

City of Gary, Indiana

COMPREHENSIVE PLAN

State of the City Report- DRAFT

This report describes constraints and opportunities affecting land use and development in the City of Gary.

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Planning Mission

To facilitate the planning process and assist in crafting citywide improvement and development strategies, the City engaged a multi-disciplinary professional team that included the following firms:

BauerLatoza Studio (Architects, Landscape Architects, and Urban Designers;
Team Leader)

The Lakota Group (Planners and Urban Designers)

S.B. Friedman & Company (Market Analysts)

RQAW (Transportation Planners and Engineers)

Huff & Huff (Environmental Planners and Engineers)

Blalock & Brown (Public Relations Specialists)

The Gary comprehensive planning process represents an important opportunity for the City to:

Establish a short- and long-range development framework;

Create development concepts for key sub-areas;

Attract land-uses and development more compatible with community goals and needs, infrastructure, environmental conditions, and character;

Improve the City's land-use, physical conditions, and quality of life;

Integrate neighborhood plans into a larger community-wide vision;

Preserve and enhance the community's historic character and structures;

Maintain an efficient transportation system.

Plan Organization

A comprehensive land-use plan must reflect the local conditions, concerns, and goals of a community. Elements that need to be addressed include:

Land Use

Transportation

Community Facilities

Housing

Economic Development

Planning Issues

Development Opportunities

Existing Plans/Studies

Phase 1 also involved a review of existing plans and studies that address planning and development in the City. These are summarized in the Appendix.

State of the City Analysis

The first phase of the process concluded with the assessment of the community's transportation system, natural resources, land-use and physical setting, and real estate market, which is summarized in the report.

Land-use strategies and development concepts will be prepared in Phase 2 of the process. Community workshops in the next phases of the process will allow leaders, business and property owners, and residents to shape a vision for Gary's future.

Section 2: The Community

Community Context

Gary is located in northwestern Indiana. The City, which is approximately 50 square miles, is bordered by Lake Michigan to the north, East Chicago and Hammond to the west, Highland and Griffith to the southwest, Merrillville to the south, Hobart and Lake Station to the southeast, and Portage to the east. It is approximately 25 miles southeast of downtown Chicago, and 150 miles northwest of Indianapolis. (See Figures 2.1 and 2.2)

Governance Structure

Gary has a mayor-council form of local government. The City Common Council is comprised of nine councilmen, six of whom represent geographic districts and three of whom are at-large. See Figure 2.3 for the location of the City's districts.

The City is comprised of the following departments and offices:

Animal Control
Building
Code Enforcement
Citizens Service Desk
City Clerk (Civil/Criminal)
City Court
Community Development
Demolition
Economic Development
Environmental Affairs
Finance
Fire
Gary/Chicago Airport
General Services
Genesis Convention Center
Health/Human Services
Human Relations

Human Resources

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Community History

According to “City of the Century: A History of Gary, Indiana,” the area that present-day Gary encompasses was once originally comprised of a system of dunes and wetlands extending south from the lakeshore. The area was originally inhabited by members of the Potawatomi tribe.

Initially, the natural features of the area inhibited development. Early efforts to establish towns on or near the present site of Downtown Gary generally failed.

The extension of rail through the region in the 1850s and 1860s allowed the first permanent urban developments within Gary. The Town of Miller was founded in 1851 on the Michigan Southern Railroad. The Town of Tolleston was founded in 1857 on the Michigan Central

SECTION 2: THE COMMUNITY



Table 2.2: Gary Household Statistics

Number of Households	Average Household Size
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Table 2.3: Households by Age of Householder [1]

Age of Householder	2000	2007 (estimated)	2012 (projected)	Change 2000-2007	Change 2007-2012
15 - 24	2,118	1,919	1,947	-199	28
25 - 34	5,332	5,867	5,538	535	-329
35 - 44	7,666	5,448	5,462	-2,218	14
45 - 54	7,981	8,551			

Table 2.6: Employment by Sector by Place of Residence

Area	2007 Employment (estimated)	Percent of Labor Force (estimated)	Percent of Employed (estimated)
Gary			
Healthcare/Social Assistance	6,181	15%	18%
Manufacturing	5,025	12%	15%
Retail Trade	3,041	7%	9%
Educational Services	3,161	7%	9%
Entertainment/Recreation Services	1,638	4%	5%

Educational Attainment

In today's economy, technology is assuming a larger role in all industrial sectors and therefore higher education and specialized skills are becoming increasingly important. As shown in Table 2.8, approximately 73% of Gary residents 25 years and older had graduated from high school in 2000 (as compared to 80% nationwide), and only 14% of residents in this age group had attained a bachelor's degree or higher (as opposed to nearly 25% of residents 25 years and older nationwide). This indicates that a greater emphasis on higher education will be especially important to enhance the competitiveness of Gary's labor force.

Table 2.8: Gary Educational Attainment (2000)

Population Age 25 and above	Number (Gary)	Percent (Gary)	Percent (Indiana)	Percent (U.S.)
With High School Degree or higher	44,925	72.7%	85.3%	80.4%
With Bachelors Degree or higher	6,254	13.9%	21.3%	24.4%
Total	61,790			

Source: ESRI Business Analyst, U.S. Census 2000

Income Trends

As indicated in Table 2.9, the 2007 median household income in Northwest Indiana's three industrial cities is significantly less than the larger county and metro regions. Several factors are likely to have contributed to this situation, including substantial decreases in the overall number of higher wage manufacturing jobs in the region, the work-readiness of residents and their ability to compete for jobs that become available, and the migration of affluent residents to the suburbs. Gary's median household income in 2007 was \$33,810, which is significantly lower than the rest of the region. As per the income estimates presented in Table 2.10, nearly two out of three households (65%) in Gary earn less than \$50,000 in annual income. In most of the region, including Gary, the median household income, adjusted for inflation, is expected to grow in the next five years. However, this income growth is expected to be slower in Gary compared to the larger region.

Table 2.9: Regional Income Trends

Area	2000 Median HH Income [1]	2007 Median HH Income
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Gary's neighborhoods are almost entirely comprised of single-family homes, although pockets of row homes, two-flats, duplexes, and multi-family buildings are found in many neighborhoods. Some of the older, more central neighborhoods have developed a mixture of single-family, two-family, and multi-family buildings, as well as scattered mixed-use structures with apartments over retail.

The development of low-income, affordable housing by the Gary Housing Authority has resulted in complexes of multi-family apartments throughout the City. Such complexes include:

Ivanhoe Gardens: closed, Westside neighborhood

Duneland Village: This new mixed-income development, funded by a federal Hope VI, includes 131 units a few blocks west of Miller's Lake Street business district. It includes detached and attached housing, a community center, and new scattered site construction in nearby neighborhoods.

Horace Mann: This new mixed-income project, also funded by Hope VI, includes 80 new units and is located Downtown, one block west of Broadway between Fifth and Seventh Avenues.

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Mixed-Use

Mixed-use buildings are typically found along Gary's older commercial corridors and neighborhoods. Along commercial corridors, they usually have commercial or service uses on the ground floor and apartments on upper stories. Mixed-use buildings in neighborhoods also tend to have retail or services uses on the ground floor and apartments on upper stories, although many have been converted completely to residential use.

Office

Most office uses generally consist of either small medical or professional offices located along

Vacant

Gary/Chicago International Airport: The City plans to expand the airport to handle additional passenger and freight traffic, which would provide an economic boost to the City and the region. Additional business park development may have potential near the airport to take advantage of its access to other cities/markets.

Casinos/Harbor Development: Gary has two Majestic Star casino boats in Buffington Harbor, in the northwest corner of the City. The casinos attract numerous visitors to the City and provide an additional source of revenue. The City has plans to develop additional housing, retail, and open space around the casinos.

Downtown Entertainment District: With the Genesis Convention Center, which hosts the Gary Steelhead minor league basketball team and other meetings and events, and the Steel Yard baseball stadium, which hosts the Railcats minor league baseball team, Downtown has an entertainment district that attracts visitors and activity to the area.

Higher Education: Ivy Tech College and Indiana University Northwest anchor the

Residential

One-Family Dwelling Districts (R1 and R1a): The least dense of Gary's residential districts, the R1 and R1a districts comprise large portions of the Miller neighborhood. There are also smaller districts in the University Park, Brunswick, and Black Oak neighborhoods. Permitted uses in the R1 and R1a districts include one-family detached dwellings, schools, nurseries and truck gardens, accessory uses, home occupations, signs, and temporary buildings for construction purposes. Additional uses are permitted in transitional areas adjacent to business or manufacturing districts or railroad right-of-ways.

The maximum floor-area ratio (F.A.R.) is 0.5 and the maximum lot coverage is 35%. The minimum lot area is 7,000 square feet (6.2 units per acre) and minimum lot width is 60 feet. Exceptions exist for special circumstances.

One-Family Dwelling District (R2): The R2 district is the most extensive residential district and comprises major portions of the Aetna, Black Oak, Brunswick, Miller, Tolleston, University Park, and Westside neighborhoods. Less extensive R2 districts are also found in Ambridge-Mann, Central, Downtown West, and Pulaski. Uses permitted in the R2 district include any use permitted in the R1 and R1a districts.

The maximum F.A.R. is 0.5 and the maximum lot coverage is 35%. The minimum lot area is 6,000 square feet (7.2 units per acre). The minimum lot width is 50 feet. Exceptions exist for special circumstances.

One-Family Dwelling District (R3): Most R3 districts are located within neighborhoods near Downtown Gary, particularly in the Ambridge-Mann, Tolleston, Pulaski, Aetna, and Emerson neighborhoods. There are also extensive R3 districts in the northern half of University Park. Uses permitted in the R3 district include any use permitted in the R1 and R1a districts.

The maximum F.A.R. is 0.5 and the maximum lot coverage is 35%. The minimum lot area is 4,800 square feet (9.1 units per acre). The minimum lot width is 40 feet. Exceptions exist for special circumstances.

Two-Family Dwelling District (R4): R4 districts tend to be concentrated near Downtown Gary, particularly in the Central and Pulaski neighborhoods. Other small R4 districts are scattered throughout the City. Uses permitted in the R2 district include any use permitted in the R1 and R1a districts, as well as two-family detached dwellings.

The maximum F.A.R. is 0.7 and the maximum lot coverage is 35%. The minimum lot area per dwelling is 5,500 square feet (7.9 units per acre). The minimum lot width is 50 feet. Exceptions exist for special circumstances.

Single-Family/Two-Family Residential Zoning Analysis

Issues affecting low-density residential districts include:

The zoning ordinance is complicated by the large number of exceptions that exist for each residential district. Sections that define maximum lot size and setbacks are particularly complex.

Truck gardens and nurseries may not be appropriate use in single- and two-family areas.

The parking space requirements (one space per dwelling) are lower than typical standards. Two spaces per building may be more appropriate to provide enough off-street parking for one or two units without overloading curb-side spaces.

The ability to build by-right other uses, including multi-family, rowhomes, and professional offices, in adjacent “transitional areas” adds additional complexity to the ordinance and limits its ability to control development. It also allows additional density adjacent to manufacturing districts, which could put more Gary residents in areas with land-use conflicts.

The F.A.R. and lot coverage are confusing and sometimes conflicting.

Building height regulations are needed for residential areas, especially if F.A.R. requirements are eliminated.

Although the placement of most single- and two-family residential is appropriate, there are a number of locations that may be more appropriate for other uses, such as along expressways, near manufacturing districts, or in areas with potential for flooding.

Overall, the minimum lot sizes appear to be appropriate for single-family and two-family residential neighborhoods in a developed, urban community.

Multiple-Family Dwelling (R5): Although there are large R5 districts throughout the City, notable concentrations are found in the Ambridge-Mann, Central, Downtown West, and Miller neighborhoods. Other districts elsewhere in the City often correspond to existing public housing or apartment complexes. Uses permitted in the R5 district include any use permitted in the R4 district, two-family detached dwellings, multiple-family dwellings, one-family row dwellings, lodging house, ground-floor medical and dental offices, private clubs or lodges, schools, government-operated health centers, convents and monasteries, and fraternity and sorority houses.

The maximum F.A.R. is 1.0 and the maximum building coverage is 40%. For residential buildings, the minimum lot area is 6,000 square feet, including 1,200 square feet per dwelling unit, 800 square feet per efficiency unit, and 600 square feet per lodging unit. This equates to approximately 36 dwelling units per acre. For non-residential buildings, the minimum lot area is 10,000 square feet. Exceptions exist for special circumstances.

Multiple-Family Dwelling (R6):

The F.A.R. and lot coverage are confusing and sometimes conflicting.

Building height regulations are needed for residential areas, especially if F.A.R. requirements are eliminated.

Commercial

Limited Retail District (B1): This district provides small-scale retail and service uses adjacent to residential neighborhoods. Large B1 districts are found along sections of 5th, 11th, 15th, 21st, and 25th Avenues, Broadway, Grant, Virginia, and Lake Streets, and US 20.

Types of uses found in B1 districts include retail and service uses, business and professional offices, clubs and lodges, cultural and community institutions, upper-story residential uses, wholesale establishments, and accessory uses.

The B1 district allows for a maximum of 12,500 gross square feet. The F.A.R. ranges from 1.5 to 2.4.

General Retail District (B2): This district provides a wider range of retail and service uses and a higher-intensity of use than the Limited Retail District. Large B2 districts are found along the northern part of Broadway, sections of Ridge Road and Lake Street, and at the intersections of Clark Road/15th Avenue US 20/Grand Boulevard.

In addition to the uses allowed in the B1 district, the B2 allowed include additional retail and service uses including restaurants that serve liquor, private schools, physical culture and health services, laboratories, and motels.

The F.A.R. ranges from 2.4 to 5.0.

In addition to the uses allowed in the B3 district, the B4 allowed uses include newspaper printing and production and the limited production and repair of clothing, jewelry, watches, dentures, and optical lenses.

The F.A.R. ranges from 2.4 to 3.2 to 5.0.

Wholesale and Motor Vehicle District (B5): This district provides the widest range of retail and service uses, including auto-oriented uses. There are large B5 districts along US 2t(e wid)7(n)-5(pIC

Industrial Zoning Analysis

Issues affecting industrial districts include:

- There are several M1 districts located adjacent to or abutting residential districts. Although buffering standards are in place, the code does not consider traffic noise or congestion on residential streets. Some sites have failed to buffer or screen between industrial and residential uses.
- Despite being a low-intensity manufacturing district, an M1 district allows a number of uses that may not be appropriate near residential or commercial districts. Uses such as food processing, drug production, insecticide production, and leather production may not be appropriate for small M1 districts in the Downtown West, Ambridge-Mann, Emerson, and University Park neighborhoods.
- Although most M3 districts are buffered from residential and commercial uses by lower intensity manufacturing districts, there is a small M3 district in the Brunswick neighborhood which could pose negative effects on nearby residential and commercial districts.
- M1 districts permit a wide variety of retail and commercial uses which may not be appropriate or desirable for industrial locations.
- The performance standards for noise and noxious emissions are difficult to assess prior to development. Other performance standards are difficult to enforce after development.

Other

Floodplain District (F1): The purpose of this district is to guide development in flood hazard areas. The F1 district is located along the Little Calumet River primarily in the Black Oak and University Park neighborhoods.

(SID): The SID district is located south of 5th Avenue in the Ambridge-Mann and Downtown West neighborhoods. Although the SID district appears on the zoning map, the district is not mentioned in the ordinance.

Section 3: Parks and Open Space

Open Space & Natural Resources

Open space within and around The City of Gary includes public parks, a bike path system, recreation facilities, wetlands, and beaches. The area's overall open space system provides the City with wildlife habitat and recreation opportunities while improving air quality and providing relief from the urban character of the City.

Gary park maintenance is currently handled by the Streets and Sanitation Department as Parks Department employees have been reassigned to other departments throughout the city and are no longer used to execute regular park maintenance. There is no maintenance plan in practice at this time except that which handles mowing once every two weeks.

Parks

The Gary parks system contains regional, community, neighborhood, and pocket parks and playlots. They vary in size from less than one acre to 160 acres and contain a range of sports and recreation facilities, pedestrian/bicycle trails, picnic facilities, and community centers.

Field observations were conducted throughout the city in the months of May and June. The

The City currently has a total of 553.6 acres. According to NRPA standards, Gary has insufficient park and open space overall. However, there are a large number of parks throughout the city that feature a wide range of activities.

The NRPA has also developed standards to determine the area that each park category services. Each park service area is represented by a circle with a specific radius based on the type, size, and uses of the park. Major community/regional parks serve an area of a 1 to 4 mile radius around the park. Some larger regional parks draw users from up to a half hour away. Community parks have a service area of one mile or should be within biking distance. Neighborhood parks have a half mile radius service area and should be within walking distance for the residents of the surrounding neighborhoods. Pocket parks and playlots both serve the quarter mile area around the park. According to the NRPA standards for park service areas, the majority of the City of Gary is served by a park.

In addition to its parks and open space, the City also has park and recreation facilities that provide amenities such as community centers, high quality baseball and little league fields, and pool facilities.

The following is an inventory of Gary's parks and associated facilities. For the analysis, the NRPA standards have been combined into six categories:

- Major Community/Regional Parks
- Community Parks
- Neighborhood Parks
- Pocket Parks
- Playlots
- Park Facilities

**Major Community/Regional Parks: typically 20 to 35 acres
(1 - 4 miles service area)**

Major community/regional parks are large natural or landscaped areas that provide for both intensive and passive use. These parks are designed to accommodate a large number of people and a variety of uses. They often include playgrounds, trails, swimming pools, basketball courts, gardens, natural areas, pavilions, ample parking, and bathrooms. These parks are important to the City because of the amenities and facilities they horks

boundary of the City in the Miller District, Marquette Park encompasses a large portion of beach as well as large expanses of open park area. It features a number of amenities in addition to its beach space including a boat launch, playground, multi-use trails, and an Aquatorium. The Aquatorium is a historic structure currently under renovation. For a more detailed discussion of the Aquatorium, see Section 7. The Pavilion at Marquette Park is also a historic structure built in the early 1920s. The Pavilion was renovated in the 1960s and is now host to many programs and events including weddings and civic functions. Marquette Park is a landmark that draws users from miles away.

Marquette Park is, for the most part in very good condition. The park grounds are well-cared for. There are facilities such as the tennis courts that have not been maintained and are currently not in use.

Brunswick Park (Figure 02) is a 49 acre park located near the West Gary Lighthouse Charter School and the fire station off South Clark Road. Brunswick Park is one of Gary’s parks that is home to a community center. The park has a wide variety of uses including those for baseball fields, basketball and tennis courts, and it also features rare plants for the urban environment such as black oak and blue joint grass. The park serves a large area of Gary’s West Side.

Brunswick Park is currently well maintained. The play equipment is up to date but is not ADA accessible.

MC Bennett Park (29.5 acres), the smallest of Gary’s major community level parks, is located south of 25th Street and east of South Chase Street. The park houses baseball fields, a nature walk, a playground, and another of the City’s community centers.



Figure 01



Figure 02

<u>Major Community/ Regional Park</u>	<u>Size</u>	<u>Location</u>	<u>Facilities</u>
Marquette Park	159.4 A	7500 Oak	Beach Boat launch Playground Pavilion Aquatorium Monument

			Shelter Nature walk Hiking trails Tennis courts
Brunswick Park	49 A	700 Clark	Basketball courts Baseball fields Pavilion Play lot Nature walk Shelter Tennis courts Picnic area
Gleason Park	A	301 W 30 th	Trails 33

Pavilion
Playground
Beach volleyball
Hiking trails
Swimming pool
Biking trails
Tennis courts

**Neighborhood Parks: typically 5 to 10 acres
(one-half mile service area)**

Neighborhood parks are open spaces that accommodate a more limited number of people than community parks and have a smaller range of activities. They often include lawn space, small picnic areas, game courts, parking, and, possibly, athletic fields, if such fields are not located at a nearby community park.

The City of Gary has 11 parks that can be categorized as neighborhood level parks, totaling just under 74 acres. According to NRPA standards, the City should have 149 acres of neighborhood park land.

Most of the neighborhood level parks are located near Broadway in the downtown area. Like the community level parks, many of the neighborhood parks are unkempt and in need of routine maintenance.

A few of the more notable neighborhood parks are discussed below.

Borman Park (Figure 05) is located within the downtown area four blocks west of Broadway between 7th and 8th Avenues. It is a well maintained park within the City featuring a diverse topography with large rolling hills and flatter areas of open lawn. The park has paved walking paths, basketball and tennis courts, a pavilion, playground, and pool. Mature trees are scattered throughout the park providing shade.

Fisher Park (Figure 06) is located at the far south end of Gary. It is a 6.5 acre park that is surrounded by an ornamental fence and brick columns. The park consists almost entirely of open lawn space and does not present many recreational uses for the

Edison Park 10.74 A 200 Burr Playground

Fisher Park 6.56 A 4300 Filmore Playground

Gateway Park

Pocket Parks: typically 1 to 3 acres
(one-quarter mile service area)

Pocket parks are small areas intended for younger children and usually include play equipment, swings, slides, sandboxes, courts, and benches. These spaces are needed in all parts of the City to provide recreation opportunities for residents.

The City has approximately 29 acres of park land that can be classified as pocket parks. There are no NRPA standards regarding number of acres of pocket parks required for a city. To determine whether a city has a sufficient amount of pocket parks is based on the location of the park and the related service area. Gary has sufficient parkland dedicated to this classification. Playgrounds and recreation fields associated with schools can fall into this category and can boost a community's livability when considered into the overall open space equation.

Gary's pocket parks are dispersed throughout the City fairly evenly and have diverse uses, serving the City well.

A few of the more notable pockets parks are discussed below.

Carolina Park (Figure 10) (1.98 acres), located at Carolina Street between 13th and 14th Avenue, is comprised mostly of open lawn area. The lawn is unkempt and in need of maintenance. There is older play equipment in the pa

SECTION 3: PARKS & OPEN SPACE



Trails & Greenways

In 2003 the City of Gary was awarded a grant to develop the Gary Green Links Master Plan. The plan laid out a natural resource corridor that will connect a 30 mile multi-use trail system with the Lake Michigan shoreline, the Grand Calumet River, and the Little Calumet River. The Green Links Plan was finalized in 2005 and developed with the hopes of connecting communities and creating opportunities for interaction, for encouraging physical fitness and healthy lifestyles, for protecting and restoring the environment, for strengthening the local economy, and for preserving historic areas and cultural identity.

Indiana Dunes National Lakeshore

Gary's dune land is a part of a larger network of dunes, beaches, park land, and wetlands that extends over 15,000 acres. The Indiana Dunes National Lakeshore exhibits a high diversity of native plants, including white and black oak savannas, sedge meadows, tall grass prairies, swamps, marshes, bogs, and fens in addition to its beaches and dunes. The Dunes offer swimming, sunbathing, hiking, and picnicking opportunities for visitors. Access to the beach

Roadway Network

Roadway classifications and traffic counts within the City of Gary are shown in Figures 4.1 through 4.3.

Table 4.1: Functional Classification of Roadways

Principal Arterial Roadways in Gary

Freeways – I-90 (Indiana Toll Road) and I-65

I-90 (Indiana Toll Road) runs east-west across northern Gary and has four interchanges within the City:

Exit 10 with Gary Road near the Gary/Chicago International Airport

Exit 13 with Buchanan Street

Exit 15 with Broadway

Exit 17 with U.S. 12/20, I-65 and 15th Avenue

Exits 13 and 17 have toll plazas. The Indiana Toll Road is currently leased to Statewide Mobility Partners by the State of Indiana from 2006 to 2056. Statewide Mobility Partners is a company jointly owned by investors in Australia and Spain.

Just to the east of Gary, Exit 21 consists of an intricate interchange between the Indiana Toll Road, I-80/I-94/U.S. 6 (Borman Expressway), and S.R. 51. Within this interchange area, I-80 changes routes to the east from the Borman Expressway to the Indiana Toll Road and U.S. 6 follows S.R. 51 to the south.

I-65 runs north-south along the southeast side of Gary and has an interchange with Ridge Road in Hobart (which provides access to Gary), an interchange with the Borman Expressway within Gary city limits on the east side, and then a complicated interchange with the Indiana Toll Road and U.S. 12/20. I-65 terminates at this interchange.

Expressways – S.R. 912 (Cline Avenue) and I-80/I-94/U.S. 6 (Borman Expressway)

S.R. 912 (Cline Avenue) runs north-south along the west side of Gary and has interchanges with the Borman Expressway, 15th Avenue, U.S. 12/20, Gary Road, and Industrial Highway (formally U.S. 12). It has partial interchanges with frontage roads, providing access to S.R. 312 (Chicago Avenue) and Buffington Harbor Drive.

I-80/I-94/U.S. 6 (Borman Expressway) is classified as an expressway but was constructed to INDOT freeway design criteria. It is a major east-west thoroughfare and provides access to Gary at five interchanges within the city limits:

Exit 5 with S.R. 912 (Cline Avenue)

Exit 6 with Burr Street

Exit 9 with Grant Street

Exit 10 with S.R. 53 (Broadway)

Exits 11 and 12 with I-65

Other Principal Arterials – U.S. 12, U.S. 20, S.R. 53 (Broadway), Ridge Road, Grant Street, Lake Street & Clay Street

U.S. 12 provides east-west access across northern Gary. It follows U.S. 20 entering Gary on the northwest side, splits from U.S. 20 at Bridge Street, and is one-way westbound through the City to just past the Stadium District at Vermont Street. The one-way section is named U.S. 12 (4th Avenue) and provides three travel lanes with left turn lanes at major intersections. Past the Stadium District near Vermont Street, it merges with U.S. 20 again. One mile past this merge, U.S. 12/U.S. 20 has an interchange involving I-65 and the Indiana Toll Road. Just before Clay Street it again diverges from U.S. 20 and is called U.S. 12 (E. Dunes Highway).

U.S. 20 also provides east-west access across northern Gary. It enters Gary on the northwest side with U.S. 12. At Bridge Street, it becomes a three-lane, one-way eastbound to complement U.S. 12 through the city. It is named U.S. 20 (5th Avenue) and provides left turns at major intersections. It merges with U.S. 12 past the Stadium District at Vermont Street for approximately two miles before splitting from U.S. 12 and is then named U.S. 20 (E. Melton Road).

Currently, U.S. 12 (4th Avenue) and U.S. 20 (5th Avenue) are one-ways in a section of the City. A 2004 proposal for changing the roadways to two-way streets in all areas of Gary, having Gary take over responsibility of the roadways from INDOT, and rerouting the truck traffic to the Indiana Toll Road was submitted to INDOT but the matter was never resolved. Changing the

Industrial Highway (formally U.S. 12) is a diagonal roadway in northwest Gary. It provides access to East Chicago and to U.S. 12 (4th Avenue) in Gary and is owned and maintained by

Bus Service

The Gary Public Transportation Corporation (GPTC), located at 100 West 4th Avenue and 2101 West 35th Avenue, provides bus service within Gary and to parts of Crown Point, East Chicago, Hammond, Hobart, and Merrillville. There are ten local routes, three express routes which provide travel to other communities, and one shuttle route (for the Woodlake Village apartments on 5th Avenue). These routes are shown in Figure 4.2 and listed below:

Local Routes:

Route 1; Tiberian Trails

Route 2; 45th St @

G(Rorshalltsh)/osstsh

The bus routes provide adequate service for the City with the exception of the neighborhoods south of the Borman Expressway.

Possible future plans for the trolley service is to expand to the Miller Area to complement a Navy Pier-like development.

GPTC is working with the NIRPC Regional Bus Authority to develop plans to provide seamless transit throughout northwest Indiana. Currently the surrounding communities do not have coordinated bus schedules and riders can experience long wait times at some bus stops.

Opportunities & Constraints

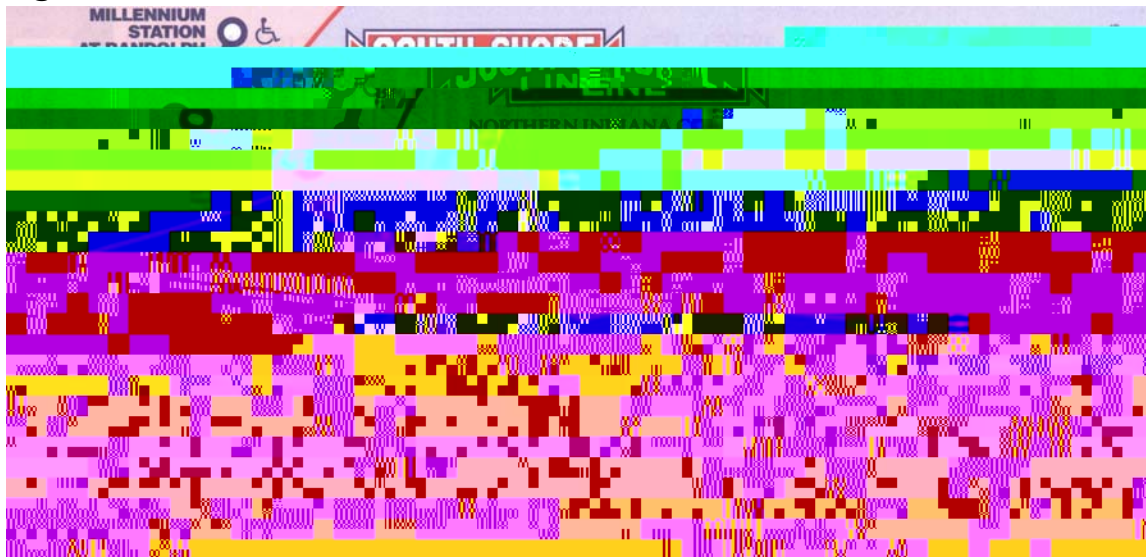
GPTC is working with the NIRPC to develop plans to provide seamless transit throughout northwest Indiana. As lakefront amenities increase there is potential to add trolley service.

Rail Service

Passenger

The Northern Indiana Commuter Transportation District (NICTD) owns and operates the South Shore Line which provides passenger rail service between Chicago and South Bend, Indiana. See Figure 4.3 for a map of the route and stations. Gary residents can board the train at three locations within the City: a flag stop station located 1 mile from the Gary/Chicago International Airport on Clark Road near 2nd Avenue, a station at the Gary Metro Center serving Downtown Gary, and a station on Lake Street serving the Miller area. NICTD ridership has recently increased 3% per month and has in excess of 4 million riders/year. See Table 4.2 for 2006 average weekday ridership distribution.

Figure 4.3: NICTD South Shore Line



Source: NICTD

Table 4.2: NICTD 2006 Average Weekday Ridership Distribution

Station	Inbound	Outbound	Total	%age
South Bend	172	163	335	2.4%
Hudson Lake	5	9	14	0.1%
Carroll Ave. MC	181	208	389	2.8%
11 St. MC	122	108	230	1.6%
Beverly Shores	57	36	93	0.7%
Dune Park	482	516	998	7.1%
Portage/Ogden Dunes	216	247	463	3.3%
*Miller	504	459	963	6.9%
*Gary Metro	614	637	1,251	8.9%
*Gary/Chicago Airport	143	151	294	2.1%
East Chicago	1,823	1,785	3,608	25.7%
Hammond	1,261	1,179	2,440	17.4%
Hegewisch	1,429	1,529	2,958	21.1%
TOTAL	7,009	7,027	14,036	100.0%

Source: Gary Public Transportation Corporation

* Station located in Gary, IN

NITCD is constantly evaluating and improving the South Shore Line. Future improvements outlined in the NIRPC Connections 2030 Regional Transportation Plan that would affect the transportation network in Gary include a new signal and control system, an electric power transmission system upgrade, and maintenance projects from the Kensington (115th Street)

route terminating in Detroit, and the CSX Fort Wayne line will be used for the route terminating in Cleveland and Cincinnati.

Figure 4.3: Proposed Midwest Regional Rail System



Source: Indiana Department of Transportation (INDOT)

Freight

Due to the industrial history of northwest Indiana, there are numerous rail lines traversing Gary along with many rail yards located primarily along the Lakeshore. See Figure 4.1 for a map of the railroads in Indiana.

The Norfolk Southern railroad has a trunk line through Gary, along the Lakeshore, that has in excess of 50 trains a day. Norfolk Southern Railway has another trunk line running diagonally down from the northwest through Gary that carries between 31 and 40 trains daily.

CSX Transportation has a railroad trunk line through Gary which carries over 50 trains per day and has several other lines which carry less than 20 trains per day.

Other rail lines existing in Gary are Canadian National (formerly EJ&E), Indiana Harbor Belt, and the Chicago, Ft. Wayne & Eastern Railroad.

The Canadian National and CSX are both elevated north of I-90 (Indiana Toll Road) at Broadway and the NITCD South Shore Line is elevated south of I-90 at Broadway.

In an effort to decrease the numerous at-grade crossings with railroads, the City of Gary street network was developed with many streets dead ending before rail lines. This is especially evident in the Stadium and Downtown Districts.

There are multiple at-grade railroad crossings in Gary. At one time, the Four Cities Consortium (a collaboration between East Chicago, Gary, Hammond, and Whiting) had proposed a plan to alleviate traffic congestion caused by these crossings by rerouting rail lines, but the \$3.5 million federal funding approved for this project in 2004 was revoked because it was not used within the allotted time frame. With the loss of this project, the railroad crossing issues in Gary need to be readdressed. Options for installing overpasses and underpasses or leaving crossings at-grade will need further studies by Gary to determine which provide the best traffic circulation.

Canadian National recently purchased the EJ&E railroad with plans to develop the EJ&E Kirk Yard into an international rail hub. Kirk Yard borders US Steel north of the Indiana Toll Road from west of Mile Post 13 extending to Clark Road. A large increase in rail traffic is expected with this development. This increase in rail traffic will cause increased roadway c5(Ha)dl8 Tc 3(fic wis or)-5(e

East of the U.S. Steel land is Indiana Dunes National Lakeshore (owned by the U.S. National Park Service), Marquette Park, and Miller Beach.

In addition to increased commercial and residential use and open space along the Lakefront, water transit could be considered to link Gary to other lakeside attractions in Chicago, cities surrounding Gary, and in Michigan.

Air Transit

The Gary/Chicago International Airport is located in northwest Gary at 6001 West Industrial Highway and is often referred to as Chicago's 3rd airport after Midway and O'Hare International. The airport is easily accessible by northern Indiana residents and visitors. Most traffic uses state routes to access the airport. Although there are no passenger flights currently operating out of the airport, there are expectations of one starting operation in the near future.

There is a planned, federally funded \$59 million improvement project approved for the Gary-Chicago airport which includes a passenger terminal expansion and major runway extension to the northwest. The CN/EJ&E railroad will be relocated to the west to accommodate the runway expansion. There is no expected increase of traffic on local roads due to this project but there will be an opportunity for economic development in the area surrounding the airport to support the increase in businesses operating out of the airport as a result of the expansion project.

The Indiana National Guard is constructing a new armory at the airport and will base their Chicago area air operations there.

Section 5: Infrastructure

Wastewater Treatment

White River Environmental Partnership is a partnership of United Water Services, IWC Resources, and Suez Lyonnaise des Eaux. It entered into a 10 year (1998 through 2008), \$95 million agreement with the Gary Sanitary District to operate and maintain the City's 60 million gallons a day (MGD) wastewater treatment facility and its sewer system. The system serves 120,000 residents of Gary, Hobart, Merrillville, Lake Station, and Calumet Township.

The single stage Class IV wastewater treatment facility is located on the Grand Calumet River on the northwest side of Gary. It has a peak capacity of 180 MGD and is rated for 60 MGD. Wastewater is first treated by a trash rack, four mechanical bar screens, and two grit tanks followed by raw sewage pumps with wet wells, ten primary settling tanks, a scum concentration tank, six aeration tanks, 24 secondary settling tanks followed by dual wet wells, and ten granular media filters with mud wells.

United Water Services reported the existing wastewater treatment facility has more than enough capacity to support growth within Gary and its other customer cities. Improvement plans for the facility include an upgrade to the headworks. There are currently no plans for a new facility.

Water

Indiana American Water operates the water facility serving Gary. It is a conventional coagulation, sedimentation, dual media filtration facility with a rated pumping capacity of 54 MGD.

Indiana American Water reported the existing facility has capacity to support the existing and future development of Gary. The company continually reviews and upgrades the plant as needed to meet water quality, system delivery, and reliability.

Electric

Northern Indiana Public Service Company (NIPSCO) provides electric service to 450,000 customers in northern Indiana. NIPSCO representatives reported the company has sufficient electrical generating capacity to serve Gary's current needs. It also has the ability to purchase electricity on the market and support additional residential, commercial, and industrial development in Gary.

Gas

NIPSCO provides natural gas service to 750,000 customers in northern Indiana. NIPSCO representatives reported the company has sufficient natural gas generating capacity to serve Gary's current needs. It also can support additional residential, commercial, and industrial development.

Other Utilities

Other utilities located within Calumet Township providing service for Gary include:

AT&T (SBC) provides service to 60,000 land line telephone customers in Gary and an unknown number of wireless customers

BP Pipeline

Buckeye Partners, LP

Call Net Enterprises

Citgo Petroleum

Comcast

Crossroads Pipeline (NiSource)

Elantic Telecom (Cavalier Telephone)

Enbridge Energy Partners

Explorer Pipeline

Kentucky Data Link

Marathon Pipeline

MCI (Verizon)

Merrillville Conservancy provides sewer service to only a few customers in Gary

MidCo Remedial Corporation

Prax Air Inc. provides service to U.S. Steel

Quest Communications

RVP Fiber Company (U.S. Signal Corp.)

Sprint and Nextel

Wolverine Pipeline does not provide any service to Gary but does pass through the City

Section 6: Historic & Vacant Properties

The City of Gary offers a wealth of historic and culturally significant properties, especially near Downtown. There are currently three designated historic districts and nine individual properties that are listed on the National Register of Historic Places, the Nation's official list of historically significant structures.

The condition of existing buildings in Gary varies greatly. Some historic buildings are vacant or have been seriously altered from their original state, weakening the buildings' historic integrity. In addition to the historic properties in Gary, there are also a number of vacant non-historic buildings throughout the City that are typically in poor condition. A non-historic building is usually defined as a building that is less than fifty years old. Despite the deteriorated state of many of the buildings, they still have an opportunity to contribute to revitalized neighborhoods.

Historic Properties

A field observation was conducted to examine the conditions of existing historic buildings, specifically in the following areas:

Miller and Marquette Park

Downtown City Center Historic District

South Broadway – Historic Midtown

Near Downtown Scattered Sites

Near West Side Scattered Sites and Districts

In addition to field work, the following documents were referenced:

The 1975 Indiana Historic Sites and Structures Inventory by the Historic Landmarks Foundation of Indiana (HLFI)

The 1996 "Lake County Interim Report" that rated buildings on four different levels based on their historic integrity:

- **Outstanding (O):** The building has a great amount of historic integrity, making it eligible for a National Register listing (or the property is likely already listed).
- **Notable (N):** The building is not quite as impressive as an "O" rating, but is still above average in historic importance.
- **Contributing (C):** All pre-1940 buildings that contribute to the continuity of an area's historic fabric but did not earn the merit of an "N" or "O" rating.

- **Non-Contributing (NC):** All post-1940 buildings or older buildings that were badly damaged or altered and therefore no longer contribute to the historic fabric of the neighborhood.

be threatened by development but hold an important part of Gary's historic heritage that, if preserved, can contribute greatly to the revitalization of the area.

North of 4th Avenue on each side of Broadway sits Gateway Park, a symbolic entry to Gary's City Center Historic District. Gateway Park houses the oldest building in Gary, The Gary Land Company Building. This was the Land Company's original building and served as City Hall and a

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If restored, the following buildings could play a key role in the revitalization of Gary's downtown:

618 Broadway, c. 1930

654 Broadway – Tribe of K Building, c. 1908

658 Broadway – Holmes Building, c. 1908

668 Broadway – Hurwich-Ha

Downtown Scattered Sites

Located near the City Center Historic District is a wide range of historic buildings in varying conditions. This includes educational, residential, commercial, and religious facilities. There are a few notable buildings to the east near the new Steelyard Baseball Stadium and overall the residential properties are in very poor condition. A majority of the non-City Center buildings are located to the west between Madison and Jackson:

Gary Union Station (301 Broadway) c. 1917, vacant; poor condition, roof missing, precast concrete detailing in fair condition, interior mostly gutted; proposal of stabilization submitted to INDOT, approval pending; listed as one of HLF1's "Most Endangered Buildings in Indiana"

Sax Block Building (537 E. 5th Ave.) c. 1920, occupied; good condition

East Side Branch Library (E. 5th Ave. & Georgia St.) c. 1929, vacant; poor condition, interior mostly gutted, limestone in fair condition, windows removed

Ralph Waldo Emerson School (517 E. 7th Ave.) c. 1908; good condition; good example of Mission Revival detailing; NR 1995

Knights of Columbus Building (333 W. 5th Ave.) c. 1926, currently senior development; good condition; little alteration to original façade; NR 1984

513 West 5th Avenue c. 1920 apartment building, vacant; fair condition

605-609 West 5th Avenue c. 1920 commercial building, vacant; good condition

472-480 Jackson Street c. 1920 commercial building, vacant; fair condition

The Ambassador Apartment Building (574 Monroe St.) c. 1928, vacant; poor condition, windows broken, brick missing in various areas, vegetation on roof

First United Presbyterian Church (W. 6th Ave. & Monroe St.) c. 1913; good condition; little alteration to original fabric

Gary-Hobart Water Tower (650 Madison St.) c. 1909; good condition

Central Christian Church (700 Jefferson St.) c. 1923, in use; good condition

The Jackson Arms Apartment Building (800 Jackson St.) c. 1925, vacant; good condition, windows broken/boarded up

Gary Heat, Light, and Water Company Warehouse (900 Madison St.) c. 1926, vacant; fair condition; designed by George W. Maher and Sons

South Broadway & Historic Midtown

A section of Broadway south of the City Center District includes smaller scale commercial

- **Wilbur Wynant House** (600 Fillmore St.) c. 1920, vacant; American System-Built home designed by Frank Lloyd Wright; heavily damaged from a fire; NR 1994

U.S. Steel Workers Housing (Buchanan St. between 3rd and 5th Avenues) developed by Gary Land Co. c. 1910-1916, occupancy of homes vary; majority fair condition

Ambridge School (4th Ave. between Ellsworth and Rutledge Streets) c. 1923; good condition

Engine Company No.8 (2800 W. 5th Ave.) c. 1926; good condition, little to no alterations made to existing Tudor Revival building

Vacant Buildings

There are a number of vacant buildings dispersed throughout the City. While vacant buildings may often be viewed as safety hazards to a community, they simultaneously provide opportunities for redevelopment. Private and public owners should consider adaptive reuse of existing buildings where appropriate. There are certain elements that are helpful to investigate regarding a vacant building:

Historic Integrity

- Is the building a National or Local Landmark?

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Constraints

Minimal Landmark Protection

There are three key steps to protecting historic landmarks:

Creating and enforcing a preservation ordinance

Creating a preservation commission

Designating local landmarks

The City recently developed a draft preservation ordinance. The purpose of the ordinance is to

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districts can improve the quality of neighborhoods and increase property values. Once the public is thoroughly aware of the positive outcome of historic preservation and neighborhood conservation, the City will be one step closer to revitalizing its important historic and cultural resources.

Section 7: Environmental Analysis

History

The City of Gary lies within the Northwestern Morainal Natural Region of Indiana which is one of the most biologically diverse regions in the United States. Contributing to the biodiversity is the convergence of three major ecological biomes - tallgrass prairie, eastern deciduous forest, and boreal forest remnants in northwestern Indiana. Approximately 1300 plants are reported from this region including desert plants, arctic species, prairie species, and pine forests. Twenty-four significant natural communities are found in northwest Indiana including sedge meadows, fens, wet and sand prairies and savannas. The physical features and natural resources of this region are related to the formation of the Great Lakes and the recent Wisconsin glacier period. Approximately 14,000 years ago, the glaciers began to retreat and advanced and retreated five separate times creating a series of moraines along the southern part of Lake Michigan. The resultant lake level changes created the southern Lake Michigan Lakeplain with sand dunes, wetlands, beaches and savannas.

The opening of U.S. Steel started a period of industrialization and growth in Gary. Prior to this industrialization and resultant commercial and residential development, Gary and the northern part of the Morainal Natural Region were characterized by a dune and swale system that includes upland dunes interspersed with wetland swales. Other related habitats included upland black oak savannas, sand prairies and barrens. The City of Gary is currently characterized by residential areas, commercial areas and light/heavy industrial areas interspersed with natural areas, some of very high quality.

Fire and hydrology were the major environmental drivers of the original northwest Indiana ecosystem. Human settlement of the region has impacted the hydrology and fire components of the ecosystem. Much of the original vegetation of Gary has been urbanized, and the natural areas remaining have disturbed natural processes because of the hydrology changes and fire suppression. The high biodiversity of northwest Indiana and the City of Gary remains in a scattered, often unconnected system of natural areas within the highly developed landscape. Natural areas and wetlands are somewhat limited in size and extent due to existing development. Environmental corridors connecting these systems are important to retain the unique biodiversity of the region.

The Grand Calumet River and general northwest Indiana area exhibit the effects of a century of industrial activity. At one time, the Little Calumet and Grand Calumet Rivers were two reaches of the same river, the Great Konomick River. Today they are separate rivers that have both undergone multiple man-made changes. The channel of the Grand Calumet River was altered around 1886 to be less sinuous and was moved several hundred feet south to accommodate development in Gary Harbor. The Little Calumet River was also straightened in the early 1900's. Large areas of Lake Michigan were filled for development, usually with slag, totaling an estimated 3,689 acres of lake fill. According to the Northwest Indiana Environmental Initiative

Area 3. Gibson Woods

Gibson Woods is a 179-acre dune and swale complex located primarily in Hammond, but with a small portion located south of U.S. 20 and east of Cline Avenue in Gary. This state nature preserve has one of the largest undissected dune and swale ridge outside of the Indiana Dunes National Lakeshore. The property is owned by the Nature Conservancy and managed by LCPRD. Amenities include trails and a nature center. Gibson Woods has great plant diversity with 273 species being reported.

City Parks

Area 4: Lake Michigan Shoreline and Marquette Park

Area 4 is located on the east side of Gary in the Miller section and includes Marquette Park and the Lake Street beach. Marquette Park is known for several special features including the Gary Beach House Aquatorium, Marquette Pavilion, Patterson Island and all surrounding beach areas, dunes, and park areas. This open lakefront area continues to the eastern to the City of Gary boundaries. This area is currently open space with sand substrate and limited vegetative cover. The Marquette Park lagoons are located within Marquette Park and form the headwaters of the Grand Calumet River. Habitat reconstruction and improved public access are the focus of restoration efforts in this area. The eastern lagoon will link with the planned Gary Green Link which is a proposed trail linking the Grand Calumet River, the Little Calumet River and nearby natural areas. The piping plover (*Charadrius melodus*), a federally endangered species, has been reported from the Lake Street Beach during migration.

Area 4 is the best open space area with natural area potential located on the Lake Michigan shoreline in the City. As presented in the Marquette Reinvestment Plan (2005), protection and open space near Lake Michigan is important from both an environmental and social viewpoint.

Area 5. Brunswick Park and Brunswick Center Savanna

Brunswick Park is a 49-acre property located on the west side of Gary at 700 Clark Street. The small park includes active recreation facilities such as tennis courts and baseball fields. The adjacent natural area is located east and north of the park. This property features an intact remnant of the dune and swale topography that characterized the lakeshore region of Northwest Indiana in the past. Also present are remnants of prairie, wetlands, black oak sand savanna with several plant species.

Other Properties

The Grand Calumet Task Force authored the Grand Calumet River/Indiana Harbor Ship Canal Corridor Vision in 2000. The document provides details on the conditions in these waterways. Of note, the document identified Core Biodiversity sites (minimum of 40- acre sites with high quality habitat) and Supplemental Habitat Sites (sites with moderate to extensive disturbance and moderate to low species diversity) in the AOC. In Gary, the Clark and Pine Addition # 1 (located south of the nature preserve) and the Brunswick Savanna were identified as Core Biodiversity sites. Eleven properties were identified as Supplemental Habitat sites with all being located near the west side of Gary and the Chicago/Gary Airport.

The Grand Calumet and Little Calumet Rivers have potential as an environmental corridor as noted by the Gary Green Link Plan. The Grand Calumet River has greenspace and wetlands along its length in Gary. In between the levees of the Little Calumet River are large open spaces and wetlands available for restoration. Restoration of existing open space properties could enhance the value of the Grand Calumet River and Little Calumet River as a biodiversity and dispersion corridor for terrestrial and aquatic species. Given that the existing natural areas are now poorly interconnected, this environmental corridor is important for the continued biodiversity of the region.

Opportunities and Constraints

The following opportunities and constraints have been noted for the City of Gary, Indiana:

- Environmental/recreational corridor related opportunities as noted in the Gary Green Links Plan
- Lakeshore redevelopment opportunities as noted in the Marquette Reinvestment Study
- Connection of high quality natural areas via environmental corridors for biodiversity retention and enhancement
- Environmental tourism of high quality natural areas
- The presences of state and federal protected species within City limits
- Brownfield redevelopment

Section 8: Community Facilities

Community facilities consist of public and government buildings, libraries, schools, and other facilities that provide Gary residents, visitors, and businesses with necessary public services. According to City and agency staff, community facilities generally are adequate to serve the needs of residents in the near future.

City

City services and facilities are located in several buildings throughout the City:

The Gary City Hall, Mayor's Office, Human Resources, and the Departments of Finance, Planning, Building, and Zoning are housed at 401 Broadway.

The Office of the City Clerk, City Court, and Police Department Headquarters are located at 555 Polk Street.

Community Development, Environmental Affairs, Redevelopment, Empowerment Zone, Economic Development Corporation, and Commission on Human Relations are located at 839 Broadway. These departments recently consolidated operations at this location.

The Gary Housing Authority is located at 578 Broadway.

The Health and Human Services Department is located at 475 Broadway.

The Park Department, Fire Department, and Public Works Departments are located at 9th and Madison.

These facilities are adequate to meet the current and future needs of the City, according to City staff.

Library

The Gary Library System has six branches located throughout the City to serve its residents, as shown in Table 9.1. The main branch at 220 W. 5th Avenue contains the library system's most complete selection of information service materials, including microfilm, periodicals, government documents, and newspapers, in addition to fiction, nonfiction, and reference volumes. This branch also houses a J4vu06E8 sesnd refercals, inclu.2 incl

There are approximately 678,000 books within the Gary Library System. Additionally, there are 32,600 audio materials, 22,314 video materials, and 582 serial subscriptions available to library patrons.

The library system also offers a number of services to the community, including tax assistance, adult literacy tutoring, Dial-A-Story, and programs such as a drama series, jazz concerts, and senior-citizen-focused events. Extension services are also available for homebound citizens and those in outlying areas. These services include the Bookmobile, book deposits at schools, fire stations, and nursing homes, and pick-up and delivery services. Td{ms)-5(such)-g2M in outlying mes, and pic

SECTION 8: COMMUNITY FACILITIES



SECTION 8: COMMUNITY FACILITIES



Section 9: Land Use & Market

This section analyses the three primary land uses in the City: commercial, industrial/business, and residential. The spatial distribution of these uses within the City and their physical character were reviewed as a part of the analysis of the existing land uses. (See Figure 2.4 in Section 2 for citywide land use and spatial distribution information) A market analysis was conducted to assess the potential support for new commercial, industrial/business, and residential development in Gary. The market study builds upon the existing land use analysis and assesses the competitive position of the City in relation to the regional market to evaluate opportunities for future growth and to provide further guidance to the Comprehensive Plan.

Commercial

The primary commercial districts within Gary include the Downtown, Broadway Avenue south of Downtown, and sections of Fifth Avenue, Grant Street, Ridge Road, U.S. 20, and Lake Street. These areas have a wide variety of retail/commercial uses and draw consumers from surrounding neighborhoods and beyond. Older neighborhoods within the City also have a few corner stores or shops in mixed-use buildings along secondary arterial corridors or at intersections of secondary arterial streets. These smaller pockets of retail typically serve a convenience function to the immediate neighborhood and form the secondary retail corridors/nodes. The spatial distribution of commercial uses in these districts in Gary is shown in Figure 9.1.

Primary Commercial Districts

As shown in Table 9.1, the six primary districts within the City have 905 storefronts representing approximately 3,463,179 square feet of retail space and approximately 44,059 linear feet of retail frontage.

Figures 9.2-9.7 present the spatial distribution of commercial uses along these districts. Brief descriptions of existing land uses within the areas are provided below.

Table 9.1: Profile of Retail Uses in Primary Commercial Districts

Corridor	Number of Stores	% Vacant Stores	Ground Floor Area (sf)	% Vacant Area (sf)	Linear Frontage (ft)	% of Vacant Frontage
Downtown (Broadway and Fifth Avenues)	192	44%	620,891	47%	4,113	51%
Broadway Commercial District - South of Downtown	346	50%	512,797	34%	16,749	36%
Fifth Avenue Commercial District	53	32%	250,897	52%	2,361	46%
Grant Street Commercial District	95	17%				

Broadway Avenue South of Downtown

The Broadway Avenue commercial corridor extends from Downtown Gary to Merrillville. Retail, mixed-use, service, and institutional uses, or lots where these uses formerly were located, dominate nearly the entire length of the street. Just south of Downtown, Broadway Avenue passes through the Midtown neighborhood, which extends south to I-80. The Broadway Avenue corridor in the Midtown neighborhood has approximately 512,797 square feet of ground floor space and 16,749 feet of linear footage in 346 storefronts. The Post Tribune offices, the Ace Hardware shopping center, and restaurants such as White Castle and Woo-Woo's Barbeque anchor the relatively healthy stretch of commercial uses between Ninth Avenue and East 20th Place. Farther south between East 20th Place and I-80 there are a higher number of vacant storefronts and vacant lots.

South of I-80, Broadway Avenue contains approximately 900,000 square feet of ground floor commercial space. Over 35 percent of this space is currently vacant. The occupied commercial space includes financial services such as banks, insurance agencies, and currency exchanges, professional services such as doctors, dentists, accountants, and lawyers, and convenience-oriented service uses such as hair and nail salons. The corridor does not have se2t0p5(t)e5tnx ,ercO.0t nlon

Pizza), the Lake Street Art Gallery, professional service uses, and banks. In addition, this area is served by a branch library, a post office, and the nearby South Shore Line commuter rail station.

Although Lake Street has an overall healthy commercial base, it has a number of empty properties (utilized as) in front of the building. The building is currently vacant and is not being used for any purpose.

Table 9.2: Competitive Supply of Retail centers over 100,000 Sq. Ft.

ID	Name	Location	Municipality	Type	Size (SF)	Anchors
1	Ridge Plaza	6050 W Ridge Rd	Gary	Community	197,600	Menard's, Pay Low
2	Tri-City Plaza	4491 W Fifth Ave	Gary	Community	166,000	Walgreens; Family Dollar; Simply Fashions
3	The Village	3596 Village Court	Gary	Regional	307,300	RadioShack; AJ Wright; Foot Locker; Anna's Linens; Rainbow;DOTS; Payless Shoes
	Total Gary Retail				670,900	
4	Columbia Plaza	1233 165th St.	Hammond	Community	182,300	Family Dollar ; Menard's; State of Indiana
5	Hammond Mills Shopping Center	1828 165th st	Hammond	Community	360,000	Food 4 Less; Wal-Mart; Home Depot; Hollywood Video
6	Interstate Plaza	7925 Indianapolis Blvd	Hammond	Community		N/A
7	Woodmar Mall	6508 S Indianapolis Blvd	Hammond	Community	110,000	Carson Pirie Scott & Co. CVS; Dollar Junction;
8	Calumet Shopping Center	7953 Calumet Ave	Munster	Community	204,000	Hammond Clinic Target, Staples
9	The Crossroads Shopping Center	1555 US Hwy 41	Schererville	Community	253,400	Wal-Mart
10	Shops of Plum Creek	US 41 and Woodhollow E	Schererville	Community	154,000	N/A
11	Highland Grove Shopping	10353 Indianapolis Blvd	Highland	Regional	500,200	Jewel; Kohl's; Marshalls2(o)-ao7W nBT/TT1 2ml18(s7(

Based on the retail leakage analysis, a review of the demographic characteristics in Gary, the existing retail supply in the region, and the typical requirements of national retailers, specific retail categories that have market potential in the City of Gary were identified. Both smaller format retailers of 5,000 square feet or less with a neighborhood/convenience function and larger retailers in excess of 10,000 square feet that would anchor community-scale shopping centers were analyzed. The key retail opportunities for each retailing format are as follows:

Neighborhood scale:

Furniture/home furnishings stores

Smaller format independent electronics and appliances

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Gravity Model Analysis

Gravity modeling for retail location analysis involves spatial analysis to predict the customer patronage at potential new stores and to forecast the sales at these stores based on several factors including travel times, location/size of market competitors, and the spatial distribution of income of existing and projected households and spending patterns.

Modeling Results: The results of the gravity modeling analysis shown in Table 9.4 indicate that a discount department store (such as Wal-Mart) can be supported at *either* site (but not at both) and achieve higher sales than the top 10 percent of discount department stores in the Midwest. Additionally, grocery stores can be supported at *both* sites and achieve higher sales than the median sales for groceries in the Midwest.

At the County Market site a relatively larger format discount department store with a grocery component of approximately 200,000 square feet in total can be supported. Alternatively, a full-service grocery store of approximately 60,000 square feet could be co-located with a 120,000-square-foot general merchandise store.

At the Lake Street/Route 12 site a smaller discount department store of 120,000 square feet can be supported. Additionally, a mid-size grocery store of approximately 50,000 square feet could be supported. It is important to note that the discount department store is supportable in only one of the two sites.

Table 9.4: Gravity Model Analysis Results

Potential Sites	Options	Predicted Annual Sales	Potential Store Size	Sales / PSF	Benchmark Sales/PSF[2]	
					Median	Upper Decile
CT Site Area	<u>Option 1:</u> General Merchandise with Grocery [1]	\$88,000,000	200,000	\$475	\$173	\$306
	<u>Option 2:</u> General Merchandise [1]	\$53,000,000	140,000	\$379	\$173	\$306
	Full Service Grocery Store	\$35,000,000	60,000	\$583	\$391	\$645
	Total Sales	\$88,000,000	200,000	\$440		
Lake/RT12 Area Site	General Merchandise [1]	\$48,000,000	120,000	\$400	\$173	\$306
	Mid-size Grocery Store	\$28,000,000	50,000	\$560	\$391	\$645

[1] Assumes only one discount department store at either County Market Site or Lake/Rt 12 Site

[2] All Midwest Stores Survey by Urban Land Institute in 2006

Source: ESRI, Dollars and CI Sou6a

SECTION 9: LAND USE & MARKET



Industrial near I-90/I-65 Interchange

This industrial cluster is located between Central Avenue and U.S. 12/20 near the I-90/I-65 interchange. Due to its excellent highway access, this area has attracted several trucking, warehousing, distribution, and logistics firms. East of the interchange, a significant amount of land area is dedicated to facilities for Northern Indiana Public Service Company (NIPSCO), a natural gas and electricity utility company. Farther east, south of I-90, is the Eastside Industrial 1 property, which is a greenfield site that represents a significant opportunity for new industrial development. The area west of the interchange includes several industrial uses and the Midwest Center for Industry. The approximately 70-acre Midwest Center for Industry (MCFI) is a business park that includes Beaver & Company, Cummins Parts & Services, and Stavely Lakeshore Truck Services. It has remaining vacant land that could be developed with one or more industrial uses. The MCFI is located in a TIF district, which could potentially provide incentives for future development in the area.

Route 912 Industrial

Industrial uses along Route 912 (Cline Avenue) extend from I-90 on the north to 21st street in the south. This area is easily accessible to major highways, rail lines, and the airport. The 470-acre area – bounded by Route 912 (Cline Avenue) in the west, Fairbanks Street in the east, Fifth Avenue in the north, and 15th Avenue in the south – is the Route 912 Industrial Park, one of the newer industrial areas in the City. Transportation and logistics companies (such as Schneider National), auto/waste recycling businesses, and junkyards (such as Rick's Auto Salvage and Rides Salvage) currently make up the existing uses at the site. The industrial park also contains a large landfill and a former sand mine. Although natural areas or buffers exist between most of the industrial uses and residential uses, some industrial sites are directly adjacent to residential uses, such as on 21st Street between Cline and Railroad, and north and east of the landfill.

Approximately 35 percent of the industrial park is wetlands and dune/swale complexes, and is therefore not developable. However, a significant portion of the industrial park is also either vacant or underutilized, and represents an opportunity for future development. This area was the focus of an industrial park master plan in 2001. The master plan indicated that this site has the potential to become an Eco-Industrial Park because of the existence of industrial uses along with wetlands and other environmental attributes. An Eco-Industrial Park is concerned holistically with development, operations, and the environment, looking further to the goal of making the site sustainable and efficient. A federal Superfund site to clean up industrial contamination is also located in the industrial corridor along Route 912.

While Gary's industrial market has its own unique set of characteristics, it is also an integral part of the larger Northwest Indiana region, consisting of Lake and Porter Counties. Lake and Porter Counties have substantial industry specialization in primary metal manufacturing (steel), petroleum manufacturing, gambling, truck transportation, utilities, and waste management/remediation. Although globalization and technological improvements have resulted in substantial job loss

Table 9.5: Occupancy & Absorption of Industrial Space

	Occupied Industrial and Flex Space [1]			Absorption of Industrial and Flex Space [1]		
	I-80 Corridor	Lake County	Lake County Share	I-80 Corridor	Lake County	Lake County Share
2004	89,262,959	14,146,289	15.8%	767,416	45,750	6.0%
2005	90,116,383	14,339,560	15.9%	1,572,520	232,947	14.8%
2006						

Table 9.6: Historical Gross Regional Product Per Square Foot

	Historical GRP of Counties along I-80 Corridor[1]	Occupied Industrial/Flex Space Along I- 80 Corridor[1]	GRP Per Square Foot	Annual Change in GRP Per Square Foot
2004	\$261,260,316,000			

of 0.2, the typical FAR of modern business parks, this translates to a need of approximately 390 to 780 gross acres of industrial business land over the next 20 years.

An additional source of demand is likely to come from the need to replace or redevelop older or obsolete industrial facilities along the corridor. Older industrial facilities currently serving the region do not provide high-quality design, attrac

Characteristics of a Successful Regional Business Park

To capture this demand potential, Gary will need to develop a large modern business park. Such a business park can position Gary so that it can successfully retain local businesses as they grow and also attract new businesses to the City. To do so, the new business park must be competitive with the high amen8 1.26 r1.56 ref72 63.96 36.42 24.36 refBTs ws b gristics 6- high ame3/TT2 ame3/T19

Environmental Characteristics: Free of wetlands, protected species, and environmental issues, or have mitigation plans in place that can be enacted in 90 days; a Phase 1 environmental study should be completed and available

Image of the Area: Attractive to customers and relocators and compatible with future use on the site

Purchase Conditions: Competitive price; fee-simple title

Expansion: Meets current business needs and provides contiguous acreage to accommodate future expansion needs

Business Park Amenities

In addition to the shovel-ready criteria listed above, modern business parks, like those which are sought by companies in the recommended target industry clusters, generally include several of the following amenities:

- Design Guidelines
- Codes, covenants, and restrictions
- Walking paths and jogging trails
- Green space, landscaping, attractive lighting, and signage
- Incubator
- Health clubs/athletic facilities
- Retail, restaurants, and service establishments

Target Industries with Growth Prospects

The “Economic Future Study,” prepared for the GECH Empowerment Zone, identified potential opportunities to attract new businesses that supply or purchase goods from sectors with a strong local presence, such as the iron and steel industries and the energy-related industries. The study also assessed opportunities to attract high-growth sectors that may be a good match for the region’s workforce, infrastructure, and other assets but are currently underrepresented in the region. Based on these factors the “Economic Future Study” recommends nine clusters that may present opportunities for generating economic growth in the region:

- Transportation/Distribution/Logistics and Wholesale Trade
- Advanced Energy/Traditional Energy Technologies
- Manufacturing/Advanced Manufacturing (including adding value to locally produced steel)
- Environmental Remediation and Waste Management (including waste treatment and disposal)
- Professional Services (including legal, architecture, engineering, management and technical consulting, and specialized design)
- Construction and Specialty Trade Contractors

Information Technology (including computer systems design, web-based services, software development, and training)

Healthcare

Gambling and Tourism

Future Development Opportunities

The specific types of future industrial development that may be expected in Gary are described below. Figure 9.14 and Table 9.9 show the vacant/underutilized sites in Gary that could support such industrial development.

Modern General Purpose Business Park

Potential tenants of a general purpose business park can include transportation, distribution, and logistics firms and businesses that supply or purchase goods and services from the steel sector. With the recent elimination of the inventory tax, Gary is well positioned to capture future growth in these sectors due to the presence of two Class 1 rail carriers, an extensive highway system, the Port of Indiana-Burns Harbor, the Gary/Chicago International Airport, a central location in the country, and proximity to Chicago's substantial consumer market. Such a park should have good visibility, access from an interstate or a major roadway, and should be designed to meet as many of the shovel-ready criteria as possible. Potential sites in Gary that could accommodate this concept include the Route 912 Industrial Park and developable areas near the I-90/I-65 interchange, including Eastside Industrial 1.

Airport-Related Business Park

The \$59 million dollar improvement project for the Gary/Chicago International Airport – which includes a runway expansion – will allow 757s and 737s to land at full capacity, greatly improving the airport's ability to handle both cargo and passenger traffic. The expanded airport will be able to increase the movement of goods, thereby creating an opportunity for growth of air-transport-related businesses within Gary. Vacant and underutilized parcels along the State Route 912/Cline Avenue corridor could be acquired and assembled by the City to create a new business park, accommodating airport-related and other businesses. This corridor is within the State-approved Gary/Chicago International Airport Development Zone, which allows it tax benefits and revenues for infrastructure development.

Intermodal Facility

With its central location in the country and excellent rail, water, air, and roadway transportation network, Northwest Indiana offers an excellent location for developing an intermodal facility serving the region. Intermodal facilities are land intensive, and typically 500 to 1000+ acres is preferred. If the sale of the EJ&E to Canadian National is approved, and Canadian National decides to make the Kirk Yard site a major U.S. hub, there may be potential for such a facility in Gary.

Supplier Park

A supplier park could consist of professional service and light industrial businesses that provide goods and services to the steel and petroleum firms in Lake County. Local representatives of the steel and petroleum firms in the region have indicated that they regularly contract with vendors and suppliers for a wide range of services to support their operations, including accounting, engineering, architecture, security, construction, electrical, and sewer cleaning. A new, modern, multi-tenant business park could provide facilities that meet the physical and locational requirements of such businesses. Other sites with significant concentration of rail and highway

Table 9.9: Development Opportunity Sites in Gary

MAP

Type of Housing Product

Table 9.11 shows the number of housing units by type of housing product.

Table 9.11: Housing Units by Type of Housing Product (2000)

Area ID	Single-Family Detached	Single-Family Attached	Multi-Family [1]	Mobile Homes	Boat, RV, Van etc.
Aetna	93%	2%	2%	3%	0%
Ambridge Mann	56%	11%	32%	1%	0%
Black Oak	51%	0%	5%	43%	0%
Brunswick	87%	1%	10%	2%	0%
Central	49%	7%	44%	0%	0%
Downtown	45%	6%	49%	0%	0%
Emerson	56%	2%	39%	3%	0%
Miller	58%	3%	37%	2%	0%

61%

SECTION 9: LAND USE & MARKET



Rental Housing Stock

According to the American Community Survey, the 2006 median rent for the entire rental housing stock is \$637. The overall occupancy rate for all Gary rental housing is 90% (excluding units that are rented but not occupied).

To review the profile of rental housing stock in Gary in greater detail, nine apartment complexes were surveyed. All of these complexes are leased and maintained by management companies as opposed to individuals owning and maintaining rental property. These complexes have over 1,700 rental units and represent about 10% of Gary's occupied rental housing stock. Table 9.15 summarizes the average rent ranges and average square foot ranges by unit type. Unit sizes range from one- to four-bedroom units with rents averaging nearly \$600 for one-bedroom units to nearly \$766 for three-bedroom units. Overall, these developments are operating at an average occupancy of 95%. The relative high occupancy rates indicate that the rental market in Gary is fairly stable. However, there are also some rental properties in the City that are completely vacant and not accounted for in this data.

Table 9.15: Apartment Summary

	Average Rent Range		Average SF Range	
	Low	High	Low	High
Studio	\$ 489	\$ 612	509	N/A
1 bed	\$ 560	\$ 634	681	N/A
2 bed	\$ 620	\$ 758	778	N/A
3 bed	\$ 766	N/A	1,139	N/A
4 bed	\$ 936	N/A	1,213	N/A
Number of Apartment Complexes				9
Average Occupancy Rate				95%

Source: American Community Survey 2006, U.S. Census Bureau

Rehabilitation Activity

Rehabilitation of the existing housing stock is an important step toward the revitalization of many of Gary's neighborhoods. In those areas where the housing stock is in fair or poor condition, rehabilitation increases both property values and quality of life.

Currently there are several mechanisms in place to assist homeowners interested in rehabilitating their properties. The City of Gary has established the Comprehensive Rehab Program to aid such efforts. Under the Rehab Program, homeowners that make up to 80 percent of the area median income (AMI) may be eligible for a deferred loan of up to \$25,000 to spend towards rehabilitation. (The 2007 AMI for Gary is \$60,100 for a family of four.) Qualified

New Construction Building Permit Trends

Annual building permit data in Gary was reviewed to assess the scale of development activity within the City. Table 9.16 shows the total number of housing units permitted by product type.

Table 9.16: Number of New Construction Units Permitted by Product Type

Year	Single-Family Units [2]	Multi-Family Units	Total Permits
2000	6	-	6
2001	4	-	4
2002	17	-	17
2003	73	132	205
2004	33	33	66
2005	28	36	64
2006	20	17	37
2007[1]	13	17	30
Total Permits	194	235	429
Average Annual Permits	25	30	54

Source: U.S. Census

[1] Includes permits up to November 2007.

[2] Includes both attached and detached units.

Since 2000, Gary has issued permits for the construction of 429 new residential units at an average of 25 units per year (429 units / 17 years = 25.2 units per year).

East Edge at Miller Beach is a 28-unit development, with a mix of single-family homes and townhouses. It is located in Gary's Miller neighborhood near Lake Michigan. Units range from two- to four-bedrooms. Townhomes range in price from \$279,000 to \$299,000 and single-family homes range in price from \$409,000 to \$519,000. Most homes are two stories and all units have garages. Buyers at the East Edge development will receive ten years of property tax abatement.

Beach Pointe

JJF Holdings

Development to provide a grant or loan to housing developers. Habitat for Humanity and the Broadway Community Development Corporation have received initial no-interest loans to assist their efforts to provide affordable housing in Midtown. Their specific projects are discussed below. Summary market data for the projects is shown in Table 9.19.

Table 9.19: Market Profile for Affordable For-Sale Units

ID #	Project Name/ Location	Type	Number of Units	Price	Square Footage	Average Price per Square Foot	Time Open Months	Units Sold	Estimated Monthly Absorption
1	Broadway Area CDC	Single-Family	36	N/A	1,100-2,000	N/A	60	25	0.42
		Duplex	N/A	N/A	N/A	N/A	N/A	2	N/A
2	Habitat for Humanity	Single-Family	20	\$100,000	1,120-1,300	\$77-\$89	N/A	6	N/A

Table 9.20: Planned Affordable Housing Development

ID #	Project Name	Type	Total Units
1	University Park, Phase I	Single-Family	10
2	Midtown, Phase I	Single-Family	50
3	Midtown, Phase II	Single-Family	65
4	Glen Park CDC	Single-Family	20

5

units, and 33 market-rate units. Rents range from \$535 for one-bedroom units to \$925 for three-bedroom units. Duneland Village also has several community amenities including a baseball field, playground, basketball court, an outdoor swimming pool, and a community center with a fitness room. It was completed in 2005 and is currently at 98 percent occupancy.

Horace Mann is the second project completed under the HOPE VI grant. It is a 123-unit development with a mix of 45 public housing units, 45 low-income housing tax credit units, and 33 market-rate units. Overall, the development will be comprised of 28 residential buildings with a mixture of townhouse and garden units, ranging from one to four bedrooms. In the Horace Mann development, there is a community building with an outdoor swimming pool and indoor exercise room. This redevelopment is located in close proximity to Broadway Avenue, Downtown Gary, and the Steelyard Stadium. The creation of this attractive and high-quality public housing development is helping to stabilize the neighborhood and create a more livable, vibrant environment.

There are two affordable rental projects planned in Gary, as shown in Table 9.21. Both projects are funded through the Indiana Housing and Community Development Authority's (IHCDA) P003 Tc 0.1738 Tw 8H(ur, sy's0277 roo)-8(m)y. inc63.96 36.2.361 01(x C)-2(ms.24.lidin)8.24.lcrDePise r

Table 9.24: Comparison of Rental Housing

Unit Size	Gary	Adjacent Communities
Studio	\$489-612	\$464-530

the absolute size and the net change in the number of targeted households by age and income cohorts were analyzed to assess the demand potential for various housing products. Focusing in the regional housing market, Table 9.26 summarizes the estimated household base in 2007 by age and income and Table 9.27 summarizes the projected change in households by age and

Projections indicate that nearly 5,500 new households earning \$100,000 or more will be added to the regional market. The significant growth in higher-income households implies that higher-end luxury projects in Miller have the potential to capture a share of this growing demographic segment.

Rental Housing: As discussed earlier, most of the new rental housing projects financed by LIHTC (Section 42) in the region are located in Gary while relatively few are being developed in the suburban communities. LIHTC funding generally enables good quality senior and family rental products. Therefore, Gary can continue to pursue LIHTC funds to build quality rental housing within the City. Section 42 units are available to households earning between 30% and 60% of the AMI. For one- and two-person households that typically form a significant portion of Section 42 project occupants, this translates to an annual income range of approximately \$13,000 to \$30,000.

Over 31,000 households in the regional market earn between \$15,000 and \$35,000 (the income cohorts which mostly overlap the target annual income range for Section 42 projects). Additionally, nearly 11,100 households, or over 35 percent of these low-income householders, are senior householders. While there is marginal change projected in these demographic segments over the next five years, the number of senior households will increase as the baby boomers (people born between 1946 and 1964) enter retirement age. This is likely to translate to a strong demand for affordable senior housing in the future.

A demographic analysis also shows that a key change over the next five years is the projected addition of nearly 5,000 new empty-nester households (55 to 64 years old) and nearly 900 senior households (65 years and over). The increase in empty-nester households is projected for all age and income cohorts. The rise of the empty-nester and senior households parallels the nationwide demographic trend of the aging of the baby boomer generation. While the majority of empty-nester householders in this market are likely to choose single-family homes, this demographic segment typically has a higher propensity to choose multi-family for-sale housing products such as condominiums and townhomes. The projected growth in empty-nester households suggests that Gary could test the market for condominium and townhome products. Additionally, as the baby boomer generation continues to age there will be a growing demand for affordable and market-rate senior housing.

Table 9.26: 2007 Households by Age and Income (2007 \$s)

	<25	25-34	35-44	45-54	55-64	65-74	75+	Total
<\$25,000	3,000	6,073	5,092	5,614	4,821	5,748	7,933	38,281
\$25,000 to \$34,999	724	2,884	2,687	2,278	2,034	2,358	2,145	15,111
\$35,000 to \$49,999	704	4,112	4,259	4,210	3,137	2,529	2,153	21,103
\$50,000 to \$74,999	738	5,813	6,366					

Shore Rail Line and presents an opportunity for transit-oriented development in the area. There is an emerging potential for an entertainment district with new restaurants on Fifth Avenue around the Minor League baseball stadium. The Horace Mann development has added 123 new residential units at Sixth Avenue and Washington. The remaining phases of Horace Mann will add 80 new mixed-income residences of varying housing types including single-family residence, town homes, and three flats in the West Downtown area. The “City Center” Sheraton Senior development, a proposal to convert a former hotel into a mixed-use project consisting of ground level commercial, senior housing, and condominiums, will further add new households Downtown. The relatively high vacancy levels east of Broadway in the Emerson neighborhood provide further opportunities for redevelopment. As these commercial and residential developments occur, a higher density, mixed-use, transit-oriented environment can be created in Downtown Gary, providing convenient access to a variety of civic, commercial, and restaurant uses for residents. This could include a mix of Section 42 apartments, condominiums, townhomes, and smaller-lot, single-family homes.

Miller Neighborhood: This primarily residential area contains the most affluent households within the City. Two market-rate projects offering various residential product types, including single-family homes, townhomes, and condominiums, are currently being marketed in the area. Waterfront access has resulted in premium home prices in the area; new homes in the area are priced approximately two to four times higher than similar projects elsewhere in the City. The high desirability of the neighborhood makes it an attractive location for new residential development. Peripheral areas such as resident8sa]TJT6provide fu6(th)-en/(s0.1[2de35g6(e c)-5(A[(price

private developers such as Ivanhoe Gardens, Sheraton Condominiums and Senior Housing, and the New Gary Development Group Townhomes, indicating that there is increased interest in Gary from the development community. The City could consider establishing an on-going qualification process to prepare an approved list of developers that would be pre-qualified to be able to bid for developing City-owned land. Then, as blocks of land become available, the City could either seek competitive bids through a Request for Proposals (RFP) or negotiate with these pre-qualified developers. Soliciting developers through such a process would likely result in a more favorable response from the development community because it minimizes up-front costs for preparing a development proposal.

Building on the success of Horace Mann and Duneland Village, continue to seek federal grants such as HOPE VI to facilitate the redevelopment of older public housing projects with new mixed-income developments. Additionally, the City could actively promote the development of senior and family affordable housing with LIHTC and/or Home Funds to provide higher-quality housing for its lower-income households.

Continue the Comprehensive Rehab Program and identify target areas within the City that could be prioritized for rehabilitation of the existing housing stock. In addition to attracting new housing development, maintaining and upgrading the existing housing stock is important for sustaining neighborhood vitality.

SECTION 10: FOCUS AREAS & NEIGHBORHOODS

Lakefront Focus Area

The Lakefront Reclamation/Development District is located in the northwest corner of the City and is dominated by entertainment/recreation uses. Two casino boats, a hotel, and the City's marina are located in this district. This area is also known as Buffington, which is the name of the harbor.

The City has redevelopment plans for the area that include a Lakefront promenade; a retail district; residential blocks with five- to seven-story buildings (including some with first-floor commercial uses); natural areas that conserve dunes, buffer between adjacent industrial uses, and provide recreation corridors; park/open space; and support services such as schools, a library branch, and a day care. The casino operators control 240 acres of undeveloped land in the area, according to the Majestic Star Web site.

This area has an attractively landscaped access road from the west and a new ramp that provides a direct link to the casino parking deck. This ramp will also provide access to future Lakefront development.

Although it is an attractive entrance, access to the lakefront is difficult. Motorists must enter East Chicago, find Guthrie Street, and go under the Cline Avenue overpass to find the 140th Street Lakefront access drive.

Westside Focus Area

The Westside Development District is located in the western part of the City and is generally bounded by Cline Avenue in the west, 15th Avenue in the south, Chase Street in the east, and the Industrial Highway toward the east and north. Although the area has large residential and commercial areas, much of it is dominated by industrial and transportation uses.

The district encompasses the Brunswick neighborhood and large portions of the Westside and Tolleston neighborhoods. Major industrial uses and industrial parks are located along SR 912 (Cline Avenue) and the Industrial Highway. The Gary/Chicago International Airport dominates the northern part of the district.

The District has direct access to both Cline Avenue and the Indiana Toll Road. In addition, US Routes 12 and 20, as well as the South Shore Line station, serve the area.

For more detailed information on this area, see the Brunswick, Tolleston, and Westside subsections.

Downtown Focus Area

The Downtown Central Business District is located in the north-central part of the City and is generally bounded by Madison Street in the west, 12th Avenue in the south, Delaware Street in the east, and the Indiana Toll Road in the north.

With its Indiana Toll Road interchange and South Shore Line station, the area serves as an important gateway to the community and to US Steel to the north. Major arterials, including Broadway and 4th, 5th, and 11th Avenues, provide connections between Downtown and the rest of the City. Downtown also serves as a focus point for the City's bus network.

Although it encompasses a large number of blocks, the District lies at the axis of two important thoroughfares: Broadway and Fifth Avenue. As the traditional Downtown for the City, the area contains a number of important institutional uses, including the City Hall and the Lake County Superior Court, which are housed in the twin civic buildings at Broadway and Fourth Avenue. Additional activity generators include the Indiana Department of Family and Social Services, the Genesis Convention Center, the Steel Yard baseball stadium, and the South Shore Line train station. Although many of the commercial and residential buildings in the immediate area are vacant, there are professional offices, restaurants, and some retail serving the institution uses. Recent planned and in-progress downtown developments include the renovation of the former Sheraton Hotel and the adaptive reuse of the Dalton and Modern Apartments.

For more detailed information on the area, see the Downtown West and Emerson subsections. The Downtown area is also further discussed in Section 9: Land Use & Market.

Stadium Focus Area

The Stadium District is located in the north-central part of the City and partially overlaps the Downtown Central Business District. It is generally bounded by 4th Avenue, 5th Avenue, and Stadium Plaza.

The Stadium District is dominated by the Gary Steel Yard baseball stadium, which hosts the Gary Steel Cats. Recent development in the area includes two restaurants along 5th Avenue.

For more detailed information on this area, see the Emerson subsection.

Miller/Glen Ryan/Aetna Focus Area

This focus area encompasses the entire neighborhood of Miller and a small portion of the Aetna neighborhood south of US 20. The area has excellent access to Lake Michigan and US Route 12 and 20 and contains Marquette Park and the Indiana Dunes National Lakeshore. For further discussion, see the respective neighborhood sections.

University Park Focus Area

The University Park study area lies within the Glen Park East/West neighborhood, extending to the north, east, and west of the intersection of Broadway and Ridge Road. University Park contains the campuses of Indiana University Northwest and Ivy Tech Community College, several fair- to well-maintained residential neighborhoods, a commercial district along Broadway, and the large Gleason Park and golf course. The "University Park Concept Plan" was created Indiana University Northwest team.

SECTION 10: FOCUS AREAS & NEIGHBORHOODS

SECTION 10: FOCUS AREAS & NEIGHBORHOODS



Demographics (2000)

Population

Population: 6,236

Age

Under 18: 29.6%

Over 65: 9.3%

Race

African-American/Black: 96.3%

Other: 2.1%

White: 1.6%

Households

Total: 2,387

Average Household Size: 2.69

Ethnicity

Hispanic: 2.2%

Housing

Housing Units: 2,617

Owner-occupied: 47.0%

Vacant: 3.5%

Land Use

Residential

Ambridge's residential units have a mix of single-family homes in good condition and multi-family residential buildings. Multi-family buildings are mainly found along 5th Avenue between Taft and Grants Streets. Although the conditions of such buildings vary greatly, there are a number of well-maintained and architecturally distinct apartment buildings along the corridor.

Among single-family homes, the neighborhood has few vacant lots or properties, and housing in fair to poor condition is limited to a few isolated pockets: Grant Street north of 5th, Bridge Street north of 5th, and Taney Street just southeast of the 5th and Chase intersection.

For multi-family structures, the large development in the southwest corner of the neighborhood is in fair to good condition. The apartment buildings along 5th vary, with some in good condition and others in fair to poor condition and obviously deteriorating.

Residential uses on Bridge are adversely affected by truck traffic accessing industrial properties to the north. Trucks must take this route to cross a bridge over the Grand Calumet River to access industrial sites, including American Bridge Company.

Heavy traffic, including truck traffic, and perceptions of speeding affect properties along 4th and 5th, which are one-way streets providing east-west routes across the northern part of Gary.

Commercial

Commercial uses are clustered near the 5th and Bridge intersection and include a gas station, a bank, a health-food deli and store, and office uses.

Institutional

The neighborhood contains Martin Luther King Jr. Academy, Vohr Elementary, a private school, Methodist Northwest Hospital, and various churches.

Land Use

Residential

Although Downtown West has some solid residential blocks on its west end, much of the rest of the neighborhood suffers from vacant lots and blocks, numerous vacant buildings, and housing stock that is in poor condition. Only about 36% of homes were owner-occupied and 18.5% were vacant in 2000.

Vacant lots are widespread between Madison and Broadway, with the exception of new mixed-income housing developments. Vacant lots are also an issue from Buchanan to Madison.

A majority of the blocks have housing in fair or poor condition, although blocks on the west end of the neighborhood have housing that is generally in good condition.

Several multi-family buildings or developments are located in Downtown, including senior- and public-housing high-rise buildings and some low-rise apartments throughout the residential areas.

An example of a recent infill housing development is the Horace Mann project, which includes

Issues/Constraints/Negatives

Many of the retail and mixed-use buildings along Broadway and 5th are vacant and in poor condition.

Housing conditions in the eastern portion of Downtown West are poor and large areas are vacant, which detracts from the Downtown's retail market.

Vacant lots present a poor image and detract from the neighborhood's vitality.

Many of the neighborhood's historic structures are abandoned and in poor physical condition, including the United Methodist Church.

Demographics (2000)

Population
Population: 3,358

Age
Under 18: 30.3%
Over 65: 14.3%

Race
African-American/Black: 90.1%
White: 5.9%
Other: 4.0%

Households
Total: 1,185
Average Household Size: 2.80

Ethnicity
Hispanic: 4.4%

Housing
Housing Units: 1,532
Owner-occupied: 39.8%
Vacant: 22.7%

Land Use

Residential

Emerson has some solid residential blocks on its east end, but much of the area closer to Broadway suffers from vacant lots and blocks, numerous vacant buildings, and housing stock that is in poor condition. Only about 40% of homes were owner-occupied and nearly 23% were vacant in 2000.

Vacant lots are widespread west of Georgia. A majority of the blocks have housing in fair or poor condition, though blocks on the east and west ends of the neighborhood have housing that is generally in good condition.

Recent infill housing includes 44 units between 5th and 6th around Vermont Street.

Commercial

Commercial uses are concentrated along Broadway and 5th. These commercial corridors have numerous vacant lots and vacant, deteriorating buildings that in general present a blighted appearance. Active uses include a new state office building at 7th and Broadway, the Gary Mall on the 700 block of Broadway, and scattered restaurants, professional office buildings, gas stations, and convenience stores along 5th and Broadway.

An active shopping center strip on Broadway between 9th and 10th also provides needed shopping opportunities for the neighborhood. A second shopping center is located nearby at 15th Avenue and Broadway.

Restaurants also include the Eat Your Heart Out café at 5th and Broadway and Bennigan's, which is inside Gary's minor league baseball stadium. Two more restaurants are under

construction across from the baseball stadium, which provides the neighborhood and City with a dining/entertainment hub.

Institutional

Institutional uses include City Hall, the Indiana Department of Family and Social Services, Ralph Waldo Emerson Visual and Performing Arts School, various churches, a U.S. Post Office branch, Social Security Administration offices, and the Calumet Township Trustee's office.

Open Space

The Emerson neighborhood includes the US Steel Yard, Buffington Park, Idle Hour Park, and the larger portion of Gateway Park to the east of Broadway Street.

Issues/Constraints/Negatives

Many of the retail and mixed-use buildings along Broadway and 5th are vacant and in poor condition.

Housing conditions on the west side of Emerson are poor and some areas are vacant, which detracts from the Downtown's retail market.

Vacant lots present a poor image and detract from the vitality of Downtown West and Emerson.

Many of the neighborhood's historic structures are abandoned and in poor physical condition, including Union Station, the former Post Office, and the Memorial Auditorium.

Some open spaces, such as the plaza on the southeast corner of Broadway and 5th or Buffington Park, lack maintenance and do not enhance the Downtown's image.

Although the Convention Center and baseball stadium are only three blocks apart, there is no apparent visual/streetscape connection between the two areas.

Opportunities/Strengths/Positives

The concentration of civic and institutional activities in this area creates some stability and generates activity.

The gateway area, including the two domed civic buildings and open spaces along 4th and around the Convention Center, are well maintained and present a positive gateway image for the City.

The baseball stadium is an attractive, vital use that brings visitors into Downtown Gary.

Buffington Park and the neighborhood's smaller parks provide ample open space.

Recent residential developments have filled in vacant blocks/lots and brought more residents to Downtown West.

Aetna Neighborhood

The Aetna neighborhood is located in the east-central part of Gary and is bounded (approximately) by the CSX tracks, Lake Street, 15th Avenue, and I-90.

The neighborhood has the Miller South Shore Line station at its northeast corner. It also has interchanges to I-80/I-94 and I-90 nearby to the east and west of the neighborhood. Gary's major access to Lake Michigan, Marquette Park, is nearby in the Miller neighborhood.

Demographics (2000)

Population

Population: 4,942

Age

Under 18: 32.8%

Over 65: 5.5%

Race

African-American/Black: 83.2%

White: 10.9%

Other: 5.9%

Households

Total: 1,662

Average Household Size: 2.88

Ethnicity

Hispanic: 6.3%

Housing

Housing Units: 1,876

Owner-occupied: 58.0%

Vacant: 11.4%

Land Use

Residential

Aetna is mostly a single-family neighborhood, although it does have one multi-family senior housing building on Melton Road.

The single-family homes are generally in good condition south of Dunes Highway between Aetna and Clay. West of Aetna, many homes are in poor condition and lots are vacant. East of Clay, a mixture of fair and poor housing conditions is found with sporadic vacant lots.

On the north side of Dunes Highway, the housing stock is in a mix of fair and good conditions. Many vacant lots are found in the northeast corner of the neighborhood.

Commercial

The majority of commercial uses in Aetna are along Dunes Highway (U.S. 12) or Melton Road (U.S. 20). Several restaurants and auto-oriented establishments (such as gas stations) are still active, but the corridor has several vacant lots and shuttered stores. Several restaurants are clustered near the intersection with Lake Street.

A vacant motel on a large site is on the west end of the corridor near the I-65 interchange.

A small commercial area on Aetna just south of Dunes Highway consists mostly of vacant lots or vacant buildings.

Institutional

The neighborhood has a private school, a Veterans of Foreign Wars post, and churches.

Industrial

A large Northern Indiana Public Service Company (NIPSCO) facility is located on the west side a privTJ2263

Dunes Highway divides the neighborhood.

Opportunities/Strengths/Positives

The South Shore Line station and nearby expressway interchanges provide excellent transportation access.

Vacant or underutilized land near the South Shore Line station provides an opportunity for transit-oriented development, such as additional housing and shops.

Aetna residents have access to retail and restaurants along U.S. 12, U.S. 20, and in Miller.

Aetna has residential development centered around parks and open space and has quick access to additional open space in the Indiana Dunes National Lakeshore and Marquette Park.

Miller Neighborhood

The Miller neighborhood is located in the northeast corner of the City and is bounded by Lake Michigan, the City of Portage, the City of Lake Station, Lake Street, the CSX tracks, and the Indiana Dunes National Lakeshore. Miller was one of the original settlements in the area, developed as a station along the Michigan Southern railroad.

The neighborhood is well-served both by highway and transit connections. U.S. 12 and U.S. 20 provide important connections to communities in Porter County and there is a South Shore Line commuter rail station located at Lake Street.

As the only Gary neighborhood with lake frontage, Miller acts as an important recreational center for the entire City. Marquette Park, in particular, is a community landmark with large stretches of shoreline, large landscaped grounds, a historic pavilion bathhouse, and a large

SECTION 10: FOCUS AREAS & NEIGHBORHOODS

restaurant, and bank chains, including a new Walgreens that is being constructed. Most of the businesses are occupied and well-maintained.

East of Lake Street, U.S. 20 is dominated by highway-oriented retail, restaurants, and services, as well as offices, motels, industrial uses, and some residential development. There are a number of vacant businesses, including a large shopping center at the Adam Benjamin Highway. The corridor is characterized by large swathes of pavement, a lack of landscaping and screening, and businesses in poor condition.

The Lake Street commercial corridor is mostly occupied with a number of unique, attractive shops and restaurants.

Commercial

Truck stops dominate the commercial area near the I-80 Burr Street interchange. A convenience retail node, including a bar and grill and an auto-oriented business, are at the intersection of 25th and Colfax. Some businesses are also found along 15th. Many of the commercial areas have vacant lots or vacant buildings.

Institutional

Westside High School and an elementary school are located in the neighborhood.

Industrial

The Route 912 industrial corridor is located in the west and central portions of the neighborhood and includes large trucking operations, junkyards, and other firms, as well as a large landfill and a former sand mine. A federal Superfund site to clean up industrial contamination is also found in the industrial corridor.

Although natural areas or buffers exist between most of the industrial and residential uses, some industrial sites are directly adjacent to residential uses, such as on 21st between Cline and Railroad and just north and east of the landfill.

Open Space

The Westside neighborhood includes Seberger Park and Hovey Playground. Seberger Park offers a wide range of uses but is not located in a heavily populated area. This neighborhood is not sufficiently served by its parks.

Issues/Constraints/Negatives

Several residential blocks are immediately adjacent to a large landfill or industrial uses.

Many blocks have vacant lots or housing in poor condition.

Littering and dumping are an issue in portions of Westside.

The neighborhood has little commercial development.

Opportunities/Strengths/Positives

With an interchange on Cline (Route 912) and I-80, the neighborhood has good expressway access.

The neighborhood has many natural areas/corridors that could be connected into a greenway system.

Westside has a variety of housing types, and many blocks are in good condition.

Vacant or underutilized industrial land presents opportunities for development/job creation.

Tolleston Neighborhood

The Tolleston neighborhood is located in the west-central section of Gary and is bounded by the Norfolk Southern tracks, Grant Street, 25th Avenue, and Clark Road. The neighborhood was originally established prior to the founding of Gary as a station on the Michigan Central Railroad. Within Tolleston, Tarrytown was developed as a modern subdivision and is generally bounded by Clark Road, 15th Avenue, Whitcomb Street, and 25th Avenue.

Although not directly served by expressway interchanges, the neighborhood has access to I-80/I-94 via interchanges at nearby Burr and Grant Streets.

Demographics (2000)

Population

Population: 14,289

Age

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Race

African-American/Black: 97.5%

Other: 1.5%

White: 1.0%

Ethnicity

Hispanic: 1.1%

SECTION 10: FOCUS AREAS & NEIGHBORHOODS



An active shopping center strip is located at 15th and Broadway and provides essential goods and services to the Midtown neighborhood and adjacent neighborhoods. Midtown also has easy access to Downtown locations.

Several blocks along Broadway have large, underdeveloped lots or parking areas behind the buildings that front the street.

Institutional

Roosevelt High School, two elementary schools, a private school, a branch library, a post office, and various churches are located in Midtown.

Industrial

Midtown has several industrial areas along a diagonal railroad corridor that cuts through the neighborhood. Many of these industrial properties are vacant or underutilized, although some have active uses. Many also have outdoor storage of equipment, materials, or vehicles with little screening or buffering from adjacent residential uses.

Land-use conflicts with adjacent residential uses include:

The area near the intersection of Grant and 10th;

Behind homes along Pierce in the two blocks south of 11th;

Between 21st and 22nd between Massachusetts and Virginia;

The area near 15th and Pierce.

Open Space

Norton Park, Roosevelt Park, Van Buren Totlot, Washington Park, and Means Manor Totlot are all located within the Midtown neighborhood.

Issues/Constraints/Negatives

The Midtown neighborhood has numerous vacant blocks and buildings in poor condition.

The neighborhood has limited retail shopping, although it does have an active shopping

SECTION 10: FOCUS AREAS & NEIGHBORHOODS



An affordable housing complex is being rehabilitated in the southwestern corner of the neighborhood and a new multi-family development has been constructed across the street.

Black Oak Neighborhood

Located in the southwest corner of the City, the Black Oak neighborhood is bounded by 25th Avenue, Grant Street, unincorporated Calumet Township, and the Town of Griffith. The City only annexed Black Oak in 1976 and most development occurred when the area was unincorporated.

The neighborhood has interchanges with I-80/I-94 at Burr and Grant Streets. These interchanges, along with Ridge Road, serve as gateways to the community from the southwest.

Demographics (2000)

Population

Population: 4,216

Age

Over 65: 10.5%

Race

White: 84.7%

Other: 7.8%

African-American/Black: 7.5%

Households

Total: 1,670

Average Household Size: 2.53

Ethnicity

Hispanic: 10.7%

Under 18: 28.1%

Housing

Housing Units: 1,887

Owner-occupied: 62.2%

Vacant: 11.5%

Land Use

Residential

As in other neighborhoods, the housing stock in Black Oak is dominated by single-family homes, including a large number of mobile homes. There is one cluster of multi-family buildings located along Ridge Road.

Many of the residential neighborhoods are located in areas that are prone to flooding. Many areas lack street curbing, street lighting, or sewers. Many homes are in poor condition and vacant, overgrown, or undeveloped parcels comprise a large proportion of these areas.

In the area south of I-80/I-94 between Chase Street and Clark Road, most of the platted parcels remain undeveloped and appear to be low ground or wetlands. Many of the streets and alleys are

poorly paved, narrow, and lack curbing. Illegal dumping is also a problem in this area. Homes in the area are generally in poor condition.

Commercial

On Black Oak's eastern edge, the Village Shopping Center on Grant Street is the major commercial anchor for the neighborhood as well as for much of the rest of the Gary. The center has a large Grant Food grocery store and a number of retail, restaurant, and service uses. There is an overabundance of parking both in front of and behind the complex and a lack of landscaping. Additional retail, restaurants, and professional services uses are located along Grant Street to the north and south of the Village. Most properties are occupied and well maintained.

In the southwest corner of the neighborhood, the intersection of Colfax Street and Ridge Road is another major commercial node. Although much of the intersection lies in the Town of Griffith and Calumet Township, the northeast corner is occupied by a large shopping center that is anchored by a Menard's and a large Pay Low grocery store. In addition, there are a number of small-scale retail, restaurant, and service use outlots. Additional retail uses stretch east along Ridge for several blocks. Most properties are also well-maintained, although parking lots are typically large and poorly landscaped.

There is also a small commercial strip surrounding the intersection of 25th Avenue and Burr Street. Due to the nearby interchange, there is a large truck stop, auto-oriented businesses, professional services, convenience retail, and a bar.

Institutional

The neighborhood contains Grissom Elementary, which is part of the Lake-Ridge School District, and Gary Academy, a private school. There is also a branch of the Lake County Library System on 25th Avenue.

Open Space

Lake Etta Park is a large county park located within the Black Oak neighborhood. It is host to a wide variety of programmed activities and recreational uses. Lake Etta Park is also a popular fishing site.

Wetland and open space along the Little Calumet River and I-80/I-94 provides wildlife habitat and acts as a "greenbelt" through the northern part of the neighborhood.

Issues/Constraints/Negatives

Infrastructure, including sidewalks, curbing, and streetlights, are lacking on many residential blocks.

Many homes are in poor condition and vacant lots are common.

The area may be more difficult to develop because of wetlands, floodplains, and other natural features.

Opportunities/Strengths/Positives

The neighborhood has direct access to I-80 with exits at Cline Avenue, Burr Street, and Chase Street.

SECTION 10: THE NEIGHBORHOODS



Several large, attractive parks (such as Gleason Park) are located within the neighborhood.

Section 11: Constraints & Opportunities

Constraints/Issues/Negatives

Overall:

The perception of public safety affects the quality of life and image of the community.

The tax system impacts redevelopment and affects the ability of owners to maintain their properties.

Flooding is a problem in some areas of the City, including in areas that are low-lying, are in the floodplain, or have inadequate drainage.

Physical Conditions:

Code enforcement is an on-going challenge for the City, although City officials report that they are working on updating the code and enhancing enforcement efforts.

Outdoor storage of materials, littering, a general lack of property maintenance, and illegal dumping affect many highly visible properties, roadsides, and entry points.

Vacant lots detract from the City's image and vitality.

Although the convention center and baseball stadium are only three blocks apart, there is no apparent visual/streetscape connection between the two areas.

Many commercial areas do not have consistent streetlights, street furniture, street trees, and other streetscape amenities.

Residential:

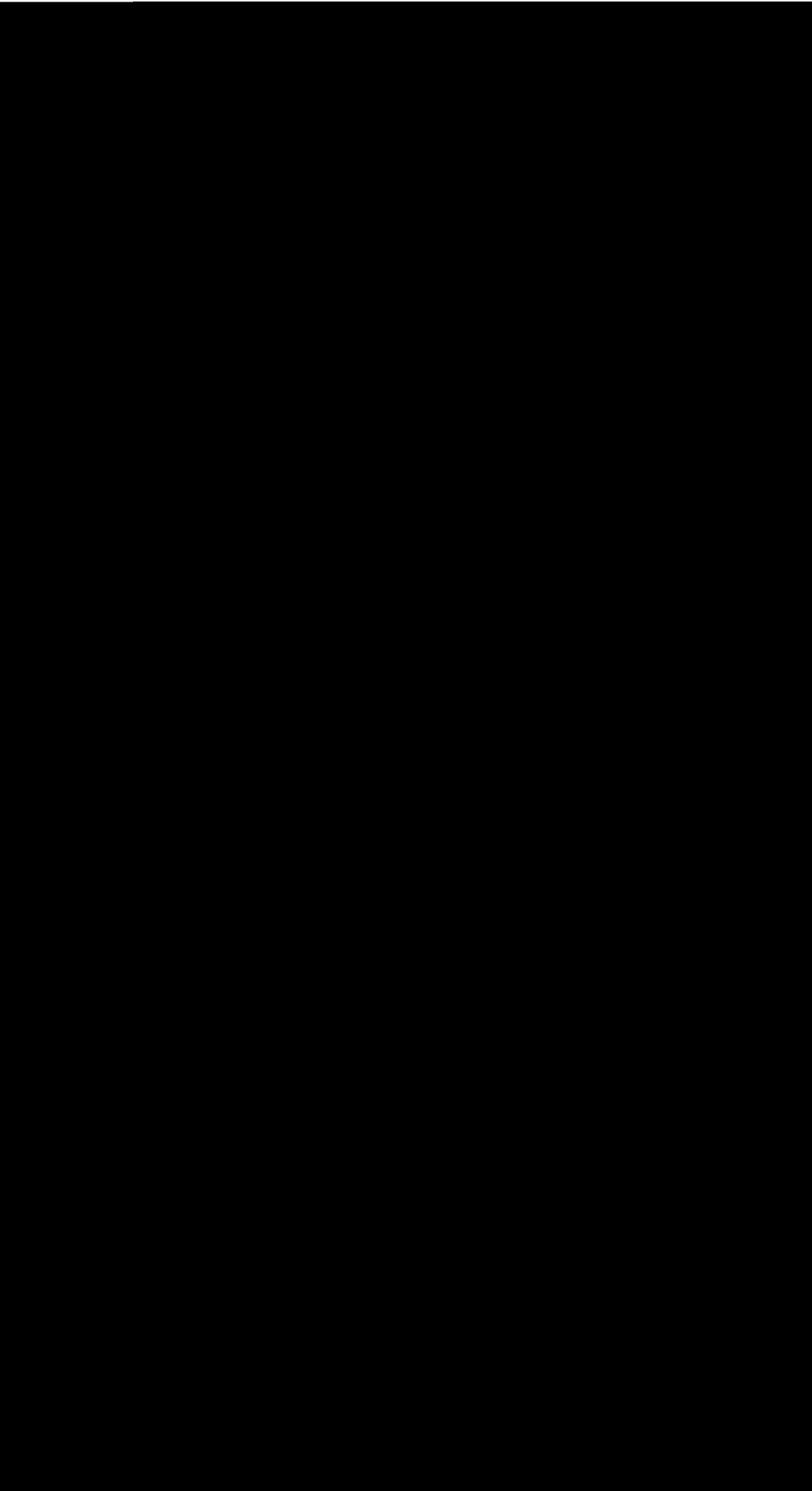
Much of the housing stock consists of older, wood-frame homes that require a high level of maintenance. Some owners, including the large number of seniors in the City, struggle to maintain their properties.

Many residential structures are vacant and the City has demolished a large number of homes.

Some multi-family complexes are located in isolated locations far from shopping and employment opportunities.

Some large multi-family housing developments are vacant, in poor condition, or deteriorating.

Barbed wire fencing and out-of-date equipment create safety concerns.



Physical Conditions:

The gateway area, including the two domed civic buildings and open spaces along 4th

The City or other government agencies control or will control many parcels Downtown, which could make a master redevelopment easier than if the parcels were owned by numerous private owners.

Lake Street and Miller Beach in the Miller neighborhood are vibrant, “Main Street”-style shopping districts.

Broadway and Ridge Road in University Park may be able to further build off of nearby educational institutions by attr

There are a variety of uses/activities throughout the parks.

Hosting festivals in the parks could increase usage.

Opportunities exist to consolidate park land to help facilitate maintenance.

The Parks Department is willing to be more active in the day-to-day maintenance of the City's parks, but they require manpower, funding, and restructuring to give them the power to do so.

Some of Gary's parks are host to undisturbed ecosystems.

Gateway Park is in a highly visible location to act as a gateway and identifier for the City.

Some areas along the City's rivers, including Ambridge Park, provide an opportunity for greater community access to the waterfront. Such areas include overlooks and paths.

Natural areas/corridors in the City could be linked to provide a "green" character and corridors for wildlife and multi-use trails.

Natural Resources:

Hammond, and Whiting) had proposed a plan to alleviate traffic congestion caused by these crossings by rerouting rail lines, but the \$3.5 million federal funding approved for this project in 2004 was revoked because it was not used within the allotted time frame. With the loss of this project, the railroad crossing issues in Gary must be readdressed. Options of installing overpasses, underpasses, or leaving at-grade will need further studies by Gary to provide the best traffic circulation.

Offering a hovercraft ride on Lake Michigan from Gary to other lakeside attractions in Chicago, cities surrounding Gary, and in Michigan provides an opportunity for Lakeshore development.

Buffington Harbor has a private breakwater with a lighthouse that could possibly be used as a tourist destination. The harbor has restaurants and hotels which support the casinos. Plans are in development for the construction of a residential, retail, and recreational complex on the site of the old cement company property that is now owned by the City of Gary.

Although there are no passenger flights currently operating out of the airport, there are expectations of one starting operation in the near future.

The Indiana National Guard is constructing a new armory at the airport and will base their Chicago area air operation there.

There will be an opportunity for economic development in the area surrounding the airport to support the increase in businesses operating out of the airport as a result of the expansion project.

The City has excellent transportation access, with several expressways and numerous interchanges throughout the City.

The City's three South Shore Line stations provide direct access to cities all the way from Chicago to South Bend.

Vacant or underutilized land near South Shore Line stations provides an opportunity for transit-oriented development such as additional housing and shops.

Economic Development:

The Gary/Chicago International Airport has a planned expansion that may bring more passenger and freight traffic to the facility, stimulating economic growth in the region. This could include additional business parks or related development near the airport in Gary.

Gary is part of the larger Northwest Indiana "job shed" that has access to jobs in Chicago.

Gary has excellent access to transportation networks such as several interstate highways, rail routes, and shipping via Lake Michigan.

The Genesis Convention Center and the City's minor league baseball stadium, along with associated restaurants, provide an entertainment/event draw that attracts visitors to Downtown Gary.

Section 12: GARY in the 21st CENTURY

Future Vision

While the City of Gary has numerous challenges regarding land use, economic development, and physical conditions, it has tremendous assets or “building blocks” for the 21st century. The future vision of a sustainable, green Gary with significant new economic development initiatives is

Create master plans for redeveloping neighborhoods with significant vacancies and deteriorated structures, assemble properties to consolidate underdeveloped, blighted blocks, and proactively recruit developers to implement new residential development according to the plans.

Commercial Land Use

Goal:

SECTION 12: GARY OF THE 21ST CENTURY



Commercial

Existing commercial uses have been developed sporadically and are spread inefficiently throughout the City. Commercial uses should be consolidated and strengthened in areas with increased residential densities and visitor/commuter traffic to maximize commercial activity.

Streetscape and landscape improvements will help strengthen the physical appearance and significantly enhance these shopping environments. Obsolete commercial uses located outside of these districts/centers provide opportunities for residential redevelopment or open space expansion. More specific strategies for consolidating commercial districts are discussed in Section 14: Implementation.

The Illustrative Sub-Area Plans identify the type of development that is appropriate for the City's key commercial districts based on physical character, surrounding land uses, and transportation access. Commercial development within Downtown should emphasize the Downtown as a civic center, central business district, and an entertainment district.

Near the Downtown and Miller Train stations, commercial uses should be transit-oriented, providing a variety of everyday goods and services for area residents and commuters. Automobile oriented commercial development should be concentrated near interchanges to capture the larger regional consumer market. The Commercial District along Broadway Avenue through University Park should be a university-oriented "Main Street" providing a variety of commercial uses for local residents and students.

Industrial

Gary has an abundance of industrial properties. However, poor access and physical conditions limit the ability to attract new businesses that can provide an economic benefit to the City. Industrial uses should be consolidated into well-defined, modern business parks, taking advantage of access to railroads as well as the City's interstate expressways

New business parks should be created along Route 912 and along 15th Avenue near I-90/I-65 to accommodate a range of business sizes and types. Additionally, light industrial/service parks should be created along the Industrial Highway near the Gary Airport expansion, along the Route 12/20 in the eastern part of the City, and along Grant Street north of Ridge Road to serve local service and auto needs in landscaped campus settings.

There are industrial uses inappropriately located within residential neighborhoods. The Future Land Use Plan recommends that these properties be relocated or cleared and converted to housing or open space.

Open Space

Gary's Lakefront and natural resources present unique open space and recreation opportunities. According to National Recreation and Park Association standards, Gary is currently deficient in the amount of park acreage it should have per every 1,000 residents of the City. However, the abundance of undeveloped and underutilized la.

The Future Land Use plan recommends a large expansion of the National Dunes Lakeshore Park to include industrial property west of Lake Street. Additional Lakefront recreational initiatives include a large lakefront park as part of a mixed-use redevelopment north of the Gary-Chicago International Airport.

The area south of Interstate 80/94 and along the Calumet River contains extensive wetlands and is generally unsuitable for development. The plan recommends that this large area be preserved as open space, and that the few existing residents and businesses are relocated to other areas that are targeted for infill and redevelopment.

The Gary Green Links plan envisions an interconnected trail system that provides connections

Sub-Area 2: Aetna Neighborhood/Route 12/20 Corridor

The Aetna/Miller Neighborhood and Route 12/20 Corridor are located in the east-central part of Gary. The neighborhood is bounded by the Indiana Dunes National Park and CSX rail line on the north, the City of Portage on the east, the City of Lake Station and I-90 on the south, and I-90 on the west. It includes residential neighborhoods and a variety of commercial and industrial uses concentrated along Routes 12 and 20.

The sub-area has a significant amount of green space, ranging from the Indiana Dunes National Park to smaller neighborhood parks. The Route 12/20 Corridor is lined with underutilized or vacant commercial buildings and small industrial properties. Numerous vacant properties are located in the neighborhood, which contain mostly single-family homes.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Aetna Neighborhood and Route 12/20 Corridor (See Figures 13.2 and 13.3):

Routes 12 & 20 Consolidation

Routes 12 and 20 extend east/west through the area. Route 12 currently runs along the South Shore rail tracks and parallel to Route 20 until the two roads merge west of Clay Street. The land between Routes 12 and 20 is a narrow wedge with limited development potential. The illustrative development concept shows how Route 12 could possibly be merged into Route 20 west of the Lake Street intersection and the two roads would separate east of Lake Street.

This realignment indicates how the Route 12 road right-of-way could then be used to create larger parcels of developable land and to redesign the train station parking and drop-off area with a more pedestrian-friendly configuration. It could also channel regional traffic into one overall commercial zone with more efficient access to businesses and restaurants.

Neighborhood/Transportation Center

The area around the intersection of Lake Street and Route 12/20 presents a significant opportunity to focus new denser development into a more walkable, transit-oriented neighborhood with a mix of residential and commercial uses to serve residents and attract visitors. The Illustrative Plan envisions rede

Route 20 Commercial Corridor

The Plan envisions a heavily landscaped and consolidated commercial corridor along Route 20 that would be a distinct new gateway into Gary for local and regional traffic. This corridor would provide larger parcels for redevelopment that could include small retail buildings as well as big-box stores. The quaint, “Main Street” character of Lake Street north of the corridor would continue to be enhanced with restaurants/cafes, office space and art galleries/studios.

The Route 20 corridor and Lake Street would be linked via the new neighborhood/transit center discussed above.

Route 20 Service Park

Along Route 20, east of South Grange Boulevard, a new service park is envisioned to provide a consolidated, campus-like setting for service type businesses. This new service park, with efficient access to roads and highways, could help retain and attract service businesses and serve as an attractive relocation spot for the smaller industrial and auto-oriented uses scattered throughout the City’s residential and retail districts.

Interstate 90/65 Business Park

Near the I-90/I-65 interchange, the Plan recommends transforming the scattered industrial and office properties into a coordinated modern business park setting that would be highly visible and accessible from the expressways and regional roads. Several small and large parcels of land in this location provide opportunities for a range of new industrial/business development with direct access from 15th Avenue, 15th Place, and Clay Street.

This concept is discussed further in Sub-Area 3: Pulaski Neighborhood and Interstate 90/65 Business Park.

Open Space Enhancement/Expansion

A new community level park is recommended for the large area of undeveloped land along 15th Avenue east of Aetna Street. Developing a community park will enhance the green buffer between Aetna’s residential blocks and the Interstate 90/65 business Park. It will also provide additional recreational opportunities for the residential neighborhood south of Route 12, which currently lacks community level park facilities within walking distance.

Additional open space preservation and development of passive recreational space is recommended for areas along the Route 12/20 Corridor that contain extensive wetlands and are unsuitable for development. These new spaces could be accessed by the City’s Green Links trail system near 10th Avenue and Lake Street, at Adam Benjamin Highway and Route 20, and the intersection of 5th Avenue and North County Line Road.

Sub-Area 3: Pulaski Neighborhood/Interstate 90/65 Business Park

The Pulaski Neighborhood and I-90/65 Business Park sub-area is located around the junction of I-90, I-80, I-94, and I-65. The area is primarily made up of industrial properties and extensive wetland areas. The large wetlands provide significant habitat for wildlife and flood control.

Much of the industrial land is difficult to access, lacks identity, and remains undeveloped or underutilized. At the same time, this land is highly visible and accessible from the expressway

Sub-Area 4: University Park Neighborhood

University Park is located in the south-central portion of Gary. The neighborhood is bounded by I-80/I-94 on the north, the City of Hobart and I-65 on the east, the Town of Merrillville on the south, and Grant Street on the west. It is home to the Indiana University Northwest campus, several other educational facilities, Gleason Park, and wetland/floodplain areas surrounding the Little Calumet River.

trailheads. Several isolated industrial properties along the Norfolk Southern rail line could also be developed into pocket parks or landscaped open spaces.

Improvements to Jackson /Fisher Park on 43rd Avenue and an expansion of Howe Park to the north of 38th Avenue would provide larger neighborhood level parks adjacent to proposed trails. A large parcel of undeveloped land between 45th and 49th Avenues, adjacent to Riley Elementary and Bailly Middle Schools could also be preserved as community open space for more active sports and education-related programming.

Retail Consolidation

Neighborhood retail uses are currently dispersed along Ridge Road and Broadway. In addition to the Main Street concept for Broadway near the University, the Plan proposes condensing neighborhood retail into a mixed-use district at the intersection of Broadway Avenue and Ridge Avenue, along with smaller clusters of retail at Grant Street and Ridge Road, Broadway Avenue and 49th Avenue, and Broadway Avenue and 53rd Avenue.

Because this sub-area has a predominately residential and retail character, the Plan recommends relocating viable industrial and auto-oriented uses to the new service parks proposed in other areas of the City.

Infill Multi-Family Homes

There are several residential

line which could serve as local gathering spaces and entry points to a new trail along the rail right-of-way that connects into the proposed Green Links system.

The Plan envisions additional park and trail development with the expansion of Washington Park towards Broadway to elevate it to neighborhood park status, and an on-street trail link along 17th Avenue.

There is the potential for a new park space adjacent to the former Carver Elementary School site, south of 25

Sub-Area 6: Downtown

Gary's Downtown sub-area is bounded by I-90 on the north, Martin Luther King Drive on the east, 11th Avenue on the south, and Grant Street on the west. The neighborhood, which was part of the original plat developed by the Gary Land Company, is the civic heart of the community. The Lake County Superior Courthouse, City Hall, Genesis Convention Center, community recreation complex, minor league baseball stadium, central commuter train station, Gateway Park, and Steelworkers Plaza are located there.

Downtown is highly visible to thousands of people who travel along I-90 and the South Shore train line on a daily basis. Broadway Avenue, the central corridor or spine street of Downtown, has a full interchange at I-90.

The larger Downtown sub-area is primarily residential with commercial uses centered on Broadway Avenue. Numerous properties and buildings are currently vacant, and the area has suffered from disinvestment and lack of commercial activity.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following enhancements and developments for Downtown (See Figures 13.10 and 13.11):

Roadway/Streetscape Improvements

Downtown Gary's primary east-west thoroughfares of travel, 4th and 5th Avenues, are currently wide three-lane roadways that are one-way. The Plan recommends converting both Avenues to two-way travel to slow traffic within Downtown, discourage truck t0, disco

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include a new mixed-use development south of City Hall, the Steelworkers Plaza, the Hudson Campbell Sports and Fitness Center east of City Hall, and a potential hotel site at the northwest corner of Broadway and 5th Avenue.

Transit Oriented Development

SECTION 13: PLANNING SUB-AREAS

Roadway Improvements

As in the Downtown Sub-Area, the Plan recommends converting both 4th and 5th Avenues to two-way travel to foster a more pedestrian friendly streetscape better suited to a neighborhood retail and residential setting.

Service Park

Sub-Area 8: Tolleston Neighborhood

The Tolleston Neighborhood is located in the west-central part of Gary and is bordered by 15th Avenue on the north, Grant Street on the east, I-80/I-94 on the south, and Burr Street on the west. Tolleston has several large, unprotected green spaces surrounded by predominantly single-family residential neighborhoods. Many of the residential properties are in poor condition or vacant.

M.C. Bennet and Tolleston Parks are large community parks offering a wide variety of recreational uses. The neighborhood has good access to I-80/94 and interchanges at Burr and Grant Streets serve as hubs for highway-oriented retail and service uses. There is a commercial corridor on 15th Avenue and a small commercial block at the I-80/I-94 interchange at Grant Street.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Tolleston Neighborhood (See Figures 13.15, 13.16 and 13.17):

Commercial Development & Consolidation

The I-80/I-94 interchanges at Grant and Burr Streets create prime opportunities for new commercial development. Such uses could include restaurants, hotels, and service-oriented businesses.

For the Burr Street interchange, the Plan envisions new retail buildings with visual orientation towards the highway. Large, landscaped buffers with berms and stormwater detention basins would provide screening to the adjacent residential neighborhoods. Consolidated and aligned curb cuts would help control access to the retail area and minimize vehicular conflicts with local traffic along Burr Street and 25th Avenue.

The Plan recommends removing an existing frontage road near the northwest corner of the Burr Street interchange to create an enhanced landscape buffer. Additional retail development is recommended on the north side of 25th Avenue to serve local neighborhood needs. Shared driveways, rear parking lots, and common building setbacks will encourage the development of a consistent retail “streetwall” along 25th Avenue and Burr Street.

At the Grant Street interchange, the current shopping center could be expanded around the existing businesses (including the former Country Market) with enhanced parking, (lo)-8(pmerclo

Neighborhood retail near the intersections of 15th Avenue with Burr and Grant Streets should be consolidated to the shopping plazas near the interchanges or to Grant Street between 21st and 25th Avenues.

Infill Single Family Homes

Opportunities for infill of single-family housing exist along 25th Street and around the Small Farms community. Wide, landscaped buffers would screen new homes from the busy roadways.

The Plan recommends additional single-family infill along Whitcomb Street between 21st and 25th Avenues, and along 15th Avenue and Grant Street. Significant single-family housing infill and some multi-family housing infill, along with the creation of a new neighborhood level park, are recommended in the area bounded by 21st Avenue, Grant Street, 25th Avenue and Chase Street.

Open Space Enhancement/Expansion

The Tolleston Neighborhood has a large amount of green space, including Tolleston Park, Tolleston Woods, and M.C. Bennett Park. Tolleston's many undeveloped or vacant green parcels present a unique opportunity to preserve and expand upon Gary's abundant green network. The proposed Green Links trails and additional connections recommended by the Plan could combine to establish comprehensive, pedestrian-oriented linkages between parks, natural areas, neighborhoods and commercial districts. Many of the large areas recommended for preservation and park designation should be considered as nature preserves and wildlife areas requiring only trail maintenance and pedestrian safety measures.

Large parcels recommended for natural resource preservation include Tolleston Woods on 21st Avenue between Burr and Clark Streets, the southeast corner of Clark Road and 15th Avenue, and parcels east and west of the capped landfill on 25th Avenue. The site of the former Locke School on 21st Avenue and the landfill are recommended for active recreational development such as athletic fields. A new community park is envisioned in conjunction with single-family infill in the neighborhood bounded by 21st Avenue, Grant Street, 25th Avenue and Chase Street.

Additions to the Green Links system and new trailheads at the proposed parks will help link the new open spaces with surrounding neighborhoods and the citywide park and trail system. Landscape buffering/screening are recommended along the I-80/I-94 corridor.

Sub-Area 9: Black Oak Neighborhood

The Black Oak Neighborhood is located in the southwest corner of Gary and is bordered by I-80/I-94 on the north, Grant Street on the east, Ridge Road on the south, and Colfax Street on the west. The area has interchanges with I-80/I-94 at Burr and Grant Streets. These interchanges, along with Ridge Road, serve as gateways to the City from the southwest. The Little Calumet River runs through central Black Oak and is surrounded by large stretches of low-lying floodplain and farmland.

Lake Etta Park is a 98-acre Lake County Park located at 29th Avenue and Clark Road with extensive recreational facilities and event pavilions. The north side of Black Oak has a high percentage of vacant residential properties, particularly near the intersection of 29th Avenue and Wright Street. The south side of Black Oak has a higher concentration of single-family homes along with commercial uses.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Black Oak Neighborhood (See Figures 13.18, 13.19 and 13.20):

Open Space Enhancement/Expansion

The Gary Green Links Plan has mapped several trails, trailheads and scenic overlooks through Lake Etta Park and along the Little Calumet River. The Comprehensive Plan envisions a significant expansion of green space for wildlife and vegetation preservation. For the area south of I-80/I-94 between Chase Street and Clark Road, most of the platted parcels remain undeveloped and occupy low, flood-prone land or wetlands.

Many of the streets are poorly paved, narrow, and lacking curbs, streetlights and sewer. The Plan recommends that this area be cleared and environmentally restored and preserved as a natural area with connections to the planned trails for the Little Calumet River corridor. The few residents currently living in this area could be relocated to nearby residential blocks within Black Oak or to other Gary neighborhoods.

The Plan shows 29th Avenue between Clark Road and Chase Street, 28th Avenue, Jennings Street and Wright Street preserved as trails, with Wright Street extended south. A new parking area and overlook are proposed along the Little Calumet River. Combining a large nature preserve, extensive hiking trails and river access with the programmed recreation provided by Lake Etta Park could make Black Oak a major destination for both Gary residents and visitors from across Lake County.

While Lake Etta Park is a valuable recreational resource within the neighborhood, some residential blocks are not near community parks. New community parks are recommended at the southwest corner of Colfax Street and 29th Street and at the northwest corner of Clark and Ridge Roads. Both these parks could be connected to Green Links trails and the recreational opportunities along the Little Calumet River.

Infill Single Family Homes

Single-family housing infill is recommended for residential blocks within the neighborhood as well as near the intersection of Ridge Road and Chase Street.

Commercial Development & Consolidation

Black Oak's two expressway interchanges and proximity to neighboring communities present several opportunities for expanded retail development. The Plan recommends highway oriented retail for the southeast corner of the Burr Street interchange near Lake Etta Park and consolidation of neighborhood retail at the intersection of Burr Street and Ridge Road.

An additional big box retail use is recommended for the Menard's plaza at Ridge Road and Colfax. This site's parking lot, parkways, and buildings should be improved and additional stores developed along its frontages. Expanding the center west to Colfax Street should be considered to provide the site with better access and visibility.

The Plan recommends that neighborhood retail uses currently scattered along Ridge Road, between Grant Street and Colfax Road, be consolidated to the intersections of Burr, Chase and Grant Streets.

Grant Street, which borders the University Park neighborhood, is currently developed with highway-oriented retail near the I-80/I-94 interchange, the Village Plaza at 35th Avenue, and mixed industrial uses along the Norfolk Southern rail line near the intersection of Ridge Road. The Plan envisions additional highway-oriented retail, restaurant, office, and neighborhood retail.

Sub-Area 10: West Side Neighborhood/Route 912 Business Park

The West Side Neighborhood, which includes the Route 912 (Cline Avenue) Business Park, is located on the western edge of the City. It is bounded by I-90 on the north, Burr Street on the east, I-80/I-94 on the south, and Cline Avenue on the west.

Residential uses are mostly located in the south and northeast portions of the sub-area as industrial uses, truck facilities and institutional uses. Two capped landfills are located along Cline Avenue, 5th Avenue and 15th Avenue. East of the EJ&E rail line, the Ivanhoe Nature Preserve, undeveloped land, the J-Pit Natural Area, the capped Gary landfill, and Seberger Park form a nearly continuous greenbelt that buffers residential areas from the industrial uses.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Westside Neighborhood and Route 912 Business Park (See Figures 13.21, 13.22 and 13.23):

Route 912 Business & Industrial Park

The Route 912 Business and Industrial Park is defined as the area bounded by I-90 on the north, 21st Avenue on the south, Route 912/Cline Avenue on the west, and EJ&E rail line on the east. This area is approximately 820 acres. It is highly visible from the area's expressways, has direct access from two expressway interchanges on Route 912/Cline Avenue, and easy access to Downtown Gary, which makes it an ideal location for additional industrial or office development.

Currently, businesses and buildings are spread out throughout this industrial zone with limited local access and underutilized land. The Plan recommends a new loop road south of the Northwest Indiana Commuter rail line and a new cul-de-sac road connecting industrial parcels north and south of 5th Avenue.

SECTION 13: PLANNING SUB-AREAS



Sub-Area 11: Gary/Chicago Airport

The Gary/Chicago Airport is located in the northwest corner of the city. This sub-area is bounded by Lake Michigan on the north, the U.S. Steel complex on the east, I-90 on the south, and Cline Avenue on the west. In addition to U.S. Steel and the Airport, it includes open natural areas, two casino boats, a hotel, and a marina.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Gary/Chicago Airport and Lakefront area (See Figure 13.24):

Lakefront Redevelopment

A major mixed-use development around the City's marina is planned along with a large new park that would enhance the existing entertainment-oriented complex and allow greater access to Lake Michigan. The Future Land Use Plan recommends an additional trail along the shoreline to further enhance the access anticipated in the Green Links system along the Lakefront and the preserved dune and swale complex east of the Airport.

Airport Expansion & Industrial Development

With its proximity to I-90, Route 912/Cline Avenue, the Route 912 Business and Industrial Park, and the greater Chicago/Northern Indiana metropolitan area, the Gary/Chicago Airport is a significant economic asset for the city. The Airport's expansion plans include a new terminal building, extension of the main runway to the west, creation of a crosswind runway that would extend the site to the north, and future growth to parcels west and southeast of the current airport layout. The Plan recommends light industrial an

Section 14: PLAN IMPLEMENTATION

The Comprehensive Plan for the City of Gary is a guide for land-use decision making and a framework for future development. The Plan includes goals, objectives, and strategies to improve and develop Gary while enhancing the quality of life for its residents.

Because not all elements of the Plan can be implemented at once, setting implementation priorities based on budgets, resources, and capital improvement programming should be the first focus. This will take a major commitment from City leaders, strong public/private sector cooperation, and input/assistance from Gary citizens, business owners and property owners.

The Future Land Use Plan presented in this document represents land use policies at a large scale. The goals and strategies provide more specific guidelines and direction for infrastructure improvements and private development activity in the key sub-areas. While the final shape, form, and scale of development will be refined, the larger intent of the Comprehensive Plan should be realized when undertaking community improvement and development initiatives.

The following basic action steps, priority projects, and implementation tools are a first approach toward making the Comprehensive Plan a reality. City staff, Plan Commission, and Council members will more specifically define these steps, set more specific priorities, and organize work programs for those actions.

Action Steps

An implementation strategy for the Comprehensive Plan should include a range of activities. Large-scale actions should be prioritized and specific actions based on work programs.

City-Wide Actions

The following are implementation or action steps that are oriented toward the overall City:

Code Changes

Reviewing, updating, and amending City codes that regulate development is a critical first step toward implementing the policies, strategies and land-use direction of the Comprehensive Plan. Updating and streamlining the codes will facilitate the development review and approval process for the City Staff, Plan Commission, Council, businesses, and developers. Zoning changes should especially address:

Consolidation of isolated retail uses into active retail centers/nodes and rezoning underutilized commercial areas for other uses.

Transit oriented development, including mix-uses and higher density development.

Design standards that address high-quality architecture, including building articulation/fenestration, ground level storefronts, and business signage as well as site design, including curb cuts, parking, building setbacks, streetscape/landscape, and sidewalk width.

SECTION 14: PLAN IMPLEMENTATION

SECTION 14: PLAN IMPLEMENTATION

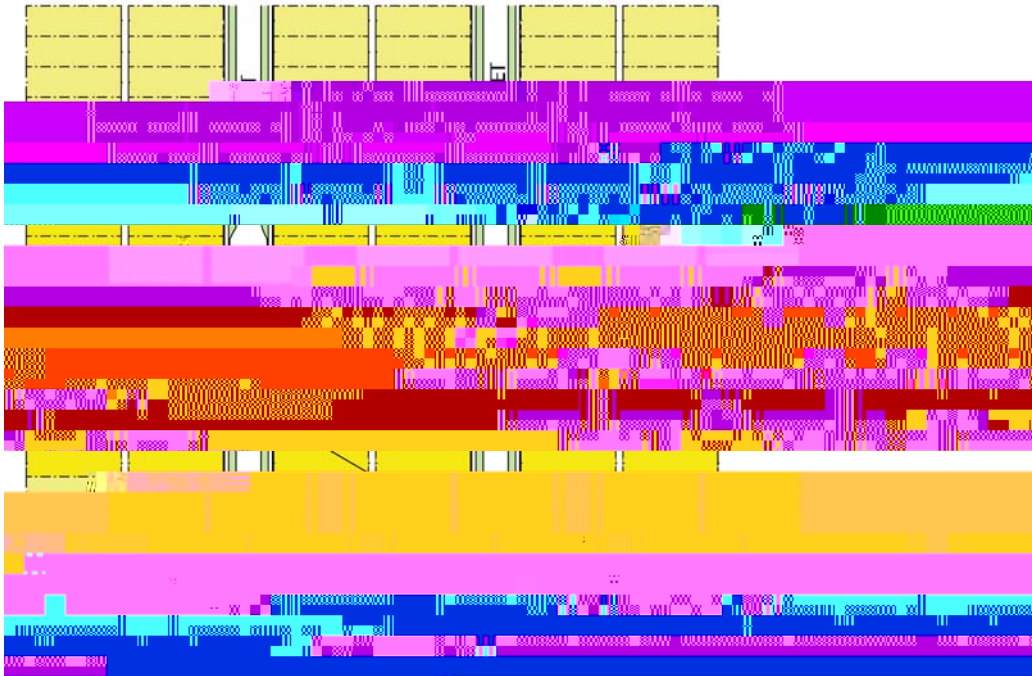


Figure 14.4 Parkway with Lots facing Side Streets & Cul-de-Sacs

Developer Recruitment

The City should actively solicit developers to implement developments on City-owned property. The City should consider establishing an on-going qualification process for developers that would be pre-qualified to bid on developing City-owned land. As blocks of land become available the City could either seek competitive bids through a Request for Proposals (RFP) or negotiate with these pre-qualified developers.

Priority Projects

SECTION 14: PLAN IMPLEMENTATION



Surface Transportation Program

The Indiana Department of Transportation (INDOT) has a program by which local Indiana governments may receive federal funds for a variety of transportation projects. This federal program has several subcategories, including Transportation Enhancements and Hazard Elimination Program. This program can be used to fund a wide range of projects such as infrastructure maintenance, roadway extensions, safety improvements, preservation of abandoned railway corridors for pedestrian and bicycle facilities, improvement of crosswalks, and intersection/roadway improvements.

Recreational Trails Program

The federal Recreational Trails Program provides funding to improve and develop non-motorized recreational facilities and open space, such as pedestrian and bicycle paths. This program is a potential funding source to

Eco-industrial parks have been operating successfully for over 30 years. The oldest was established in Kalundberg, Denmark. North American examples include Sarnia, Ontario; Calgary, Alberta; and Devens, Massachusetts.

Resource Recovery Park

Resource recovery parks act as nodes or centers for businesses that operate reuse, recycling, and composting facilities in one central location. They are more efficient because they often allow such businesses to operate at a higher economy of scale or share buildings, administration, or sites. Such parks can also act as a central location for businesses or the public to drop-off or purchase materials. Examples of resource recovery parks include the Cabazon Resource Recovery Park in Mesa, California and Monterey Regional Environmental Park in Marina, California.

Wind/Solar Energy

Wind turbines and solar panel fields are examples of sustainable energy that can be accommodated in industrial parks to generate electricity, reducing reliance on non-sustainable sources of electricity generation.

For example, Sharp's new plant in Kameyama Japan includes over 600 transparent, thin-film solar cells within the curtain walls of the building. During the day, they generate electricity while allowing light to pass through. These solar cells also have a moderate shading effect that cuts heat gain from solar radiation and helps reduce the electricity needed for air conditioning. The plant also utilizes a cogeneration system that utilizes waste heat from air conditioning to supply approximately one-third of the annual energy used.

The recent renovation of Ford's River Rouge complex outside of Detroit included photovoltaic panels on the new visitor's center, to turn sunlight into electricity to supplement the building's power supply and solar collectors on the ground heat water for the building. The new truck manufacturing facility has a 10.4-acre "living roof," which is designed to keep the plant warmer in winter and cooler in summer with sedum plants absorbing and filtering water from rain and snow, absorbing carbon dioxide and giving off oxygen.

Former industrial sites can also be used to generate alternative energy sources that can be put back into a community's power grid. For example, 30 acres of the former Bethlehem Steel site in Lackawanna, New York, is being redeveloped as a wind farm. The site, which is adjacent to Lake Erie, will generate 20 megawatts, enough electricity to power 6,000 homes.

Green Space

The conversion of deteriorated underdeveloped residential blocks, industrial/commercial properties and brownfields into new open space is a major component of the Gary Comprehensive Plan. New open space can provide valuable aesthetic, recreational, and quality-of-life benefits.

Appendix A: Past Reports

The following is a summary of existing plans, reports, and documents that were reviewed as part of the Comprehensive Plan process.

Citywide

Gary, Indiana Comprehensive Plan (1985)

This plan provides an overall look at the existing conditions in Gary in 1985, describes the City's goals and objectives, and provides land use and transportation plans for the City. Specifically, it provides a good baseline for conditions in the City 22 years ago and provides specific land use recommendations for each neighborhood.

Neighborhoods & Sub-Areas

Downtown Gary Retail and Office Market Assessment (2001)

The report was prepared for the Gary Urban Enterprise Association (GUEA) by QED Consulting and Lupke & Associates.

The plan identified several issues related to Downtown redevelopment, including:

- The need for a clearly designated lead agency to handle Downtown development;
- The need for increased residential development;
- The property tax rate is higher in Gary than in surrounding communities;
- Downtown levels of employment need to be maintained and strengthened;
- The presence of new regional retail competition.

Downtown Gary Retail Revitalization Strategy (2006)

Developed for the Gary, East Chicago, and Hammond Enterprise Zone by Community Design Economics, the Retail Revitalization Strategy sought to build upon recent residential and office development in the area and to provide recommendations for using the Enterprise Zone in improving the retail climate. The study found that a balanced strategy should be undertaken in promoting movement of local and independent retailers into many of the spaces while encouraging the growth and proliferation of small-scale, regional, and national franchises. Concerns were raised regarding the high level of public ownership of Downtown sites, the lack of

parking in some locations, and the affect of suburban-style development on the character of the

Increase public access.

Decrease coastal hazards (i.e. preserving lakefront dunes).

Protect underwater archeological resources.

Inventory and protect wetlands, including bolstering the monitoring of on-site septic systems.

Industrial

Route 912 Industrial Park: Conceptual M5Lda2-15lon-site

Extension of the northwest-southeast runway to the northwest;

Rerouting of the EJ&E railroad track around the extended runway;

Property acquisition to the northwest and the southeast of the airport, including properties near Clark Road Station;

Passenger terminal expansion.

Citywide Traffic Study (xxxx)

This report, compiled by Midwest Engineering & Testing Services, Inc. for the City of Gary, looked at traffic conditions throughout the City to determine future needs of signalized intersections. It found that the existing system and control equipment is obsolete, mainly due to its inability to monitor and respond to traffic. The high number of accidents, particularly along Grant Street and Ridge Road, were also cited as problems.

Marquette Plan (2005)

Executive Summary

The Marquette Plan was intended as a “catalyst for rebirth” along a 21-mile segment of Lake Michigan lakefront, including the lakefront in East Chicago. The plan suggests creating an interconnected corridor of dune, swale, river, lake, beach, and reclaimed industrial canals that marks a new direction from the industrial brownfield setting that now dominates. It is also a comprehensive land use vision for the corridor. The Executive Summary states that the plan seeks to:

Recognize the lake as the most important asset in the region;

Increase public shoreline access;

Establish physical, social, and economic connections, including a continuous trail network linking people to the lake, to features along it, and to each other;

Change perceptions of the lakefront and lakefront communities as a destination and as a

Continue to expand the partnerships that are necessary to achieve the vision.

More specifically, it recommends:

The potential reuse of industrial land around Buffington Harbor for entertainment and open space uses, including a new scenic byway, a multi-use trail, and improved lakefront public access;

The creation of a lakefront ecological park;

Consolidation of the U.S. Steel site;

New open space along Lake Michigan east of the shipping canal, including new access from Tennessee Street, scenic overlooks, and water-based recreation;

Reuse of the rest of the industrial land east of the shipping canal;

Restoration of the Grand Calumet River, as well as new water links and riverside trails;

Improvement to the Lake Street corridor to encourage greater tourism, including transit-oriented development and a “Lakefront Learning Campus.”

Appendix B: References

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