectivity is lacking along 82nd Street and Shadeland Avenue.

Improved Signage and Gateway

Invest in gateway/placemaking improvements following Clear Path 465, celebrating this area as a medical village.

Hospital Coordination

Coordinate with Community Hospital North on future expansion/growth plans and property needs.

Support Medical Office Uses

Strategically redevelop big-box and light industrial uses into medical office/service use as demand occurs.

Improved Multi-family

Explore the potential of refreshing or replacing aging multi-family development with denser, walkable development with neighborhood services integrated.



PROPOSED LAND USE CHANGES

FUTURE LAND USE PLAN

LAND USE TODAY

Today, land uses in the Castleton study area consist primarily of regional commercial, community commercial, office commercial, and light industrial. As the future of the area is reconsidered, this plan suggests the addition of Urban Mixed-Use and Village Mixed-Use land uses at select locations in Castleton.

Marion County created a land use pattern book to guide future land use and development policy. Mixed-Use typologies, as defined by the Marion County Land Use Plan Pattern Book, are a balance of places with a concentration of live/work activities. The definitions of Urban Mixed-Use and Village Mixed-Use are explained to the right (excerpted from the Pattern Book). These new uses support the transformative change that is envisioned for the Castleton study area.

For more information visit: <http://plan2020.com/plans/lu/patternbook/>

INTRODUCING LAND USE TYPES

Urban Mixed-Use

The Urban Mixed-Use typology provides dense, pedestrian-oriented development with a wide range of businesses, services, and institutions that serve both adjacent neighborhoods and the broader Indianapolis community. Buildings are four to eight stories in height with entrances and large windows facing the street. Where possible, sidewalks and other pedestrian spaces should be activated as places to gather or otherwise spend time, such as sidewalk cafés and plazas.

Public spaces may also be programmable for community events. Off-street parking should be behind buildings or in garages. Where block lengths are longer than 500 feet, public pedestrian paths should be provided as cut-throughs.

This typology has a residential density of at least 25 to 75 units per acre.

Village Mixed-Use

The Village Mixed-Use typology creates neighborhood gathering places with a wide range of small businesses, housing types, and public facilities. This typology is intended to strengthen existing, historically small-town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of buildings. Buildings are one to four stories in height and have entrances and large windows facing the street.

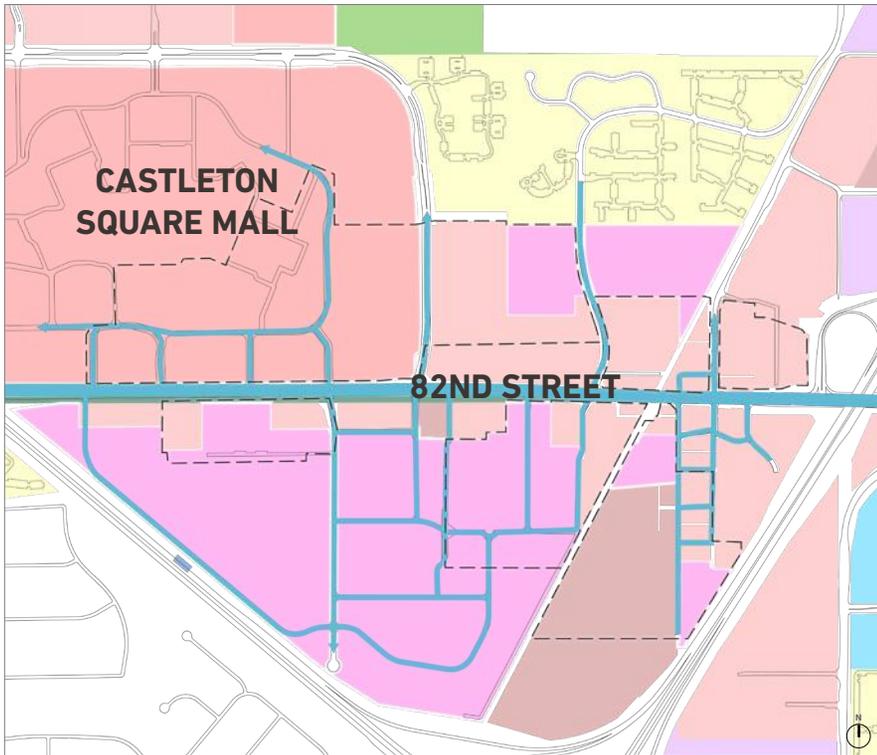
Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contribute to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafés.

This typology has a residential density of six to 25 dwelling units per acre.

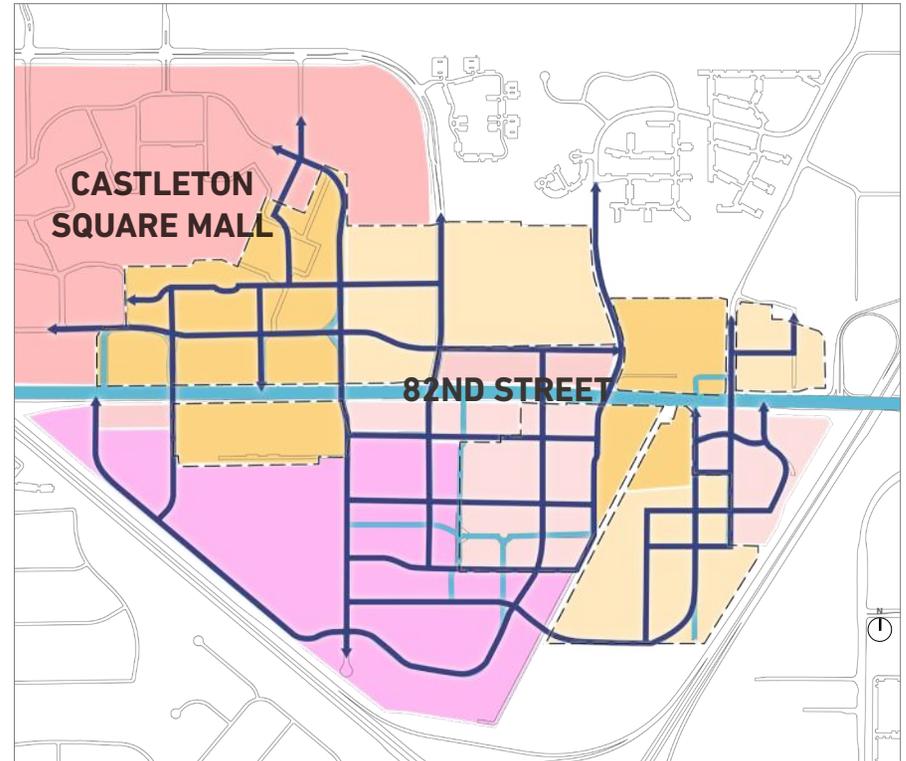
PROPOSED LAND USE CHANGES

FUTURE LAND USE PLAN

Future Land Use Map



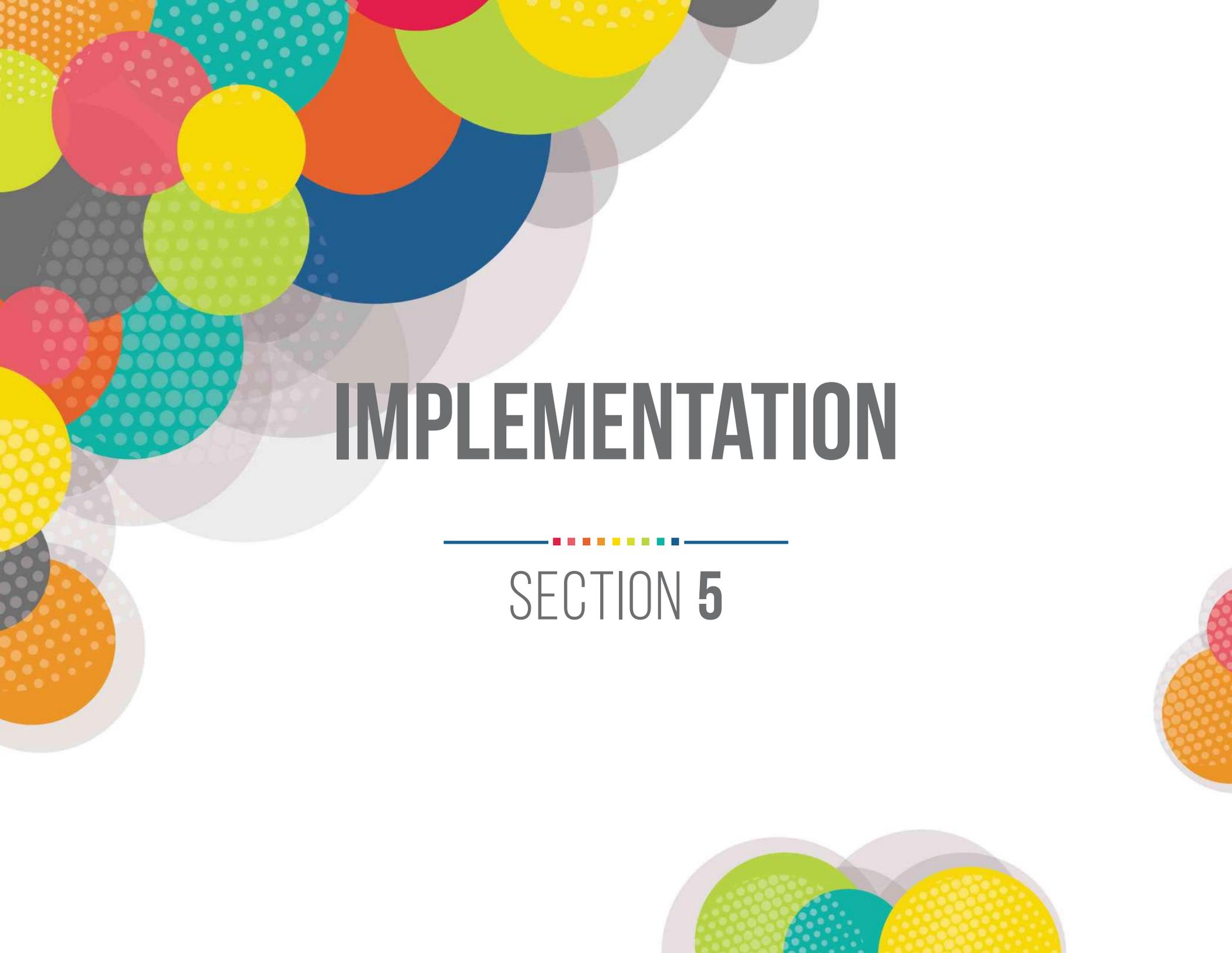
Proposed Land Use Map



- | | | | |
|---|-------------------------|---|-------------------------|
|  | Regional Commercial |  | Suburban Neighborhood |
|  | Urban Mixed-Use |  | Light Industrial |
|  | Village Mixed-Use |  | Office Commercial |
|  | Community Commercial |  | Special Use |
|  | Existing Street Network |  | Proposed Street Network |

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IMPLEMENTATION

SECTION **5**



IMPLEMENTATION TOOLS

INTRODUCTION

OVERVIEW

The implementation strategy summarizes project recommendations contained within this plan and includes a project matrix and an explanation of associated infrastructure project costs.

Also contained within this strategy is a capacity analysis that establishes current and future district financial outlook, cost/revenue analysis, limitations of the TIF, and future value capture scenarios.

The plan culminates with a chart listing projects and pairing projects with implementation tools, which include TIF funding where applicable, and other potential funding sources or partnerships where TIF funding is not an option.

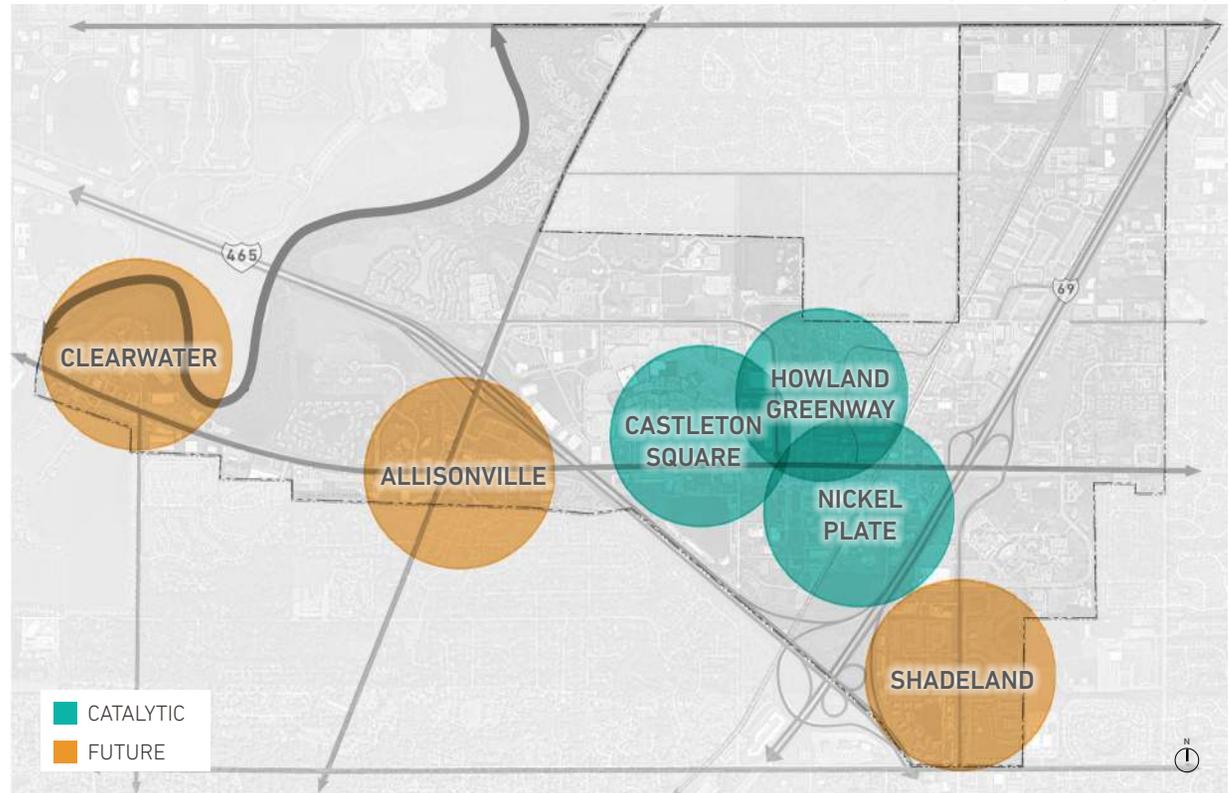
Infrastructure Projects Key Map



IMPLEMENTATION TOOLS

INTRODUCTION

Development Projects Key Map



IMPLEMENTATION TOOLS

FINANCING AND POLICY STRATEGY

established (community organizations or other entities), acting as temporary de facto economic organizations.

Responsible parties could include: Anchor employers, community organizations, and elected officials

Orchestrate Deals

Identify the right deal structure for projects and use available TIF and non-TIF incentives, where

available. Deal structures that might apply to private development in Castleton include:

- » Developer deals where a traditional developer secures financing and builds the project.
- » Joint ventures where multiple owners secure financing and work with developers who build the project.
- » Public private partnership (P3) where the property is provided by a non-profit,

or governmental entity and a developer secures financing (sometimes jointly with incentives) and builds the project.

The right deal can be employed for each project, but conversations should start early with developers to share the vision through a series of meetings/introductions to the vision for Castleton.

Responsible parties could include: Community organizations, Employ Indy, and DMD

PROJECTS	LIMITS	LENGTH (MI.) AREA (AC.)	NOTES
INFRASTRUCTURE - CATALYTIC			
82nd Street (East of Allisonville) Improvements	Hague Road to I-465	2.0 mi.	Rebuild of 82nd Street as a complete street
Bash & Masters Improvements	96th Street to 82nd Street	1.5 mi.	Centerline could shift to entice redevelopment on the east side of Bash Street
Howland Ditch Improvements	Clearvista Place to Mall Ring Road	2.0 mi.	Improvements may be funded by a Flood Control Improvement District
Nickel Plate Trail	96th Street to I-465	2.4 mi.	Next Level Grant dollars being pursued (at the time of this plan)
DEVELOPMENT - CATALYTIC			
Castleton Square Mall District	East of Mall Ring Road and Knue Road	46 ac.	Simon and Castleton Office Park are major owners
Howland Greenway District	East of Center Run Drive to Mall Ring Road	19 ac.	Nassimi Realty is major owner
Nickel Plate Trail District	I-69 to Craig Street	19 ac.	Multiple owners within this redevelopment area



TIF STRATEGIES

96TH STREET TIF DISTRICT

RECAP: WHAT IS A TIF DISTRICT?

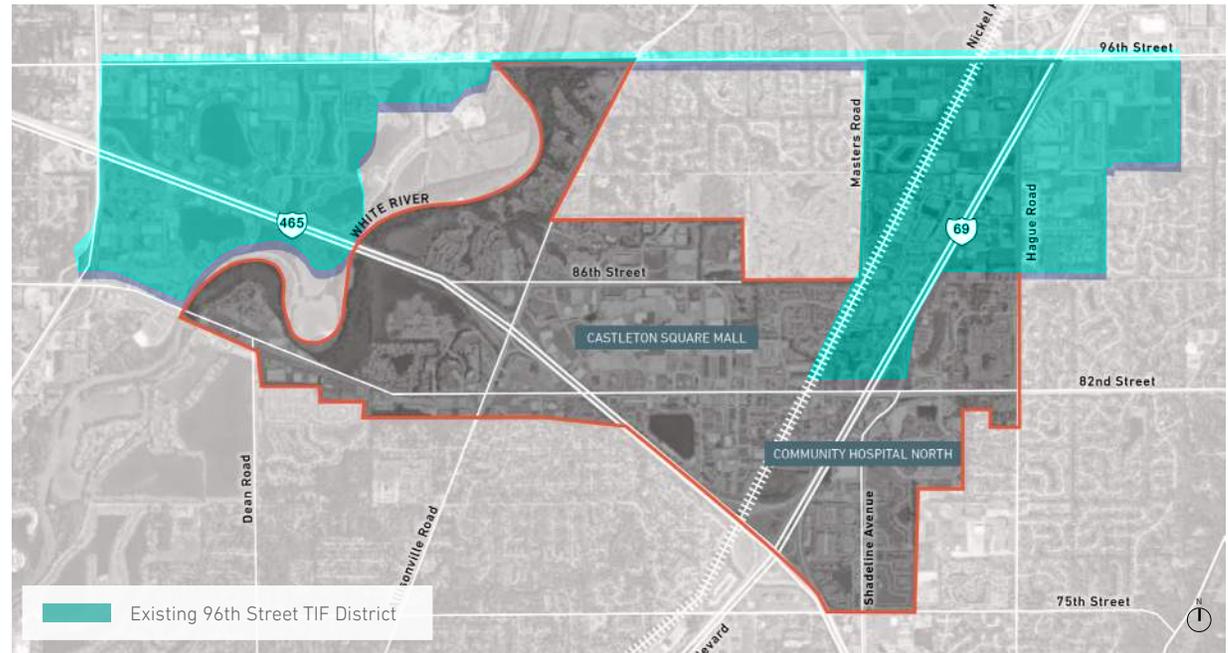
Tax Increment Financing (TIF) is an economic development and redevelopment tool available to local municipalities. TIF operates by “capturing” the property tax revenues produced by new private sector investment within a defined geographic area. Those captured revenues are then spent on economic development- and redevelopment- related initiatives that directly benefit the area. TIF revenues are commonly used to secure debt financing to improve the physical infrastructure within the district and surrounding the TIF area. New TIF districts have a duration of 25 years after the first bond payment is made. The policies and regulations governing TIF in Marion County are found in IC 36-7-15.1.

EXISTING 96TH STREET ALLOCATION AREA

An existing TIF district exists within a portion of the Castleton study area. The 96th Street TIF District was created by resolution in 1996. This TIF district includes parts of Washington and Lawrence Townships, which are connected by the right-of-way along 96th Street.

Within the study area, the 96th Street TIF District surrounds the I-69 corridor and is roughly bounded by 96th Street to the north, Masters Road and Bash Street to the west, 86th Street to the south, and Clearvista Place and

Existing 96th Street TIF District Map



Hague Road to the east.

The original purpose of the 96th Street allocation areas was to fund bridge improvement projects along the 96th Street corridor.

These projects were completed shortly after the institution of the TIF, and the related bonds were paid off in 2005.

Source: City of Indianapolis, Policy Analytics

TIF STRATEGIES

96TH STREET TIF DISTRICT

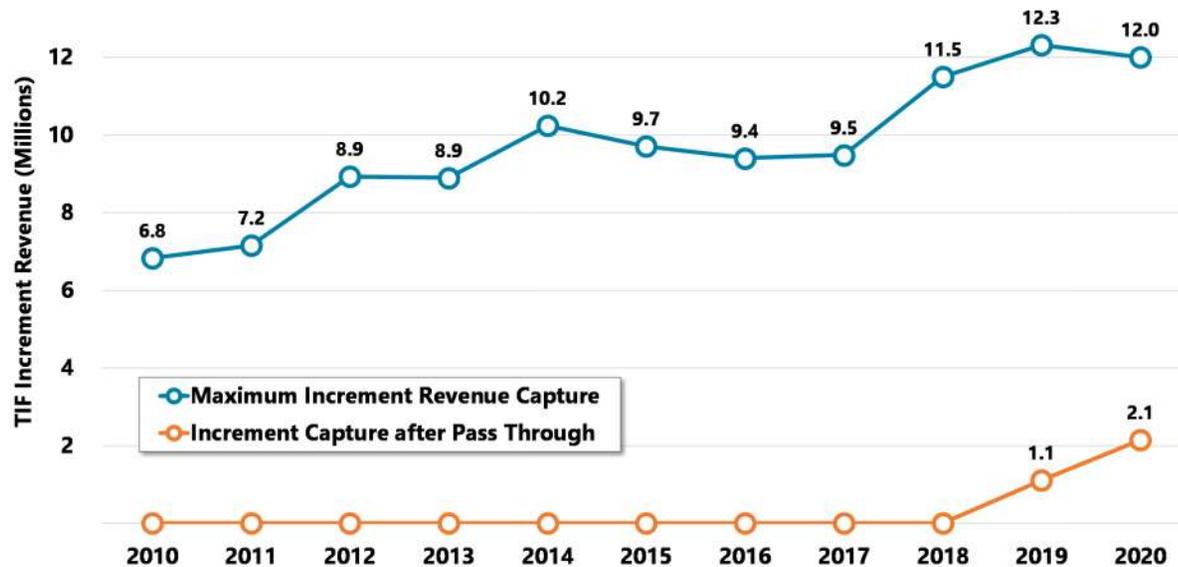
TIF Pass-Through

After the 96th Street allocation area bonds were retired in 2005, the city made a policy decision to release, or “pass-through,” the captured increment assessed value to the tax base. TIF pass-through allows an adopting authority to manage the level of increment capture within a TIF allocation area (TIF district). When increment assessed value is released, it accrues to the tax base of property tax-supported units such as schools, townships, municipalities, and libraries and, depending on the geography, has fiscal implications for taxpayers.

The city maintained the policy of passing through 100% of the incremental assessed value of the 96th Street TIF District to the base between 2006 and 2018. For the 2019 tax year, noting the opportunity to invest in redevelopment projects within the area, the city began to retain or capture a percentage (9%) of the increment assessed value within the allocation area. For the 2020 tax year, the percentage of increment capture was increased to 18%.

The city’s policy, maintained for twelve years, of releasing large portions of the increment assessed value to the base means that now the potential revenue capture of the 96th Street TIF District is much greater than the current revenue capture. The city retains the option to increase the amount of revenue capture in the 96th Street TIF District, but the policy would need to be changed. This policy decision comes with the trade-off of negatively affecting property tax revenues for other property tax-supported units. These trade-offs are evaluated later in this chapter.

96TH STREET TIF DISTRICT REVENUE HISTORY



Revenue Projection

For the 2020 tax year, the 96th Street TIF District could potentially capture up to \$550 million in assessed value. The potential increment assessed value has increased at an average rate of three percent annually since 2012. Given this level of incremental assessed value, the TIF district has a total revenue potential of \$12 million annually until its expiration in 2027. However, based on the city’s policy of retaining only 18% of the increment assessed value, the 96th Street TIF District will provide approximately \$2.1 million in incremental revenue annually.

Source: City of Indianapolis, Policy Analytics

TIF STRATEGIES

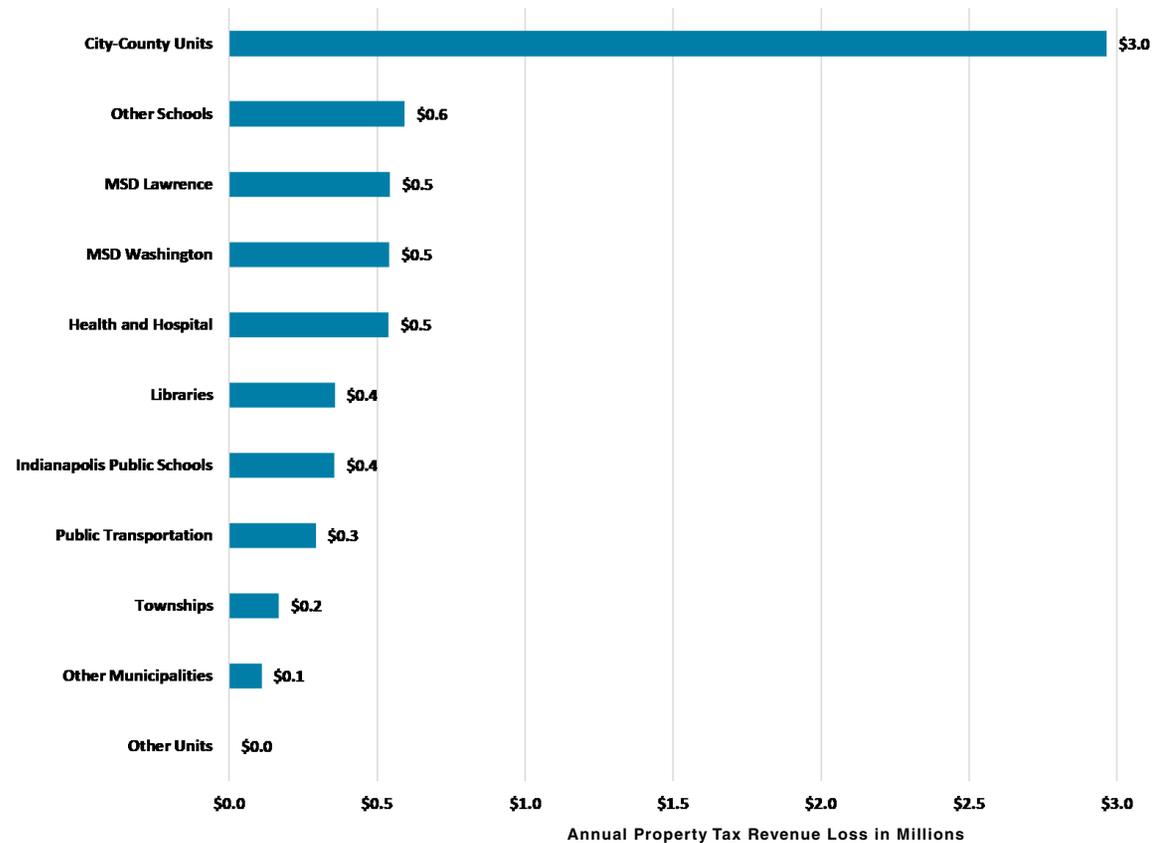
96TH STREET TIF DISTRICT

Potential Increment Policy Change

As stated earlier in this chapter, the city does have the policy option to alter the percentage of increment value released to the base. This chart shows the TIF revenue impact of reducing the level of increment passed through. Reducing the level of pass-through would result in a proportional increase in TIF revenue.

However, while reducing the level of increment pass-through would produce additional revenues in the 96th Street TIF District, it would have negative revenue consequences for local taxing units due to the large scale of taxes collected in the allocation area. The reduction in TIF assessed value passed through would result in marginally higher property tax rates in the Castleton area. Because of the mechanics of Indiana's property tax rate caps, this results in revenue reductions for overlapping taxing units, as shown in the chart to the right. These revenue implications are important considerations for policymakers as they evaluate TIF policy.

96TH STREET TIF DISTRICT PROPERTY TAX REVENUE LOSS TO OVERLAPPING TAXING UNITS (PASS-THROUGH) (MILLIONS)



Source: Policy Analytics

TIF STRATEGIES

INFRASTRUCTURE COST MATRIX

PROJECTS	LIMITS	LENGTH (MI.) AREA (AC.)	PROJECT COST (INC. HARD AND SOFT COSTS)
INFRASTRUCTURE - CATALYTIC			
82nd Street (East of Allisonville) Improvements	Hague Road to I-465	2.0 mi.	\$24,151,000
Bash & Masters Improvements	96th Street to 82nd Street	1.5 mi.	\$11,111,000
Howland Ditch Improvements	Clearvista Place to Mall Ring Road	2.0 mi.	\$9,361,000
Nickel Plate Trail (trail and amenities)	96th Street to I-465	2.4 mi.	\$4,288,000
<i>Nickel Plate Trail (82nd Street pedestrian bridge only)</i>	Nickel Plate, bridging 82nd Street	Lump Sum	\$3,750,000
<i>Nickel Plate Trail (Trailside lighting only)</i>	96th Street to I-465	Lump Sum	\$1,740,000
<i>Nickel Plate Trail (82nd Street HAWK signal)</i>	Nickel Plate, crossing 82nd Street	Lump Sum	\$140,000
INFRASTRUCTURE - FUTURE			
82nd Street (West of Allisonville) Improvements	I-465 to White River	1.9 mi.	Not Priced
86th Street	Clearvista Place to Allisonville Road	1.9 mi.	\$16,957,000
<i>86th Street (I-69 2-lane bridge only)</i>	86th Street, bridging I-69	Lump Sum	\$16,000,000
Allisonville Road	96th Street to 82nd Street (one block south)	1.75 mi.	Not Priced
Shadeland Avenue	82nd Street to 75th Street	1.0 mi.	\$7,864,000
EXPENSES			\$93,482,000

CATALYTIC VILLAGE ASSESSED VALUE ASSUMPTIONS

DEVELOPMENT TYPE	UNITS	CASTLETON SQUARE	HOWLAND DITCH	NICKEL PLATE	TOTAL
Land area	Acres	52	18	29	98
Retail development	Square Feet	256K	5K	75K	336K
Office development	Square Feet	303K	0	145K	458K
Multi-family development	Residential Units	666	468	614	1,747
Hotel development	Hotel Rooms	0	327	295	623
Parking area	Acres	23	5	5	34
GROSS ASSESSED VALUE	DOLLARS	\$169M	\$96M	\$150M	\$415M

DEVELOPMENT STRATEGY

New value capture mechanisms were evaluated by pairing proposed infrastructure and development projects and associated costs with demand numbers over the next ten years. This resulted in a prediction of future gross assessed value if redevelopment occurs in each of these catalytic village sites.

Illustrative land use scenarios were constructed for each of the redevelopment areas, with consideration for infrastructure redesign, desired densities and uses, and

the regional market environment. These development assumptions were then translated into estimates of taxable assessed value (gross assessed value) through an analysis of comparable properties within Marion County.

These development assumptions do not constitute the new, additional supply of retail and office inventory. Instead, the assumption is that obsolete and outdated inventory will be removed from the market and redeveloped into a more competitive product. The development scenarios envision a net reduction of retail

space in the area as the market reacts to changing dynamics. The strategy is replacing aging and underperforming retail with a smaller amount of high-quality retail that will better match today's needs and demand.

See the table below for the assumptions regarding the three catalytic village areas:

Source: Policy Analytics

TIF STRATEGIES

DEVELOPMENT VILLAGES



Development Potential - Castleton Square



Development Potential - Howland Greenway

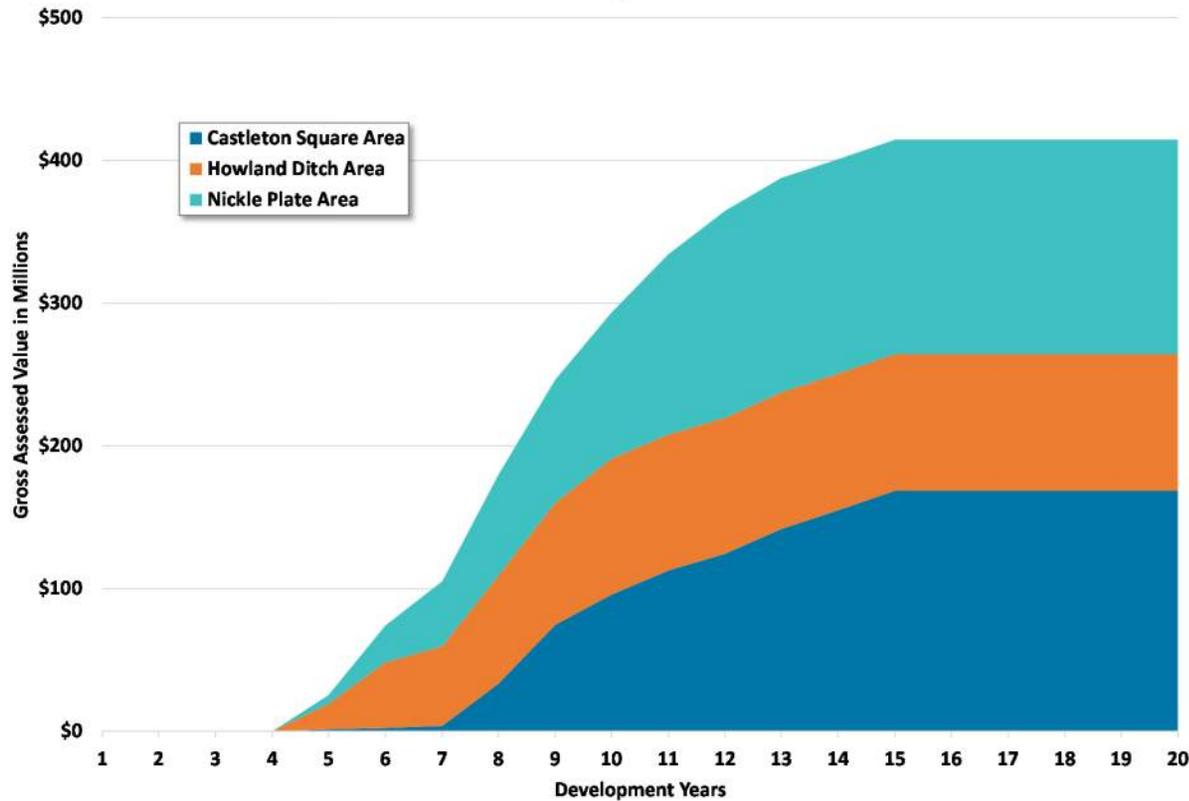


Development Potential - Nickel Plate Trail District

TIF STRATEGIES

DEVELOPMENT TIMELINE

ILLUSTRATIVE DEVELOPMENT TIMELINE - GROSS ASSESSED VALUE



Development Timeline

The revenue potential of value capture mechanisms (TIF districts) is very sensitive to the pace of development. The investment envisioned in the development scenarios will not happen immediately but occur incrementally. Capital investments in critical infrastructure may trigger private investment and bring more dollars into existing or future TIF districts. Because revenue generation is contingent on capital investment, the speed at which the development occurs will affect the amount of funding resources available in the future.

To evaluate the revenue-generating capacity of the Castleton area as it redevelops, an illustrative development timeline was projected. While informed by market research, this illustrative timeline is not a forecast of market activity but serves as a framework to evaluate revenue potential. This development scenario assumes an initial infrastructure investment period of four years. This period provides a window within which the city will be able to revitalize the public infrastructure that provides the foundation for the private sector sources to invest in the geography. After this four-year window, the scenario assumes that private investment will occur within the study area for the next ten years. The results of the assumptions contained in this development timeline are illustrated in the chart adjacent.

Source: Policy Analytics

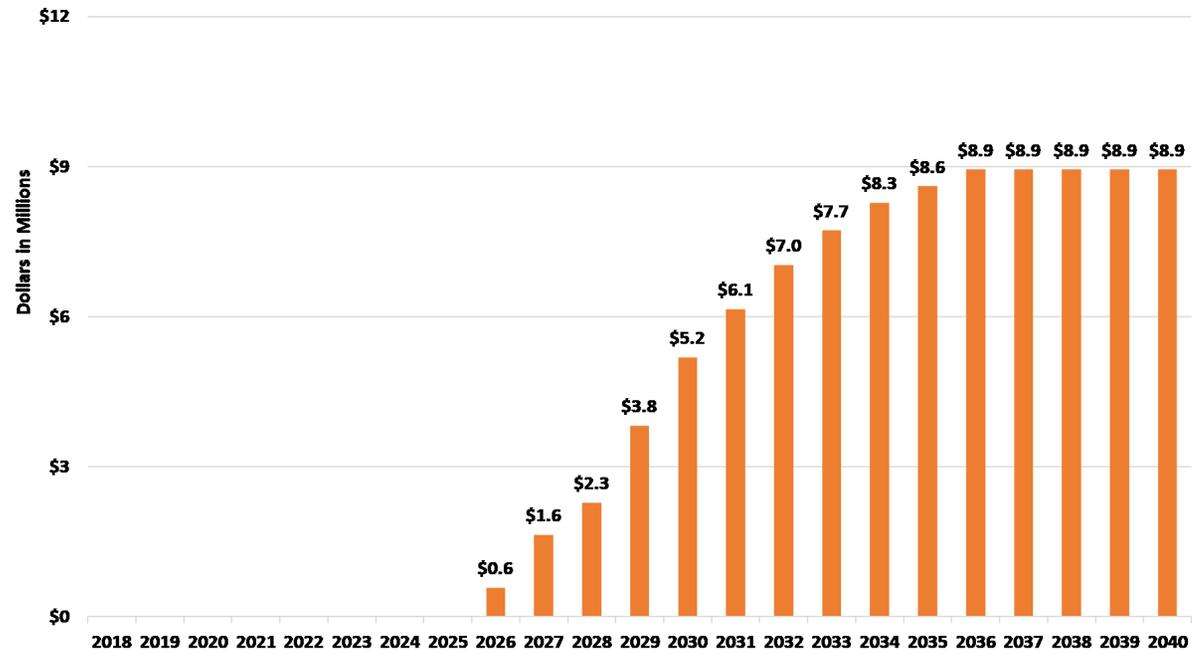
TIF STRATEGIES

TIF REVENUE PROJECTIONS

Revenue Projection

For the 2020 tax year, the 96th Street TIF District could potentially capture up to \$550 million in assessed value. The potential increment assessed value has increased at an average rate of 3% annually since 2012. Given this level of incremental assessed value, the TIF has a total revenue potential of \$12 million annually until its expiration in 2027. However, based on the city's policy of retaining only 18% of the increment assessed value, the 96th Street TIF District will provide approximately \$2.1 million in incremental revenue annually.

96TH STREET TIF DISTRICT - ALLOCATION AREA VALUE CAPTURE

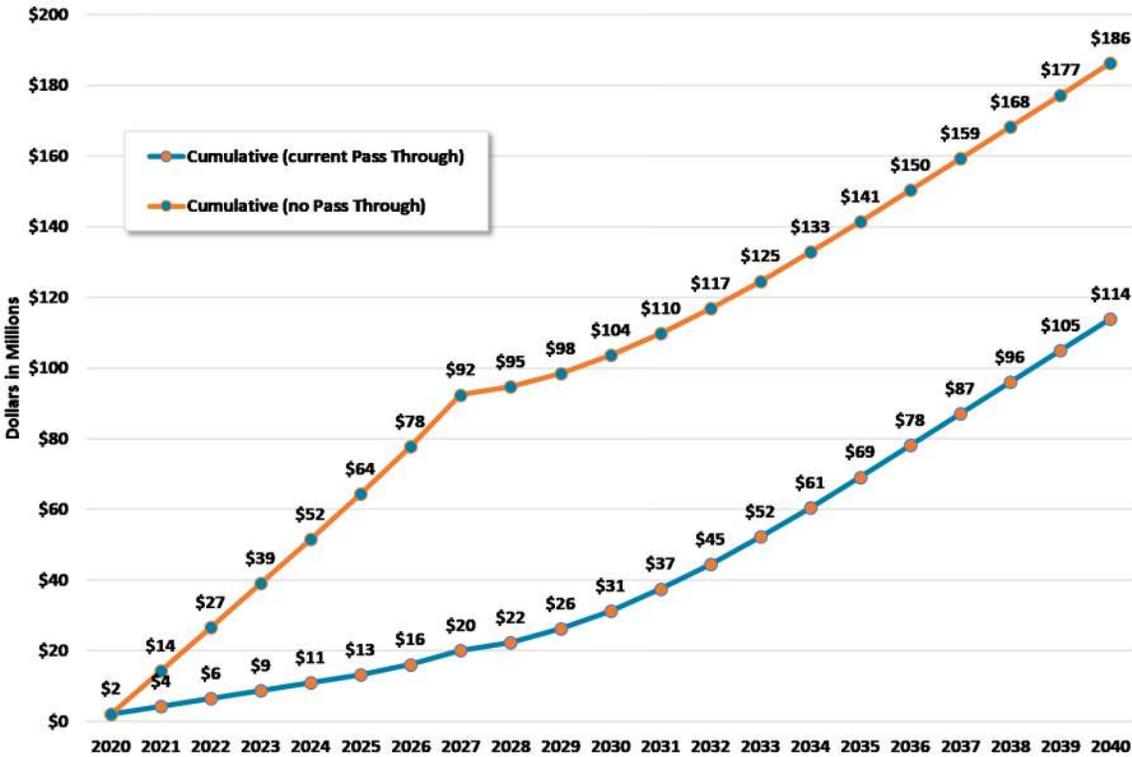


Source: Policy Analytics

TIF STRATEGIES

TIF REVENUE PROJECTIONS

96TH STREET TIF DISTRICT - CUMULATIVE PROJECT INCREMENT REVENUE



Revenue Projection (continued)

Combining the near-term revenues of the existing 96th Street TIF District with the longer-term potential incremental revenue produces \$114 million cumulatively by 2040. If the current increment pass-through of the 96th Street TIF District is discontinued, therefore maximizing revenues, cumulative estimated proceeds total \$186 million by 2040.

Source: Policy Analytics



VALUE CAPTURE STRATEGIES

STRATEGIES

VALUE CAPTURE OPTIONS

Following catalytic infrastructure investment, future development can bring more dollars into existing and future TIF districts. If development is realized, TIF dollars can be leveraged to fund future infrastructure investments proposed in the Castleton area. A well-planned strategy is key to successful implementation. Several value capture options explained below are available to generate revenue for infrastructure investment.

Expand the 96th Street TIF District

Scheduled to expire in 2027, the existing 96th Street TIF District could expand to capture assessed value growth in adjacent areas. The expansion of the 96th Street TIF District will not extend the expiration date for the property currently within the TIF. All increment currently assessed within the TIF district will return to the base upon the expiration date. However, the life of a newly expanded area would extend beyond 2027. The allocation provisions for the expansion area would expire 25 years after the debt is first issued.

An advantage of expanding the current allocation area is that resources generated from the current 96th Street TIF District could be spent in the expanded areas. This would allow the near-term revenues from the existing TIF to support infrastructure investments in areas that are not currently geographically associated with the allocation area.

New Allocation Areas

A second option for implementation is the creation of new TIF districts. These could either be targeted, single-site allocation areas or have broader boundaries that cover several parcels. This option might be used to better align the timing of potential development with the statutory lifetime of the allocation area.

Under current Indiana State Statute, an allocation area expires 25 years after debt supported by its revenues is first paid off. If it takes ten years for a parcel included in a TIF district to develop, then only 15 years of value capture will be available to support infrastructure bonds. By using multiple, smaller allocation areas, the city can enact TIF districts as development is about to come online, therefore maximizing the potential for increment revenue capture.

Flood Control Improvement District

A Flood Control Improvement District is a relatively new implementation strategy available to Marion County. This tool is intended to finance infrastructure improvements to mitigate flood risk and unlock the potential for new capital investment. A Flood Control Improvement District works like a TIF district, but can only include parcels that are within a designated flood zone. The resulting revenues can only be spent on the construction of flood control works and the maintenance of those

works. One advantage of a Flood Control Improvement District for qualified purposes is that it has a 75-year duration.

A portion of Castleton study area is within a floodway and 100-year floodplain. The city could investigate the use of a Flood Control Improvement District as a way to finance the Howland Ditch improvements necessary to remove the flood zone designation and successfully complete a Letter of Map Revision through the Federal Emergency Management Agency.

SHORT TERM IMPLEMENTATION

ORGANIZATIONAL STRATEGY

ORGANIZATIONAL STRATEGY

The following strategies are designed to help build capacity for implementation within the Castleton area. Through this process, the project Stakeholder Committee and the Castleton community have demonstrated a willingness to organize to build capacity in support of the implementation of this plan. The following steps could be undertaken in the short-term to help build capacity and ensure momentum continues well after the adoption of this plan.

Expand Development Non-profit Capacity

Throughout this process, engagement with community organizations was positive; area non-profits are organized and have positive momentum from the business community behind it.

A non-profit community organization could be expanded along with other partners such as anchor employers to act as an umbrella organization for attracting/retaining businesses and helping to influence redevelopment. This plan and the vision and projects explained within can serve as a guidance tool for this organization. This entity could also support neighborhoods with the formation of a land use committee and infrastructure committee to advocate for projects the community wants to see move forward. Community organizations can also support the development

community by leveraging available state and federal development incentives. Often strong organizations serve as a coalition builder, a champion for high-quality projects and a check on those with concerns. Lastly, an active community organization brings a consistent voice to important conversations and can be proactive about development rather than reactive.

Establish a Castleton Merchants Association

Various stakeholders indicated that it was challenging to gather local business owners/managers to discuss issues and opportunities in the Castleton area. A group such as a merchants association can advocate on pro-local business issues and offer support through programming, special events, promotional assistance, and grant opportunities.

Merchants associations strengthen the local economy and encourage closer relationships between businesses, residents, and visitors. Merchants associations also provide resiliency for the community.

Groups such as elected officials, chambers of commerce, community organizations, schools, and career centers could be partners along with small and anchor employers.

Engage Employment Anchors To Participate in Community Development

Castleton community organizations already have an active business roundtable that meets several times a year to discuss the state of business and development. Continued engagement in a regular roundtable will help unify employment anchors behind ideas and redevelopment envisioned within this plan.

The business roundtable, along with community organizations and a merchants association, can serve as a unified group to support the implementation of this plan.

Once anchor employers get behind a vision, they can advocate for the success of Castleton and the opportunities identified in this plan. This may also lead to financial commitments for redevelopment, beautification/maintenance, and partnerships.

Develop a Branding Scheme to Improve Castleton's Image

Together, the city, community organizations, a merchants association, and anchor employers can move the needle on projects and collaborate on a branding scheme for Castleton. This branding initiative will show progress is being made, define the vision for the place, showcase future signature infrastructure projects, and celebrate redevelopment potential.



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