



City of East Chicago

# ROXANA TOD PLAN



**The Arsh Group Inc.**  
Applied Real Estate Research  
Robinson Engineering



# ROXANA TOD PLAN

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# 1

# *Introduction*

Transit development in recent years has become an organizing principle for development or redevelopment in many communities. The Roxana TOD Plan aims to transform East Chicago's vision into a framework for guiding the City's physical development over the next five to ten years for two neighborhoods. The Plan will recommend appropriate type, intensity, and character of development for the planning area to achieve a sustainable future through initiating desired land use changes, sequencing improvements and defining future character. The Plan further identifies where future growth should be encouraged based on existing infrastructure, development patterns, and market conditions. The recommendations provided by the Plan are independent of how quickly the City is able to reverse the long term declining trends for industrial based communities. The Plan aims to channel new growth smartly and in line with how residents want their city to look and function. It sets clear guidelines, but remains flexible enough to take advantage of opportunities as they arise particularly of areas in close proximity of the South Shore Commuter rail station.

# Establishing a Vision

The City's vision for the planning area is to create a place with a strong local identity that is economically viable, vibrant, connected and green. In addition the plan aims to change the commuting pattern from a connector pattern -going to Chicago- to a destination pattern where people see East Chicago as the final drop off location. That is, in essence, the core focus of the Roxana Transit Oriented Development Plan (Roxana TOD Plan). With the recent transit expansion in the region, and continued interest in urban transit development, the opportunity has arisen to develop a new vision for transit based development to promote revitalization, increase connectivity and expand community character.

## What is a TOD?

Although definitions somewhat vary, transit-oriented development, or TOD, is a type of community development that includes a mixture of housing, office, retail and/or other amenities integrated into a walkable neighborhood and located within a half-mile of quality public transportation. Many also believe that it is essential that TOD creates better access to jobs, housing, and opportunity for people of all ages and incomes.

### Key Planning Objectives

The primary purpose of the Roxana TOD plan is to promote urban revitalization through development and expansion transit in the City of East Chicago by implementing a set of land use, transportation and urban design policies which will foster revitalization, support aesthetic improvements and promote quality of life for residents. The recommendations set forth in this plan are also intended to guide public and private investment over the next 5-10 years.

### TOD Benefits

- Reduced household driving and thus lowered regional congestion, air pollution and greenhouse gas emissions
- Walkable communities that accommodate more healthy and active lifestyles
- Increased transit ridership and fare revenue
- Added value created through increased and/or sustained property values
- Improved access to jobs and economic opportunity
- Expanded mobility choices that reduce transportation costs
- Creation of a sense of community and place.

## Planning Objectives

- Develop a community based direction for the future.
- Establish a land use guidelines which minimizes conflicts and strengthen fabric of the community.
- Understand market demand and opportunities.
- Assess economic development opportunities to promote revitalization.
- Promote a high quality visual image for the planning area through well designed public and private spaces.
- Plan streets for all users
- Accommodate infrastructure and facilities which ensure long term sustainability.
- Provide implementation guidelines to ensure an orderly revitalization process.
- Update the East Chicago Master Plan (2009).

## Engaging The Community (Process)



STAKEHOLDER MEETING - OCTOBER 2016



PUBLIC MEETING - DECEMBER 2016

The City has engaged in several activities to get input from the community to identify issues and opportunities. The input received through this process have established clear objectives for land use, development, public realm and connectivity.

The planning process for the Roxana TOD Plan started in December 2015. A meeting with area stakeholders was held in April 2016 to get their views on the planning area and the direction the plan development should take. Their input helped drive the creation of the framework plan and defined the various initiatives in the proposed TOD area. The Consultant team held a second meeting with the Stakeholders on October 27, where alternative concepts and recommended land use and connectivity policies were presented and input received.

The Arsh Group further facilitated a community meeting to get resident's comments about the Plan. The meeting was held on December 1, 2016. In this meeting, residents were asked to provide input and review different elements of the draft Plan. After these reviews, the recommendations were refined and formulated into the Final Roxana TOD Plan.



# Regional Policy

The Northwest Indiana Regional Planning Commission (NIRPC)'s 2040 Comprehensive Regional Plan (CRP) proposed integrating transportation, land use, environment, social equity and economic development in local decision making to create vibrant, revitalized and accessible neighborhoods - Livable Centers - in different communities. The NIRPC's Creating Livable Centers Program (CLC) is part of a regional strategy designed to address expected regional growth of 170,000 added people and 80,000 new jobs by 2040. This growth, combined with already congested mobility infrastructure that is primarily automobile dependent, is expected to increase pressure on limited resources as well as adding to the regional air emission. Lake County is classified as a nonattainment area by the U.S. Environmental Protection Agency (EPA). This means the region continues to fail to meet emission control requirements. Such failure may result in emission control sanctions which most likely will have adverse impact on the local and the regional growth. Therefore, a new direction in improving transit access, reducing emissions, and providing more efficient mobility alternatives is required. NIRPC's Livable Centers program is designed, in part, to do so. The program seeks to create neighborhoods that are:

- Compact and mixed use
- Designed to be walkable
- Connected and accessible

NIRPC has provided funding for development of a livable center plan to several communities including East Chicago. The Livable Centers Initiative aims to concentrate future growth within a defined perimeter around central locations, which are defined within each community. In East Chicago, the proposed Livable Centers includes the planning area for the TOD Plan..

## Livable Centers Objectives

- Coordinate land use and transportation planning and development
- Promote local walkability, offering pedestrians and bicyclists safe alternative to driving
- Integrate a mix of uses to promote ease of movement between uses
- Promote regional connectivity, including those of public transportation.
- Increase transit options
- Allow for mixed-use, compact development
- Create a healthier environment
- Preserve unique character of the neighborhoods
- Introduce environmentally sustainable practices

# Regulatory Approval

Indiana Statute, under Title 36, Article 7, as amended, empowers municipalities to plan to control land use activities in an orderly manner. Local governments are further empowered with the purpose of improving “the health, safety, convenience, and welfare of the citizens.” Such purpose can be realized through efforts that support future development and:

- That highway systems (and street systems) be carefully planned.
- That new communities grow only with adequate public way, utility, health, educational, and recreational facilities.
- That the needs of agriculture, industry, and business be recognized in future growth.
- That residential areas provide healthful surroundings for family life.
- That the growth of the community is commensurate with, and promotive of the efficient and economical use of public funds”. (IC 36-7-4-201)

The TOD Plan is organized in five different chapters reflecting local conditions, assessment, future direction, and priorities of the community. The Plan chapters consist of the following.

**Chapter One - Overview** presents the plan objectives, planning process and organization of the plan.

**Chapter Two - Setting** will provide an examination of the planning area’s history, demographics, neighborhood conditions, transportation and market conditions.

**Chapter Three - Assessment** presents an analysis of the current land use, urban character and infrastructure issues. Opportunities which strengthen the neighborhoods and the TOD area are also presented.

**Chapter Four - Future Direction** presents the future land use plan for the Roxana TOD area. It describes proposed land uses, street and pedestrian framework and urban design elements that expand the sense of the place. Recommendations to meet the plan objectives are further presented in the Chapter.



# 2

# Area Profile

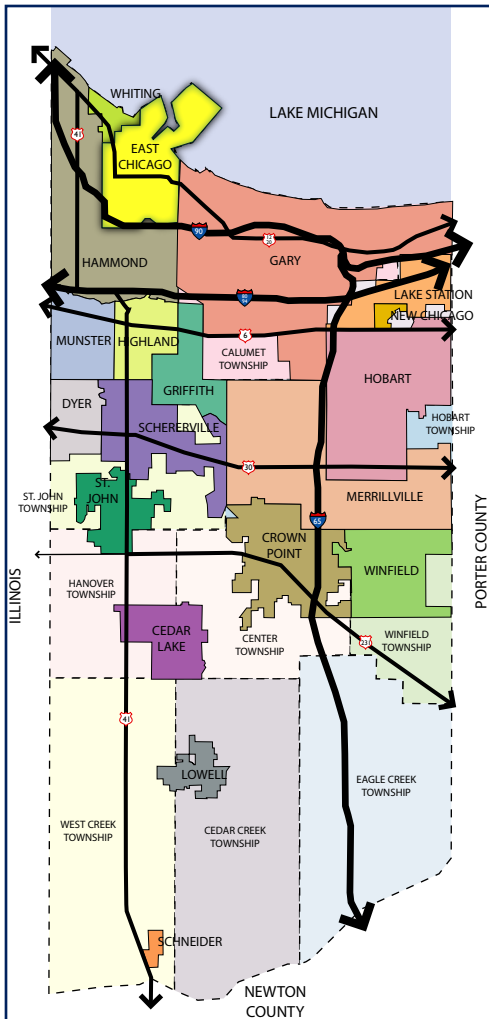


EXHIBIT 1 - REGIONAL MAP

## Regional Context

The City of East Chicago is located in the northern part of Lake County, Indiana. The City shares boundaries with three cities of Gary, Hammond and Whiting. East Chicago lies approximately 25 miles southeast of downtown Chicago and 140 miles northwest of downtown Indianapolis. Indianapolis Boulevard (part of US Highway 20) and Cline Avenue (IN-912) are two major north-south arterials running through the center and eastern portion of East Chicago. The Indiana Toll Road (I-90) crosses the City on the south and provides access at Cline Avenue for the residents. Columbus Drive (US Highway 12) and Chicago Avenue (IN-312) are two other arterials that cross the City and connect regionally to other communities. Michigan Street (part of US Highway 20) is the southern boundary of the city and serves as a regional connector road.

East Chicago evolved from a patchwork of residential neighborhoods separated by large parcels of industrial sites and open space. These traditional old neighborhoods have given rise to distinct character and a strong sense of community. The City currently identifies 14 different residential neighborhoods, each with its own unique character.

What made the City attractive in its early days as a regional industrial hub continues to impact development of the City today. Available and accessibility of infrastructure made it

attractive for businesses to start a business, while new jobs attracted many to move to City or seek employment. Railroads and available transit facilities have played a major role in the City's growth and development. Today, there are more jobs within the City than there are residents. As in the past, the City finds itself in a position again to expand its infrastructure – including those of transit – to attract new businesses and residents as the City goes through a new transformation from an old industrial hub into a more modern community with excellent facilities and access to a variety of transportation and recreation resources.

## History

The City of East Chicago's creation dates back its beginnings to a plat plan of the City in 1887, with the city officially incorporating in 1893. The construction of the Indiana Harbor and Grand Calumet River Ship Canal in 1903 created an extensive connected dock system that provided opportunity for massive industrial development in the City. This helped East Chicago become one of Northwest Indiana's first industrial cities and ports. As an industrial based city, commerce was heavily tied to rail transportation along the waterways which provided connection to the Lake Michigan shipping.

With the growth of the railroad and steel industry, new immigrants arrived to work in the industry from all over the world. East Chicago became a melting pot with four out of five of its citizen being foreign-born. This diversity ushered in ethnically based neighborhood development where people worked, lived, worshipped, and flourished for generations. Unique neighborhoods such as Roxana, Marktown, and Indiana Harbor had their own distinct character. Indianapolis Blvd. and Chicago Avenue served as the spine for the growth of the City as they became corridors which provided not only access, but also a variety of opportunities for living, shopping, and working. These characters continue to this date, albeit at a lower intensity.



MICHIGAN AVENUE, 1900s



STANDARD FORGE PLANT, 1967.





SOUTH SHORE TRAIN ON ORIGINAL CHICAGO AVENUE ALIGNMENT, 1947.



SOUTH SHORE TRAIN, 1981.

The South Shore Rail Company was also part of this tremendous growth. The South Shore Line initially provided service on Chicago Avenue as on-street running service, connecting East Chicago to Chicago in the west and South Bend to the east. In 1957, the South Shore Line moved its tracks to an elevated road bed parallel to newly constructed Indiana Toll Road as the company sought to mitigate traffic issues and increase speed for its urban segments. This allowed riders to access the boarding platform through a small temporary station located immediately east of Indianapolis Blvd. The new station location did not attract any new development due to the temporary design of the station and the character of the surrounding land uses. The first station was closed in 2005, when NICTD, the new owner of the South Shore Line, built a new station about 400' east with more than 1,200 parking spaces.

The City's identity of a hub of industrial complexes and smaller neighborhoods has changed in recent decades. Severe population loss, loss of industrial jobs, and a transitory population have had a significant impact on the City's outlook and future direction. In recent years, the City has been examining alternatives to create a more sustainable community by engaging in a variety of economic and community development activities. The development of a transit friendly community is one of these initiatives. The announcement by NICTD in 2015 to add a new western line – the Westlake Corridor – to its system has given the additional impetus to identify opportunities for development and redevelopment, as the proposed Westlake line will most likely impact the current ridership in the City. The Roxana TOD initiative also aims to foster a new era in the city's history by creating a more vibrant and sustainable community that is not only an industrial hub, but also a bedroom community which is connected to major regional employment centers.

# General Area Summary

The study area spans from 149<sup>th</sup> Street on the north to Michigan Street – the City boundary – in the south. The boundary of the planning area is generally Railroad Avenue on the east and White Oak Avenue – the City’s western boundary – on the west. The study area includes the entirety of the Roxana Neighborhood and part of the Southside Neighborhood.

The Roxana neighborhood extends from the west side of Indianapolis Boulevard to White Oak Avenue, the border between East Chicago and Hammond. With the exception of the Roxana neighborhood, the South Shore station site is surrounded by industrial uses. To the north, access to the site is via an underpass beneath the rail line and I-90, followed by a massive electric power transmission corridor, the Calumet River, and the East Chicago Sanitary District’s wastewater treatment plant, along with a few other industrial structures, both occupied and abandoned.

The South Shore rail line and Indiana Toll Road cross the area on the southern part of the study area. The Indiana Toll Road and South Shore Line elevated right of ways serve as a major barrier, dividing the study area into two impenetrable segments and limiting connectivity for the area. South of the station, Michigan Street provides access from both the east and west, and is also the City boundary between East Chicago and Hammond.

The largest single land use in the area is the Roxana Marsh, a natural State Preserve, located west of Indianapolis Blvd. and along the Grand Calumet River. Downtown East Chicago is about four blocks north, which has a number of businesses and amenities for the community. Indianapolis Blvd. bisects the area and has been a traditional business corridor in the City.

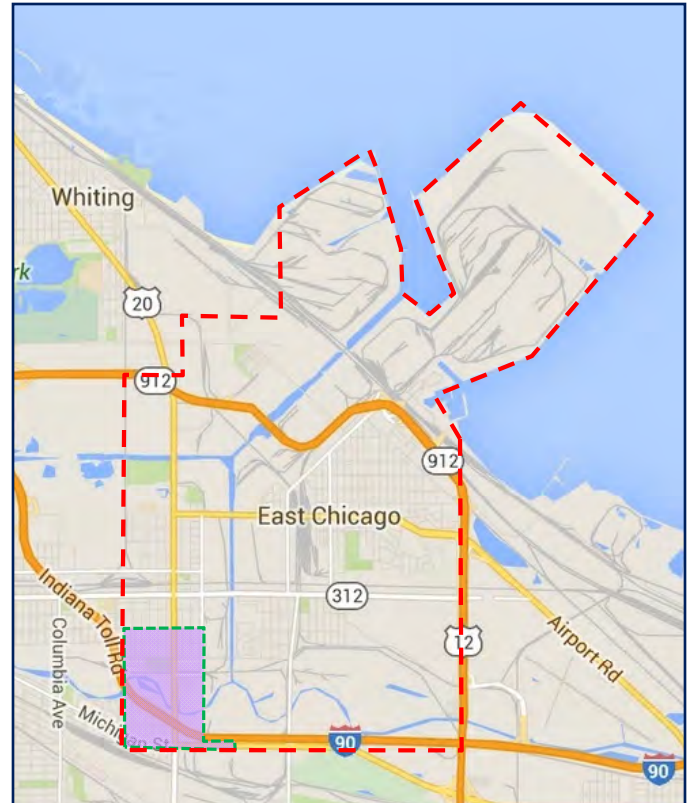


EXHIBIT 2 - STUDY AREA WITHIN EAST CHICAGO

# Demographics

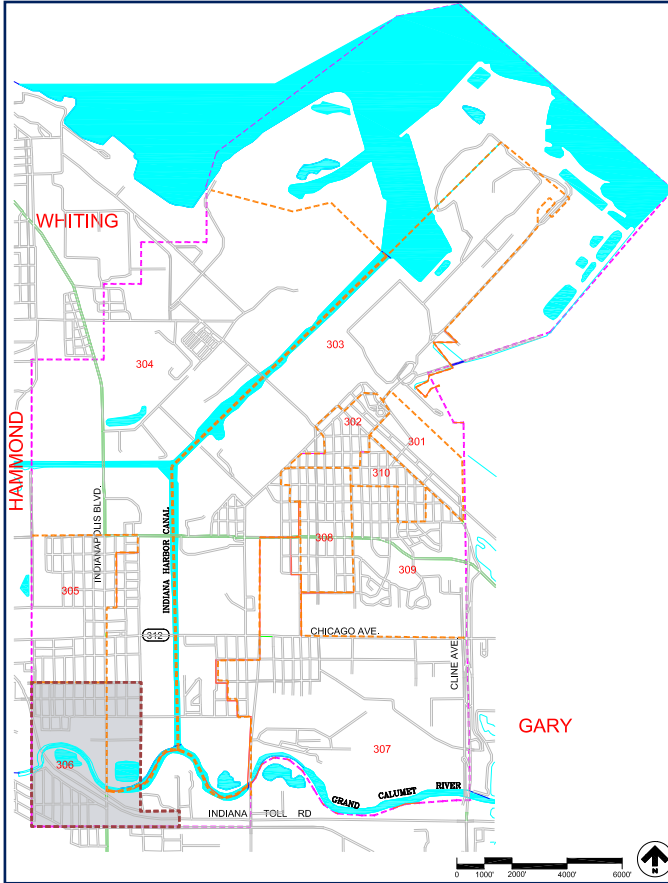


EXHIBIT 3 - CENSUS TRACT MAP

The planning area is covered by two census tracts. Census Tract 304 partially covers the east side portion of Southside Neighborhood, while Census Tract 306 covers all of the Roxana Neighborhood as well as southern portion of the Southside Neighborhood. The planning area as a whole has about 4,727 people. This is about 16% of current City population.

The population of the City has changed for the last three decades as a result of loss of jobs and relocation of unemployed individuals to suburban communities and outside of the region. According to the most recent Census information, the City's population is about 29,387, a decline of about 10% over the last decade.

Population	East Chicago	Roxana	Southside
TOTAL	29,387	1,150	3,577
		4,727	

TABLE 1 - STUDY AREA POPULATION (SOURCE: ACS 2014)

NOTE: % BASED BG CALCULATIONS FOR SOUTHSIDE/ROXANA USED 78.2% OF CT306-BG4

Area	2000	2010	2014	Change (2000-2014)	Change (2010-2014)
East Chicago					
Population	32,414	29,698	29,387	-9.3%	-1.0%
Households	11,707	10,724	9,890	-15.5%	-7.8%
Census Tract 306					
Population	4,937	5,052	5,220	2.3%	3.3%
Households	1,858	1,1669	1,652	-10.2%	-1.0%
Lake County, IN					
Population	484,564	496,005	490,574	1.2%	-1.1%
Households	181,633	188,157	182,919	0.7%	-2.8%

TABLE 2 - POPULATION AND HOUSEHOLD TRENDS, 2000-2014 (SOURCES: U. S. CENSUS, AMERICAN COMMUNITY SURVEY, APPLIED REAL ESTATE ANALYSIS, INC.)

**Households.** Households in the area are typically larger for the Roxana neighborhood than the City as a whole, indicating presence of children in the families. In contrast, households in Southside Neighborhood are smaller, which is probably influenced by availability of ample rental units. The number of households continue to decline in the City, despite the availability of reasonably priced homes.

Average H.H. Size	2014		East Chicago
	CT 304	CT 306	
Households	2.65	3.16	2.96
Families	3.78	3.75	3.72

TABLE 3 - HOUSEHOLD SIZE

**Age Distribution.** The population of Roxana is, overall, slightly older than the population of East Chicago. In the Roxana portion of Census Tract 306, persons 65 and older account for about 15% of the total population compared to about 6% in the rest of the planning area. This means that there is likely to be a noticeable shift in neighborhood dynamics over the next decade. Many of the older householders are also homeowners, and a substantial shift in population could lead to an increase in renter households.

Age	East Chicago		Roxana		Southside	
	#	%	#	%	#	%
0-14	7,691	26.2%	211	14.4%	761	23.3%
15-24	4,984	17.0%	181	12.3%	720	22.1%
25-44	6,836	23.3%	396	27.0%	781	23.9%
45- 64	6,753	23.0%	445	30.4%	814	24.9%
65 - over	3,123	10.6%	233	15.9%	185	5.7%
Total	29,387	100.0%	1,466	100.0%	3,261	100.0%

TABLE 4 - AGE DISTRIBUTION

For Lake County as a whole, the population is aging. Only 20% of the population is 14 or younger, while 13.9% is 65 or older.

**Housing Units.** The planning area contains a total of about 1,968 housing units. This constitutes about 15% of the total housing units in the City. The housing units in Roxana consist primarily of single family units, while, with the exception of a few blocks, a large portion of the homes in the Southside Neighborhood consist of duplex and higher density apartment buildings. There are a number of residential buildings on Indianapolis Blvd.; these are mostly multifamily in character.

Housing Type	Roxana		Southside		East Chicago	
	#	%	#	%	#	%
Owner Occupied	346	84.2%	368	34.8%	4,292	43.4%
Renter Occupied	65	15.8%	689	65.2%	5,598	56.6%
Total Occupied	411		1,057		9,890	
Vacant	24	5.5%	359	25.4%	3,355	25.3%
Total	435		1,415		13,245	

TABLE 5 - HOUSING DISTRIBUTION

The condition of housing varies significantly in different parts of the planning area. Roxana's housing conditions are generally stable with about 5% vacancy rate. Most of this vacancy is expected to be in a few apartment buildings rather than owner-occupied single family homes. In contrast, Southside Neighborhood has a vacancy rate similar to the City rate. However, most of the vacancy rate is expected to be in the northern part of the neighborhood rather than southern part.

**Income Distribution.** Households in the planning area are slightly more affluent than households citywide in East Chicago, but less affluent than households throughout Lake County. Households are the primary purchasing unit for retail goods and services. Low-income households spend a greater portion of the income on food, shelter, and transportation than their more affluent neighbors. Almost half (46.7%) of the households in East Chicago have incomes of less than \$25,000. This severely limits the amount of disposable income in the City for consumer expenditures. Limited income also creates challenges for new housing development, as such developments will have to be, at least initially, subsidized at deeper rates to build the required critical mass for economic sustainability.

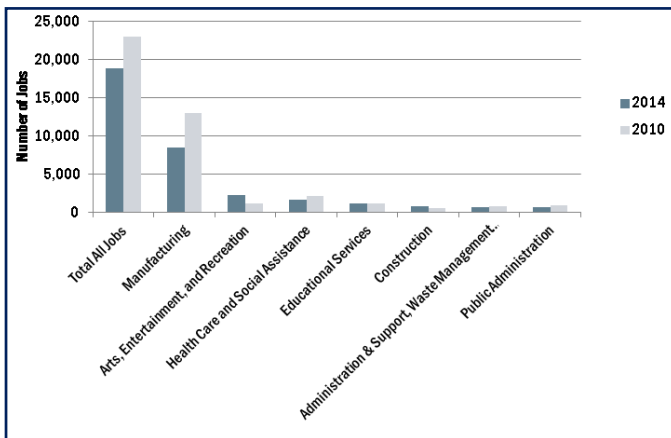


EXHIBIT 4 - EMPLOYMENT TRENDS, 2010-2014

**Employment.** Employment trends affect all aspects of an area’s economy and market demand. Individuals will travel great distances to find employment, but they prefer to live somewhere that is relatively convenient to their place of employment. Traditionally, the City of East Chicago has been a job generator and exporter, as there are more jobs in the City than what is currently held by the City residents. Nonetheless, the City must continue to make efforts to create local jobs, as more jobs in East Chicago increases the potential demand for additional housing and increases the amount of money available for expenditure on retail goods and services.

Between 2010 and 2014, the number of persons employed in East Chicago declined by 4,167 to 18,931. While there were gains in employment in Construction, Arts, Entertainment and Recreation, they were offset by a loss of 4,500 manufacturing jobs and smaller losses in other employment sectors, including Health Care and Social Assistance.



# Land Use

The land use character of the study area is influenced by several physical barriers which have divided the city into smaller islands of activities, each with its own unique character. Within the planning area, four distinct land use characters can be identified.

- Corridors, namely Indianapolis Blvd. and Michigan Street with mixed uses
- Open and green space
- Residential Neighborhoods
- Industrial uses

The most influential element in the study area is Indianapolis Blvd. with its historical and regional role in the City's development. The street dates back to early days of City and has continued to evolve over the years. Land uses and the density of development in the planning area transition from Indianapolis Blvd. and Michigan Street into the neighborhoods that surround them. Other barriers include Indiana Toll Road, South Shore rail line, and the Grand Calumet River.

## Corridors

- Indianapolis Boulevard corridor is predominantly mixed in character, but the character changes as one moves south where industrial uses dominate the frontage.
- A large segment of the Indianapolis Blvd. middle section is occupied by institutional uses such as a park, a nature preserve, and the Sanitary District. Most of these do not provide active edge and thus add to the sense of isolation for the public realm.
- Michigan Street has a combination of well-maintained residential uses and a mix of marginal and commercial uses.
- With the exception of a few buildings on the corridor, most residential buildings appear to be obsolete and require replacement or major rehabilitation.
- Marginal and conflicting uses present numerous planning challenges as well as opportunities.

## Current Corridor State

- Conflicting land uses
- Heavy truck traffic discourage new development
- Not pedestrian or bicycle friendly
- Loss of neighborhood commercial services
- Opportunity to expand diversity of uses to create vitality
- Pressures on the corridors for parking
- No sense of place

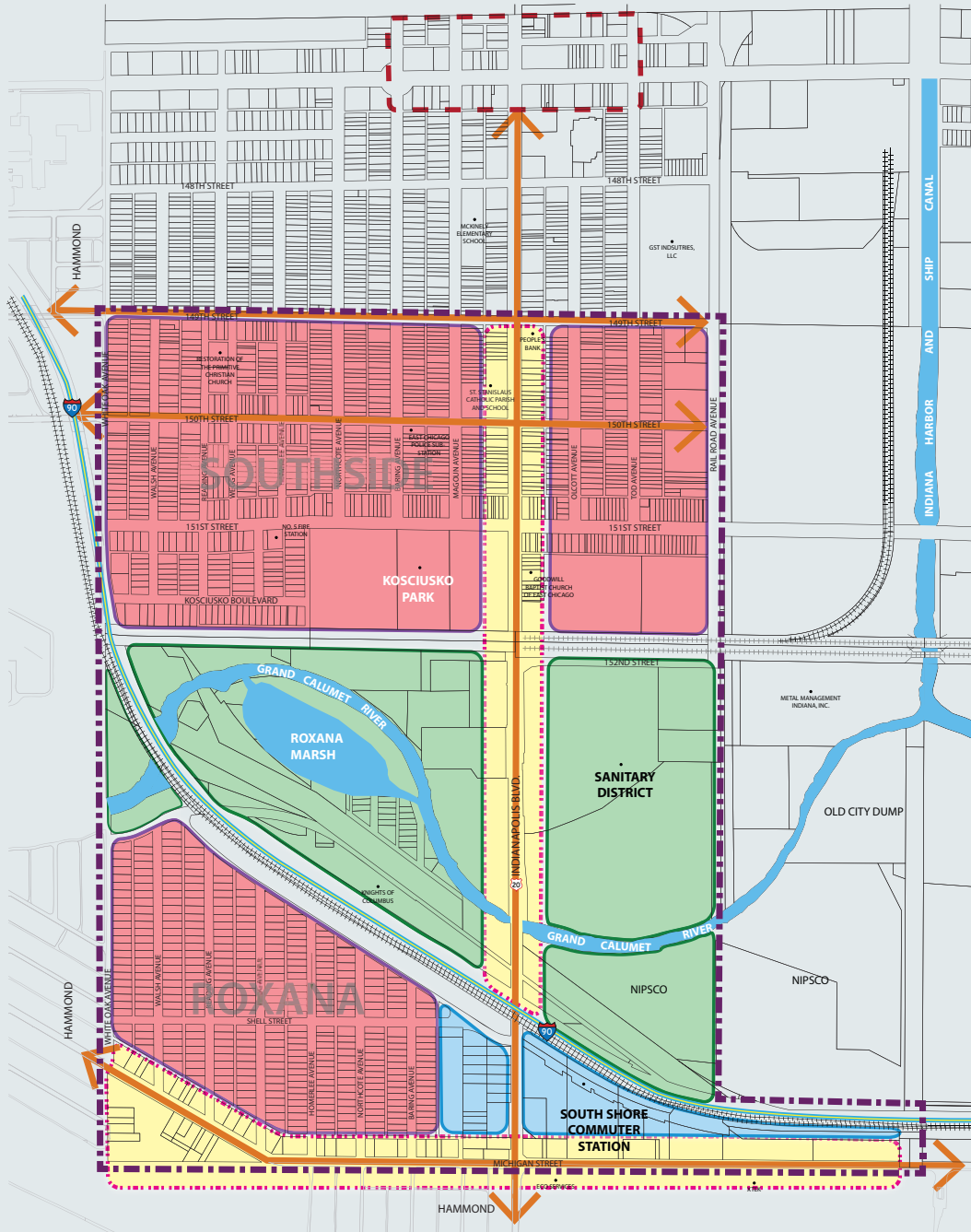
# ROXANA TOD PLAN

CITY OF EAST CHICAGO

LAND USE CONTEXT

### Legend

- PRIMARY ARTERIES
- NEIGHBORHOODS
- - - CORRIDORS
- WATERFRONT
- TRANSIT
- DOWNTOWN



**The Arsh Group, Inc.**  
Applied Real Estate Analysis, Inc.  
Robinson Engineering

EXHIBIT 5 - LAND USE CONTEXT

## Open and Green Space

- The middle section of the planning area is dominated by open space, parks, and vacant or inactive land. Most of the vacant land in the area is undevelopable due to lack of access, wetlands, or overhead powerlines.
- The Grand Calumet River crosses the planning area and provides a strong linkage between several uses, as well as current and former industrial uses. The River corridor can be a major resource; however, lack of public access and its historical industrial attraction has deterred public and recreational use of the River.
- Roxana Marsh Preserve occupies more than twenty acres on both sides of the river, where most of the land has been reclaimed and restored from previous industrial uses. Combined with other natural land owned by other owners, the area contains more than 69 acres. Roxana Marsh is part of the larger Great Lakes Legacy Act Project aimed at turning a toxic hot spot—the Grand Calumet River—into an asset. The current Marsh site is planned to provide habitat for migratory birds and wildlife. Future restorations could extend the natural corridor to other locations along the River.
- The old Indiana Harbor Belt rail line crosses Indianapolis Blvd., but it is abandoned on the west. This right of way could offer opportunity for additional open space south of Kosciusko Park.



GRAND CALUMET RIVER



ROXANA MARSH



HOMES IN ROXANA NEIGHBORHOOD

## Neighborhoods

The planning area covers two distinct neighborhoods. The Roxana neighborhood features well maintained homes, access to transportation, somewhat isolated setting, and ample availability of local public amenities. Land use conditions in the interior blocks is dominated by single family homes that are typically in good condition. On the edges of the neighborhood – Michigan Street and



HOMES IN SOUTHSIDE NEIGHBORHOOD

Indianapolis Blvd. – there are a variety of land uses, some of which exhibit deterioration and use conflict. These conditions have created a less than desirable arrival zone and public realm for the neighborhoods.

The Southside Neighborhood consists of diverse land uses and densely populated blocks. Mix of uses is clearly evident throughout the neighborhood. Residential uses consist of single family, two flats, and multifamily homes. The housing conditions are generally fair, but there are many vacant properties and underutilized mixed use buildings, particularly on the eastern portion of the neighborhood. Blocks on the southern part of neighborhood consist primarily of single family homes and are typically in better conditions. The proximity to Kosciuszko Park and Grand Calumet River appears to have positive impact on the stability of these blocks. Southside contains several institutional uses consisting of churches and schools. These institutions occupy a large section of the neighborhood, as well serving as an anchor for the community.

## Urban Character

**Street Layout.** The dominant original feature of the neighborhoods is a mix of long and short rectangular blocks, divided by alleys, and created to link the residents to Indianapolis Blvd., Chicago Avenue, and Michigan Street. Outside of the eastern section of Michigan Street, which is dominated by the South Shore parking lot, most streets have concrete sidewalks that are separated from the pavement by a grass strip. There are two blocks between 149<sup>th</sup> and 151<sup>st</sup> and one block east of Baring Avenue that are only half blocks.



**Lot Shape and Layout.** Most lots within the area are usually narrow, deep, and flat with car access from the alley side. Garages and other outbuildings are typically sited to the rear. While there is great variety in the architectural styles, ranging from bungalows to frame and four square, there is a good number of Cape Cod styles in the neighborhoods particularly in Roxana neighborhood. Building style tends to vary more in the Southside Neighborhood as there are clear deviations in the scale, setback, and spacing of the buildings within each block. There are several vacant residential lots within the area that can be used for infill development.

**Street Elements.** All streets have utility poles with light fixtures attached to them. The old light poles have been replaced with modern period lighting in most blocks. The City plans to continue the replacement process for those streets that currently have wooden poles. Other streetscaping or landscaping is missing on the streets. Most parkways lack street trees, and some even have been paved for parking. The commercial and industrial sites edging the neighborhoods are typically void of any type of streetscaping. Although signage is available for all blocks, the neighborhoods lack a clear entry gateway.

**Site Elements.** Homes are generally well maintained, particularly in Roxana neighborhood and southern blocks of Southside. Most homes have foundation plantings with yards containing a variety of mature trees and shrubs. The majority of entry walks are concrete. Most outbuildings consist of garages.

**Retail/Service Commercial Buildings.** Fronting each of the corridors, there are several nonresidential buildings. These buildings vary widely in style and period of construction. They generally lack a relationship to each other or the block they are located in. Early buildings tend to be mostly brick with flat or shed roofs and some have decorative brick detailing. Later buildings are more utilitarian with concrete block or synthetic material facades. Some buildings are flush with the sidewalk while others are set back with parking in the front. Some



MODERN PERIOD LIGHTING IN ROXANA



MIXED BUILDING STYLES ALONG INDIANAPOLIS BLVD.





SOUTH SHORE STATION

commercial buildings are houses that have been converted; other commercial buildings have converted apartments on the upper floors. Most recent developments are typically suburban-style developments with a single use tenant in one-story structures. The commercial uses primarily cater to the neighborhood, i.e. restaurant, taverns, and services.

**South Shore Station.** The South Shore station is nestled in the railroad embankment, about 450' from the edge of the street with an industrial looking building consisting of precast concrete and glass, with very limited visibility from the Indianapolis Blvd. The site can be characterized as a vast paved parking lot with no on-site amenities or connections to the street.

## Industrial



TYPICAL INDUSTRIAL USE ON INDIANAPOLIS BLVD.

While industrial uses can provide the needed employment for residents, many of the existing industrial uses date back to early last century and consist of outmoded buildings that are severely deteriorated or underutilized. These buildings give the center of the planning area a distinctive character with their large scale and abundant, yet unorganized open space. At street level, the appearance includes views of a scrap yard, battered and rusting chain link fences, and utility highlines. The forms typically reflect the utilitarian nature of the buildings, and their materials are typically metal or masonry. With the exception of couple of businesses on Railroad Avenue, most of the industrial uses are underutilized buildings with the predominant use being storage or warehousing. Many are unattractive without a defined façade, entry point, or curb and sidewalks. Some are encroaching into the neighborhood and severely impact residential uses along Tod Street.

# General Zoning

The planning area has a mixture of residential, commercial, and industrial zoning classifications.

**Residential.** Most residential uses in the study area are zoned either R-1, R1A, R3, or R4. These zoning districts allow from single family homes to two family and multi-family residential respectively. The single family home is most prevalent in Roxana and the southern blocks of Southside, while higher density housing is dominant in blocks north of 151<sup>st</sup> Avenue.

**Commercial.** Most commercial zoning in the study area is C-1 (Neighborhood Commercial). This type of zoning primarily covers several blocks along Indianapolis Blvd., Michigan Street and two blocks, between Homerlee and Reading Avenues. This type of zoning generally allows neighborhood retail uses and services. The General Commercial (C-2) zoning district, which allows a wider range of uses, is present on blocks south of 149<sup>th</sup> Street along Indianapolis Blvd., as well as the area on the corner of Michigan Street and Indianapolis, and south of Michigan Street and White Oak Avenue. The Knights of Columbus property is also zoned as General Commercial.

**Industrial.** The majority of the Industrial zoning is Heavy Industry (M-2). This type of zoning covers both sides of Indianapolis Blvd., stretching from White Oak to Railroad Avenues in the heart of the planning area. A portion of the South Shore parking lot is also zoned as Heavy Industrial. Light Industry (M-1) zoning is identified along the northern part of Railroad Avenue next to residential uses.











**Parks/Open Space.** Despite significant amount of open space, zoning for parks in the area is limited to three parcels: Kosciusko Park, Roxana Park, and two small parcels along Knight of Columbus Drive (North Roxana Drive).

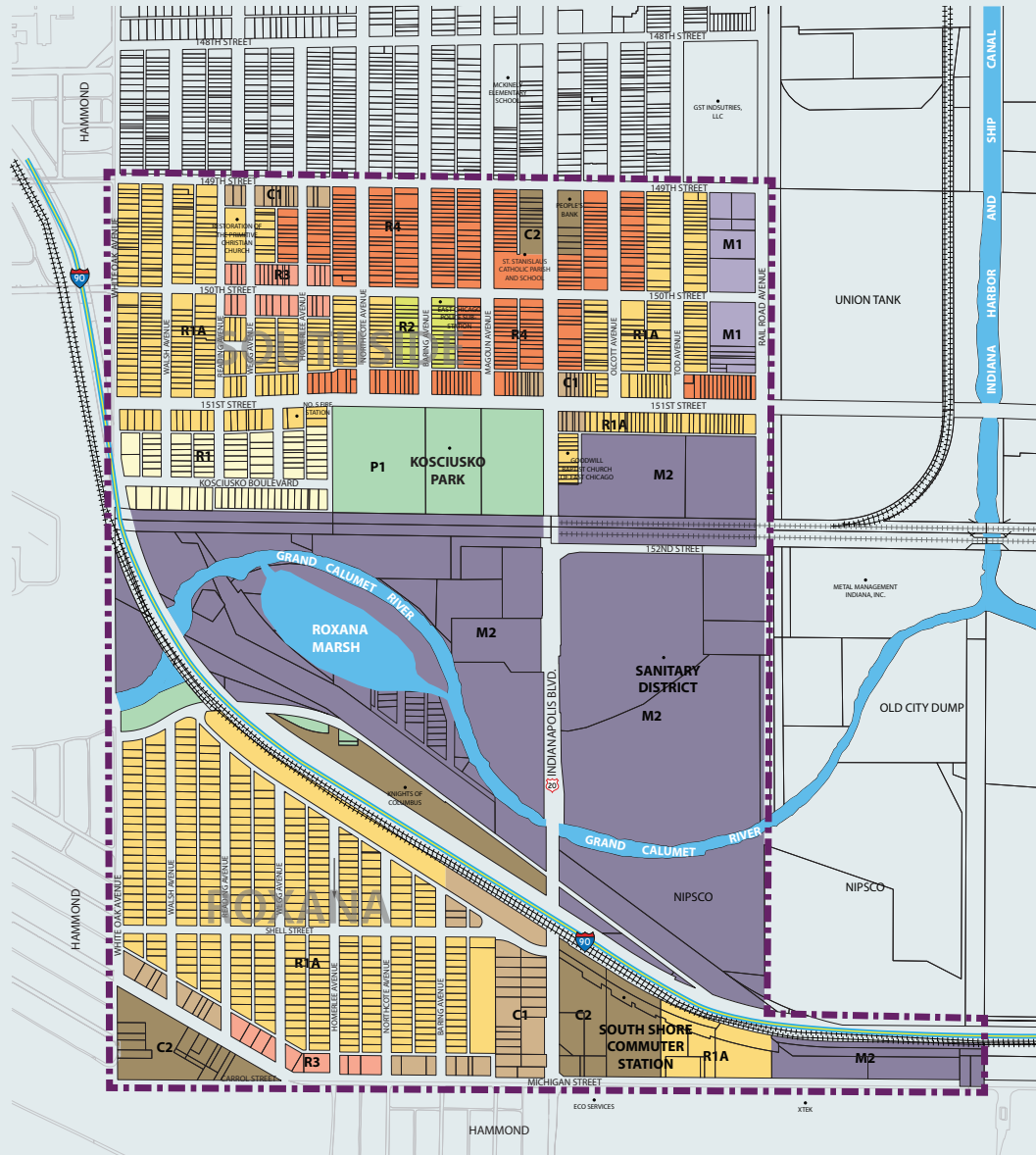
# ROXANA TOD PLAN

CITY OF EAST CHICAGO

EXISTING ZONING

### Legend

- |   |                            |   |                          |
|---|----------------------------|---|--------------------------|
|  | R1 - SINGLE FAMILY (S.F.)  |  | M1 - LIGHT INDUSTRY      |
|  | R1A - S.F. SEMI DETACHED   |  | M2 - HEAVY INDUSTRY      |
|  | R2 - 2 FAMILY DWELLING     |  | C1 - NEIGHBORHOOD RETAIL |
|  | R3 - M.F. 2 STORY ROWHOUSE |  | C2 - GENERAL COMMERCIAL  |
|  | R4 - M.F. 3 STORY OR LESS  |   |                          |
|  | P1 - PARKS                 |   |                          |



 The Arsh Group, Inc.  
Applied Real Estate Analysis, Inc.  
Robinson Engineering



EXHIBIT 6 - EXISTING ZONING

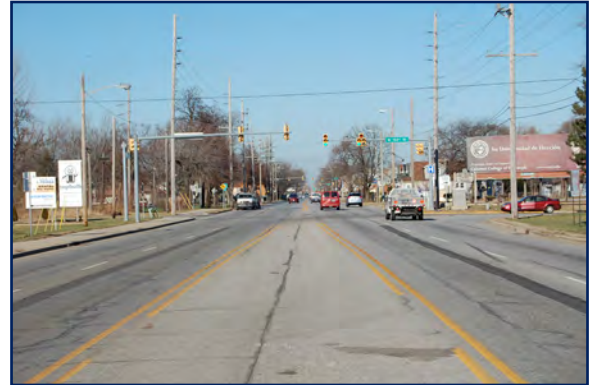
# Mobility

Transportation systems have had an enormous impact on the urban fabric of the City, as the built environment depends on access. Water access – including those of canals – and rail lines fueled East Chicago’s initial development. Streetcars later facilitated and focused growth outside of the central core. In the middle of last century, highways encouraged a dispersed regional development pattern which has resulted in many challenges in industrial communities.

Because of these challenges, providing access to multiple modes of transportation and infrastructure to meet the demand of the population is needed. Given the demands of its population, the City has an extensive—though aging—infrastructure network in place. Water, sewer, natural gas, electric, and communications service almost all parts of the City, and generally have sufficient capacity to support current and anticipated growth over the next 20 years. However, next generation infrastructure for transportation, energy, and communications must be accommodated as the city moves forward.

**Roadway Network.** The road network in East Chicago range from local, collector, and arterial roads. The two major arterial corridors – Indianapolis Blvd. and Michigan Street – serve as regional facilities and connect the City to the regional network. Indianapolis Blvd. has a mixed roadway width; much of the right of way is 90’ in width, but various sections range from appx. 78’ to over 120’ wide. Michigan Street, similarly, has a road width that ranges from 60’ to 80’, with the narrowest segment being immediately west of the Indianapolis Blvd intersection.

The grid system is typically intact in most of the area, except where the system is interrupted by an existing railroad track or the Toll Road. A lack of multiple north-south connectivity concentrates vehicles on Indianapolis Blvd. This has resulted in increasing congestion at key intersections and heavy truck traffic on the street. Local streets typically have a 60’ right of way, with the exception of 151<sup>st</sup> Street, which has 80’-wide right-of-way west of Indianapolis Blvd. and 90’-wide right-of-way on the east







INDIANAPOLIS BLVD. ENTERING SOUTHSIDE NEIGHBORHOOD

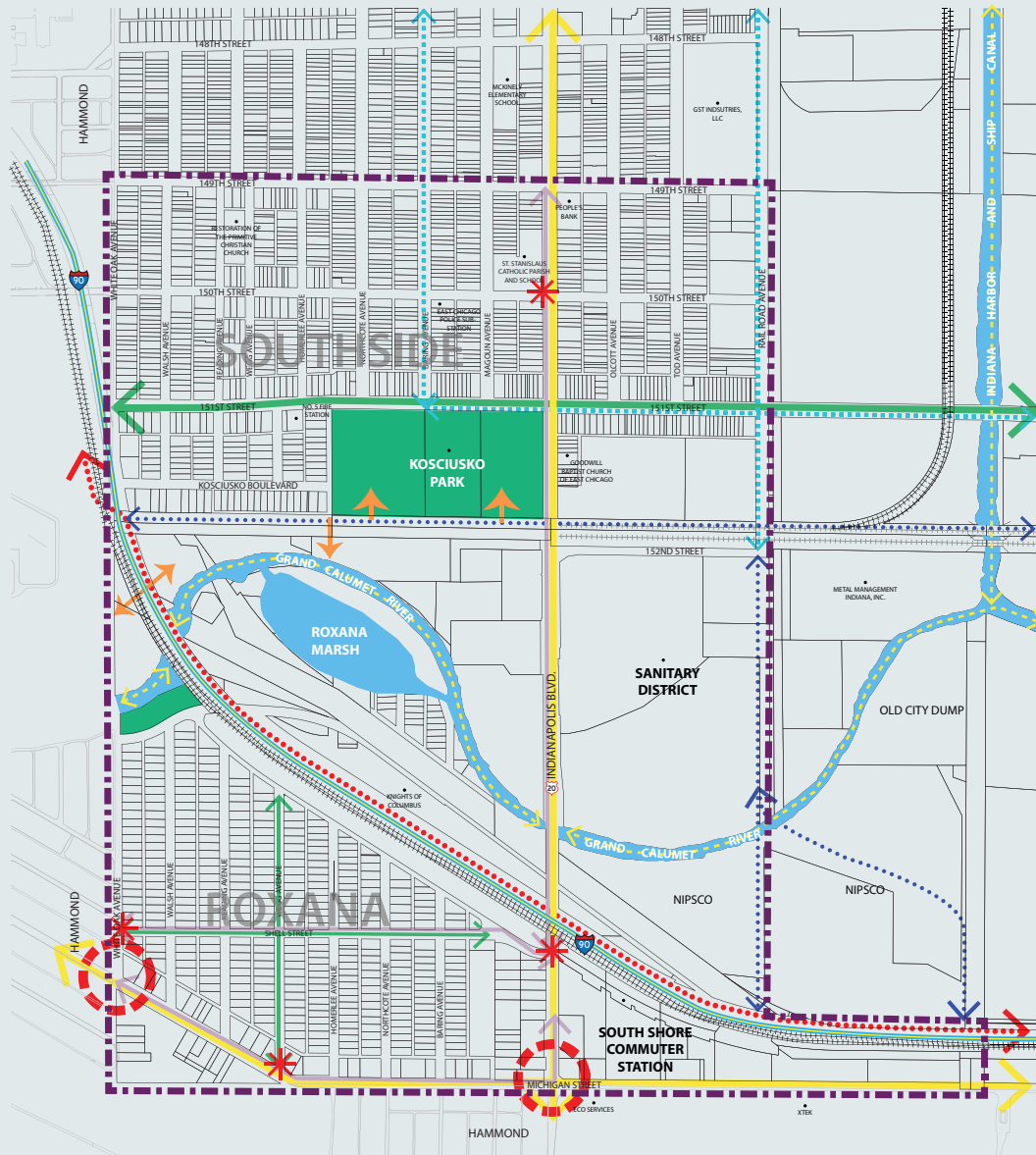
# ROXANA TOD PLAN

CITY OF EAST CHICAGO

## TRANSPORTATION ELEMENT

### Legend

- |   |                      |   |                   |
|---|----------------------|---|-------------------|
|  | GATEWAY (MAJOR)      |  | EXISTING PARK     |
|  | NEIGHBORHOOD GATEWAY |  | EXISTING BIKEWAYS |
|  | CORRIDOR ENHANCEMENT |  | REGIONAL TRAIL    |
|  | COMPLETE STREETS     |  | BLUEWAY           |
|   |                      |  | BIKE PATHS        |
|   |                      |  | BUS ROUTES        |



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EXHIBIT 7 - TRANSPORTATION ELEMENTS



side. The Roxana neighborhood has a very good internal roadway network; however, it is isolated from other neighborhoods.

## Intersection Conditions

### Indianapolis Boulevard - 149<sup>th</sup> St. to Michigan St.

- Intersections at Michigan Street, Roxana Drive, 152<sup>nd</sup> Street, 151<sup>st</sup> Street, 150<sup>th</sup> Street, and 149<sup>th</sup> Street are currently signalized and consist of two lanes in each direction. Currently, the inside lanes handle both through and left turn movements and the outside lanes handle both through and right turn movements.
- Center turn lanes are present along this corridor from 152<sup>nd</sup> to Michigan Street.
- The existing lane widths meet the current standards of 12’.
- The roadway consists of an urban cross section consisting of curb and gutter and an enclosed drainage system.
- Crosswalks are present between W 149<sup>th</sup> to W 151<sup>st</sup> Street and at Shell Street.

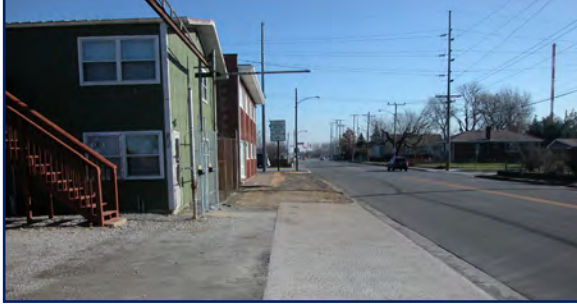
Currently, these intersections along Indianapolis Blvd. are within existing neighborhoods which typically has an increase in pedestrian traffic. The Southside neighborhood has not updated the majority of the curb ramps to meet the Federal guideline for the Americans with Disabilities Act (ADA). The existing pavement markings at existing intersection along Indianapolis Boulevard need to be reapplied. Existing stop bars and crosswalks have faded over the years.



SIGNALIZED INTERSECTION IN SOUTHSIDE NEIGHBORHOOD



INDIANAPOLIS BLVD. AND KNIGHTS OF COLUMBUS DR.



MICHIGAN STREET, LOOKING EAST

### Michigan Street - Indianapolis Blvd. to White Oak Ave.

- Only one signalized intersection exists within this corridor and it is at Indianapolis Boulevard. This intersection has signalized restricted left turning lanes at all approaches. See Table 6.
- The intersection of Michigan Street at Walsh Avenue controls traffic by the use of a stop sign
- The intersection at Walsh Avenue consists of one lane in each direction.
- The existing lane widths meet the current standards of 12'.

Currently, the intersections at Northcote Avenue and Homerlee Avenue along Michigan Street have crosswalks. These intersections connect the pedestrian traffic to a small residential neighborhood in the City of Hammond. The Roxana neighborhood has updated the majority of the curb ramps to meet ADA guidelines.

All the intersections within Roxana and Southside neighborhoods are currently controlled by stop signs. The Michigan Street corridor has one lane in each direction. Michigan Street and Indianapolis Boulevard has signalized restricted left turning lanes at all approaches. See Table 6 for additional information of each existing intersection configuration along Indianapolis and Michigan corridors.

Curb and gutters appear to exist in almost all the study area to handle drainage. In areas where curb or curb and gutter exist, but the face of the curb has been reduced due to asphalt overlays, they still appear to effectively drain the streets. Michigan Street, U.S. Highway 20 section, does not have curbing but uses road side shoulders and swales to address drainage on the roadway.



Intersections	Traffic Control	Left Turn Lanes	Right/Auxiliary Turn Lanes
INDIANAPOLIS BOULEVARD			
Michigan Street	Cable Signal	Dedicated Left	Dedicated Right (3 Legs), Combination (Thru/NB Indy Blvd)
Shell Street	Mast Arm Signal	Dedicated Left	None
Roxana Dr.	One-way Stop (Roxana Dr.)	None (Center island pavement marking)	None
152nd St	Mast Arm Signal	None	None
151st St	Mast Arm Signal	None	None
150th St	Mast Arm Signal	None	None
149th St	Mast Arm Signal	None	None
MICHIGAN STREET			
Magoun Ave (Hammond only)	None	None	Auxiliary
Baring Ave	One-way Stop (Baring Ave)	None	Auxiliary
Northcote Ave	One-way Stop (Northcote Ave)	None	Auxiliary
Wegg Ave	One-way Stop (Wegg Ave)	None	Auxiliary
Reading Ave	One-way Stop (Reading Ave)	None	Auxiliary
Walsh Ave	3-Way Stop (T-intersection)	None	Auxiliary
White Oak Ave	One-way Stop (White Oak Ave)	None	Auxiliary

TABLE 6 - INTERSECTION CONFIGURATIONS

## Sidewalk Network

### Indianapolis Boulevard - W 149th St. to Michigan St.

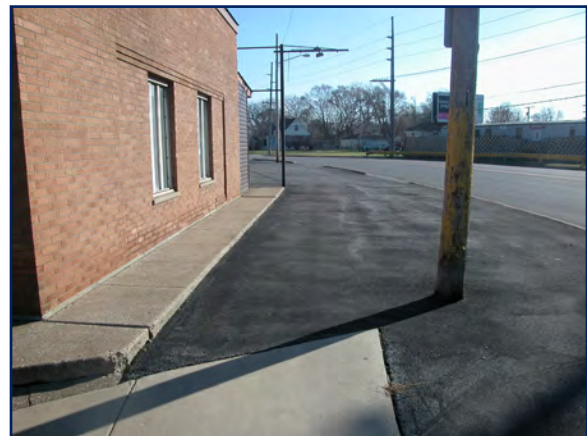
- Grass parkways and pedestrian friendly sidewalks are present north of W 152st Street to W 150<sup>th</sup> Street. From W 150<sup>th</sup> Street to W 149<sup>th</sup> Street, grass parkways and sidewalks are along the east side; along the west side the parkway consists of concrete sidewalk to the right of way.
- The section between W 152<sup>nd</sup> Street and Michigan Street currently does not have sidewalks along the east side, but the west side within these same limits does include sidewalks.



SIDEWALK PAVED TO THE RIGHT-OF-WAY IN SOUTHSIDE NEIGHBORHOOD

### Michigan Street- Indianapolis Blvd. to White Oak Ave.

- West of Indianapolis Blvd. to White Oak Avenue, existing sidewalks are not continuous. In this section, there are large segments in which no sidewalks exist at all.
- East of Indianapolis Blvd. along Michigan Street, no sidewalks exist.



DISCONNECTED SIDEWALK ON MICHIGAN STREET

152<sup>nd</sup> Street does not have sidewalks between Indianapolis Boulevard and Railroad Street due to industrial development along this block. Sidewalks are very sparse on Michigan Street between Indianapolis Boulevard & White Oak Avenue. No sidewalks exist on Michigan Street east of Indianapolis Boulevard. This section is within the U.S. Highway 20 section and does not have any attraction that promotes pedestrian traffic.

## Transit Network



ELEVATED SOUTH SHORE STATION PLATFORM

The South Shore Line (SSL), operated by Northern Indiana Commuter Transportation District (NICTD), travels from South Bend Airport to Millennium Station in Chicago. NICTD operates 19 stations along this route which includes a station in East Chicago. The South Shore Line has ridership on a given day of approximately 24,000 for all trains. The East Chicago train station accounted for approximately 3,500 riders, which is about 15% of that ridership. An onboard survey for community of origin by station was completed by NICTD in 2013. The East Chicago Station had 1,031 ridership participants in the survey. 28% of riders surveyed said they are from East Chicago. The remaining 72% of riders are from other communities.

The current station, built in 2005, has an elevated island platform which extends about 400 feet east. The platform is only accessible to trains from the station through a single existing stairway/elevator. One access point to the platform increases delay for entrance and exit to trains. The station uses double tracking to accommodate inbound and outbound train traffic simultaneously.

NICTD currently has plans to implement several improvements for the station to ease congestion, improve access, and enhance safety. The agency also has plans for expansion of service to suburban communities (West Lake Corridor.) Although the impact of such expansion is not fully known at this point, it is assumed that there will be some loss of ridership – about one third – for the East Chicago station. The West Lake Corridor Project is anticipated to be complete by the year 2023.

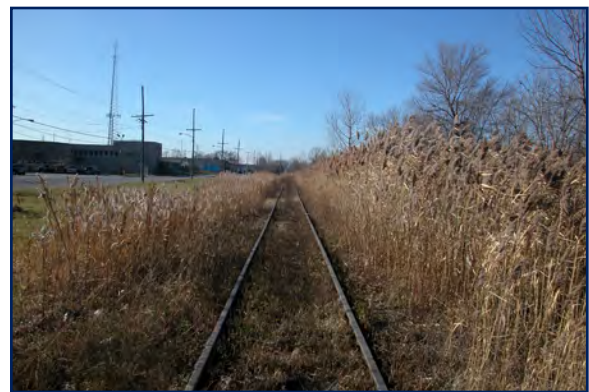
East Chicago also has a local bus system. East Chicago Transit (ECT) provides fixed route service to East Chicago and the surrounding communities. It has three routes, all of which service the study area. ECT also provides a complementary paratransit for individuals with disabilities who are unable to use or access the fixed routes. In addition to ECT, Gary Public Transportation Corporation (GPTC) provides service to East Chicago and the surrounding communities as part of the regional connectivity. GPTC service runs on Michigan Street to downtown Hammond, which connects to Pace suburban bus in Illinois.

## Connectivity

Although the majority of the planning area has existing sidewalks, there are no dedicated bike facilities in the vicinity of the study area. Plans are, however, underway for a multi-use trail within the NIPSCO easement to connect to the Hammond trail system and Railroad Avenue. This plan is expected to be expanded in future phases for a citywide trail system. The first phase is anticipated to go into construction in 2018.

Lack of sidewalks in some segments of the road have created gaps in the system. Where they do exist, the sidewalks are accessible to handicapped persons, with the curb ramps complying with current standards, including truncated domes at public street crossings and slopes within maximum limits. Most curb ramps have been upgraded within the last five years.

The partially abandoned Indiana Harbor Belt (IHB) rail corridor crosses Indianapolis Blvd north of 152<sup>nd</sup> Street. While the corridor is used for storage on the east, it offers opportunity for a trail connecting the Southside Neighborhood to the River and beyond.



PORTION OF INDIANA HARBOR BELT LINE

# Infrastructure Conditions

As part of this study, an infrastructure condition evaluation was conducted on Indianapolis Boulevard and Michigan Street within the project area. Table 7 below shows the rating at the time the two roadways were reviewed.

Begin Segment	End Segment	Pavement Type/ Condition	Curbing Type/ Condition	Sidewalk Width/ Condition	Drainage Condition	Existing Lighting
Indianapolis Boulevard						
Michigan Street	Shell Street	Asphalt/Poor	Curb/Poor	5' /Fair(West) None (East)	Fair	Yes
Shell Street	Roxana Dr.	Asphalt/Good	Curb & Gutter/ Poor	5' both sides	Fair	Yes
Roxana Dr.	152nd St	Asphalt/Fair	Curb & Gutter/ Good	8' /Good(West) None (East)	Good	Yes
152nd St	151st St	Asphalt/Poor	Curb, Curb & Gutter/Poor, Good	8' /Good(West) 6' /good (East- 75%)	Poor	Yes
151st St	150th St	Asphalt/Poor	Curb/Poor	6' /Poor(West) 6' /Good(East)	Poor	Yes
150th St	149th St	Asphalt/Poor	Curb/Poor	6' /Poor(West) 6' /Good(East)	Poor	Yes
Michigan Street						
Indianapolis Boulevard	Magoun Ave	Asphalt/Good	Curb & Gutter/ Poor	None	Good	Yes
Magoun Ave	Baring Ave	Asphalt/Good	Curb & Gutter/ Poor	None	Good	Yes
Baring Ave	Northcote Ave	Asphalt/Good	Curb & Gutter/ Poor	None	Good	Yes
Northcote Ave	Homerlee Ave	Asphalt/Good	Curb & Gutter/ Poor	5' /Good (North, SW Not aligned)	Good	Yes
Homerlee Ave	Wegg Ave	Asphalt/Good	Curb & Gutter/ Poor	5' /Good (North, Only SW Half Block)	Good	Yes
Wegg Ave	Reading Ave	Asphalt/Good	Curb & Gutter/ Poor	5' /Poor (North, Only SW Half Block)	Good	Yes
Reading Ave	Walsh Ave	Asphalt/Good	Curb & Gutter/ Poor	None	Good	Yes
Walsh Ave	White Oak Ave	Asphalt/Good	Curb & Gutter/ Poor	5' /Fair (North, SW Not aligned)	Good	Yes

TABLE 7 - INFRASTRUCTURE EVALUATION

## **Pavement Conditions**

Pavement surface conditions within the study area range from fair to very good using the Pavement Surface Evaluation Rating (PASER) guidelines. At the time of the evaluation, a HMA overlay was applied to Indianapolis Boulevard between Roxana Drive and Shell Street. The Michigan Street corridor from Indianapolis Boulevard to White Oak, and other local streets within Roxana appear to have received some type of surface treatment within the past few years, which results in a very good PASER rating. All other locations in study area are in need of some type of surface treatment.

## **Drainage System**

All streets within the project area drain to the existing underground storm sewer or combined sewer system. East Chicago has storm, sanitary, and combined sewers, of which the latter two are treated at the wastewater treatment plant. Sewers range from 8" to 96" in diameter. Although the evaluation of conditions for underground utilities is beyond the scope of this work, it appears, the City has continued to upgrade the system and no issues were reported. Nonetheless, due to years of pavement resurfacing, many areas have reduced curb height. This reduction of height limits the capacity of the roadway to hold water in the curb line. Some of these areas experience runoff from the street overtopping and running down the sidewalk and flooding parkways or residential lawn area in heavy rains. During such occasions, the streets are navigable, but traffic movement may be negatively impacted.

## **Street Lighting**

The Roxana residential neighborhood has decorative residential type lights which appears to be adequate for streets of this type. The Michigan Street corridor from White Oak Street to Indianapolis Boulevard has NIPSCO owned lights on existing wood utility poles rather than decorative street lighting. The majority of Southside neighborhood has NIPSCO owned lights on

existing wood utility poles rather than decorative street lighting as well. Kosciusko Boulevard has decorative street lighting between White Oak Avenue to Sophia Street. The Indianapolis corridor also consists of NIPSCO owned lights on existing wood utility poles at a spacing of approximately 150', installed from Michigan Street to 150<sup>th</sup>. In reviewing this section, the lighting is currently is not up to current standards.

## **Traffic Conditions**

Indianapolis Boulevard/U.S. Highway 20 is a major arterial within the study area. Indianapolis Boulevard has had as much as 20,725 vehicles in a day on July 22, 2015 in both directions, according to INDOT traffic counts taken on Indianapolis Boulevard just south of the Grand Calumet River. Trucks accounted for 1,114 of these vehicles, which is about 5%. For this study, it is assumed that bus, 3 axle single units, and tractors & trailers are all counted as trucks.

As part of this study, independent traffic counts were taken on June 21, 2016 in the northbound direction of the right lane, just south of 152<sup>nd</sup> Street on Indianapolis Boulevard. Traffic counts showed that 2,867 vehicles traveled in the right lane. Trucks accounted for 134 vehicles, which is about 5%. The equipment used for traffic counts assumed single unit trucks with a wheelbase less than 16' were passenger cars. See chart below.

## **Field Observations**

Traffic along Michigan Street east of Indianapolis Boulevard making a westbound to southbound turning movement has been observed to have a high left turn queue. The westbound left turn queue exceeds the capacity of the left turn lane at PM peak, and appears to prohibit westbound through and right turn traffic. This is primarily due to the high volume of vehicles exiting the East Chicago South Shore Station. As mentioned above, this intersection is signalized and has restricted left turning lanes at all approaches. The restricted left turn movement when gaps occur in opposing traffic lanes adds to the delays.



# Market

## Housing Market

Housing prices in East Chicago range between \$30 and \$60 per square foot for a house in decent conditions. This is far below the \$100 or more per square foot that it is likely to cost to build new housing. Rents are also low, with three-bedroom apartments renting for less than \$1,000 per month and per-square-foot rents ranging from about \$0.40 to \$0.70 per month. There are only a few rental units on the market and those that are available tend to be in only fair condition.

In other portions of Lake County, with newer construction, housing prices are closer to \$100 per square foot on the average, and some range up to \$130 per square foot or more. Rents push closer to \$1.00 per square foot per month. While these rents and prices may still fall short of what is needed to building new housing, it is an indication that some households outside of East Chicago are both capable of, and willing to, pay more for housing than the current East Chicago market would support.

Countywide, more than two-thirds of the housing units are owner-occupied compared to 41.5% in East Chicago. Lake County has an aging housing stock. About 60% of all units are more than 45 years old, and 18.5% were constructed prior to 1940. More of the existing units were built in the 1950s than in any other decade. In East Chicago, 85.7% of the housing units are more than 45 years old and 50% were built prior to 1940.

There is also a housing mismatch. For example, in both Census Tract 306 and the City of East Chicago, about 52% of households have either one or two persons living in them. This represents a mismatch between the housing stock and the potential housing demand. While some households will be happy to have the extra space, others would prefer to have smaller, newer units in which to live. This will force many to move out of the City for their housing needs.

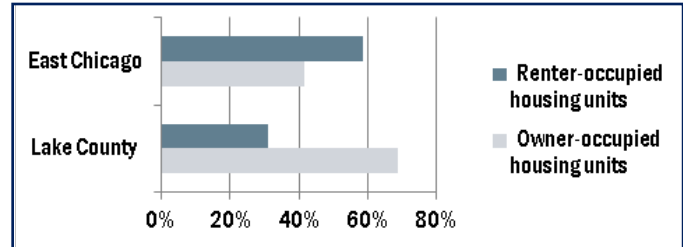


EXHIBIT 8 - HOUSING TENURE

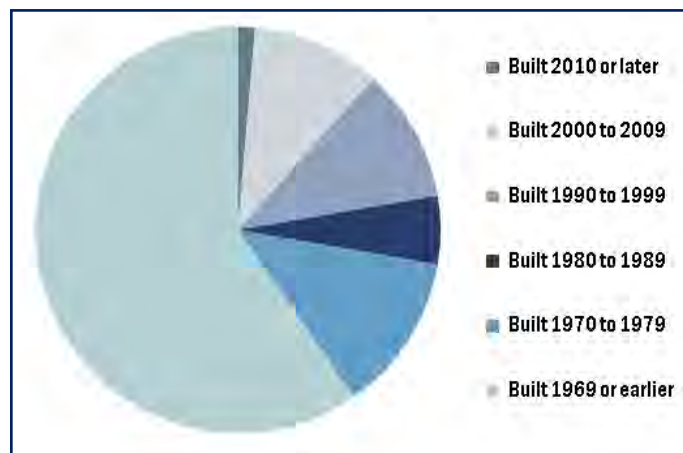


EXHIBIT 9 - HOUSING AGE, LAKE COUNTY

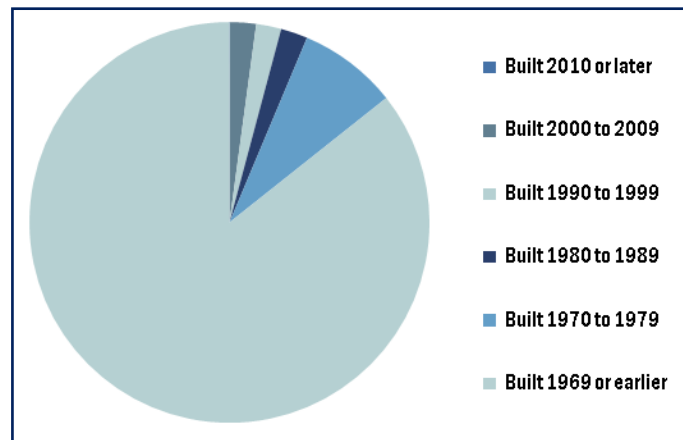
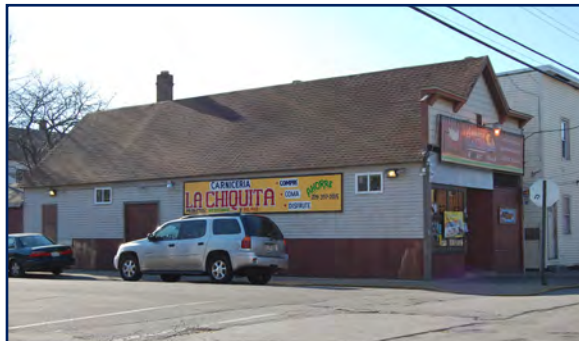


EXHIBIT 10 - HOUSING AGE, EAST CHICAGO





NEWER RETAIL ON INDIANAPOLIS BLVD.



OLDER RETAIL ON INDIANAPOLIS BLVD.

## Retail Market

There is approximately 660,000 square feet of retail space in East Chicago. This tends to be concentrated along stretches of Chicago Avenue and Indianapolis Boulevard. In April 2016, vacancy was estimated at about 6.2%, with another 3.0% occupied but being advertised for lease. As with housing, there is very little newer construction retail space in East Chicago. The decline in households and purchasing power in East Chicago is a damper on retail development.

There are an estimated 9,890 households in East Chicago with an average expenditure potential of \$38,982. This is an aggregate expenditure potential of \$385.5 million. The average of almost \$39,000 in consumer expenditure potential is about 21% lower than the Midwest household average. Approximately 55% of the resident's household expenditures go for housing and transportation. This leaves about \$175 million for food and other retail expenditures. Assuming all of this expenditure potential was captured by East Chicago retail establishments, it would produce average sales of \$282 per square foot of occupied retail space. That would be a profitable sales level for many businesses. But, because some businesses need considerably higher per-square-foot sales to be profitable, this average sales level would indicate that many small business are barely breaking even.

According to the Bureau of Labor Statistics, households in the Midwest spend an average of \$4,121 dollars per year groceries. However, even though lower-income households spend a higher percentage of their income on groceries than the average, they spend fewer dollars. East Chicago households, on average, spend closer to \$3,500 per year for groceries. Therefore, we estimate that East Chicago residents have an annual expenditure potential of about \$34.75 million for groceries. A typical supermarket has sales of about \$500 per square foot. At that level, East Chicago households could support about 69,500 square feet of grocery store space. We estimate that the Strack & Van Til Market on Indianapolis Boulevard just south of

Chicago Avenue is about 30,000 square feet. The Fresh Market on East Columbus Drive is about 10,000 square feet. This would indicate that the city could support another 29,000 square feet of grocery store space. But some of the excess expenditure potential is being absorbed by the dozen or so small neighborhood groceries and convenience stores and, since many households living near the city borders are likely to shop at stores in neighboring communities, the market for food stores may be near the saturation level.

## **Office Market**

According to CoStar, East Chicago only has 183,800 square feet of office space, located in 20 structures of less than 40,000 square feet each. CoStar puts the vacant space at 24,600 square feet, or 13.4%. In our research, we determined that there is additional vacant space in some buildings which, because it is not being marketed, shows up in the database as occupied. Traditionally, East Chicago has not been a location for corporate offices. Most of the office users are small medical, legal, real estate, and other professional service firms. Given the vacancy rate, we conclude that there is little demand for additional office space in the city.



INDUSTRIAL USE ON INDIANAPOLIS BLVD.

## Industrial Market

East Chicago has always been a manufacturing town, with oil refineries and steel mills dominating the category. Employment in other manufacturing sectors has been declining, leaving abandoned industrial buildings scattered throughout the city. However, of the 7.6 million square feet of industrial space that is still being marketed in East Chicago, about 92% is occupied. In 2015, the city was successful in attracting a new firm that will move 300 jobs into a long vacant building in the East Chicago Enterprise Center. This move, plus recent job additions by existing firms, appears to be an indication that East Chicago may be able to recoup some of its recent job losses. Additional jobs in East Chicago can eventually stimulate demand for both housing and retail goods and services. However, industrial jobs do not generate transit ridership.

## Recreation Market

The Grand Calumet River runs through the Roxana TOD study area. At a bend in the river just west of Indianapolis Boulevard and north of Roxana Drive is Roxana Marsh, which is being studied for development as a recreation area. Although a small recreation feature, Roxana Marsh could attract a few thousand visitors each year, in addition to becoming an amenity for residential development within the study area. In addition to passive recreational activities, there is the potential for developing this stretch of the river for kayaking, biking, and hiking. The South Shore station provides transit access to this area, a feature that is unavailable at most natural recreation areas.



KAYAKING AS A POTENTIAL ROXANA MARSH USE

## Impact Of Transit Riders On The Market

There are currently about 1,800 commuters using the South Shore station in East Chicago each workday, making it the busiest station in the South Shore system. Although as many as one third of the riders live in East Chicago, a high percentage of the passengers arrive at the station by automobile. Even allowing for carpooling and the few passengers who walk to the station, as many as 1,200 to 1,500 cars may be arriving at the station on any workday. Numerous studies of commuter behavior indicate that they are not inclined to disrupt their commute with shopping, especially if they have to divert from their path between transportation modes. If there were a conveniently located coffee shop near the entrance to the station, it would attract a small percentage of the commuters on their trip to the train, but on their way home in the evening, commuters are less likely to be diverted from their dash to the car.

With the current configuration of the gas station and the dominance of South Shore parking lot, combined with the overall feel of the area, there is little potential for capturing additional retail development. To attract more retail to the area, it will be necessary to create greater residential density around the commuter station. The 1,800 daily passengers at the station constitute a potential market for housing that would enable more commuters to walk to the train. Our assessment of the current housing market indicates that new housing around the station would have to attract residents from throughout Lake County as well as from the East Chicago/Hammond area. This would be easier to accomplish if there were either a shortage of housing, or if the county's population were growing. Neither of these conditions exists. Moreover, there is a sizable mismatch between the character of the housing stock in Lake County and the composition of households. Therefore, even in a saturated market, there appears to be demand for smaller studio and one-bedroom rental units. At the same time, the cost of housing in Lake County is generally lower than the cost of new construction.

## Master Plan

The South Shore line is currently developing plans to make the station more accessible by redesigning it with two access points as opposed to the current single-point egress. This market analysis has been prepared to inform a physical plan for the larger area around the station to coordinate with the station redesign process. This physical plan includes elements to enhance the attractiveness of the area, incorporate new natural and recreational amenities focused on the Roxana Marsh, improve traffic flow and enhance non-vehicular access to the transit station, and prepare a land-use plan that will make the area more functional and attractive for investment and development.

Without these improvements to enhance the physical environment, it will not be possible to attract new residential development to the area. Even with the physical enhancements, new residential development will have to be priced competitively with other newer housing in Lake County to attract market-rate residents. To accomplish this, it may be necessary to work with developers to identify the types of shallow subsidy that will be best suited to making the development viable. Possible tools include tax-increment financing, tax abatement, low-cost, partially forgivable financing, or a combination of similar incentives.

With the station redesign and new, higher density residential structures, retail space could be strategically located to both serve the residents and capture a small portion of the commuter traffic for convenience goods and services. A dry cleaners and a flower shop are two of the types of businesses that could benefit from such a location.





# 3

# Assessment

Creation of a transit hub is significantly impacted by the type of the commuter corridor that one may be associated. The East Chicago station can generally be classified at the present time as a “connector corridor” where it generally serve only one major activity center – Downtown Chicago – with riders traveling into the City in the morning and out of the City at the end of the day. This is in contrast to “destination corridors” where stations provide access to a variety of activity centers and result in ridership throughout the day. One of the objectives of this planning process is to change this commuting pattern.

Forecasting future development patterns, population growth and land use demand is difficult, given the unpredictability of demographic changes and technological advances. Current trends, however indicate a strong shift towards the kind of mixed-use, walkable neighborhoods and corridors that the City must support to revitalize the area. Such support can be augmented by economic development policies that can take advantage of density and proximity to transit and natural resources. Although the city can never be everything to everyone, it can offer a range of settings that appeal to a variety of residents, investors, and employers.

The following sections assess existing conditions and identify opportunities. Input received from the City, stakeholders, and the residents have played a significant role in identification of the opportunities and development of a framework plan for revitalization.

# Stakeholder Input

As part of the planning and engagement process for the Roxana TOD Plan, two meetings with the Stakeholders were held on April 17, 2016 and October 27, 2016. The following is a summary of their input.

## Transit

- Potential for two additional boarding platforms, one using the old platform and a new one west of Indianapolis Blvd.
- A double track system from Gary to Michigan City will improve ridership service and reduce travel time
- NICTD could become a partner in certain types of developments
- Left turn out of the South Shore parking lot is required.
- Facilitate a South Shore focus group discussion to evaluate needs.
- Determine riders place of origin

## Redevelopment

- City needs to set a high bar for new developments
- City needs to get control of desired properties
- Consider use of TIF and casino funds for redevelopment
- Michigan Street corridor needs greater focus
- Consider development options that increase safety

## Mobility

- Better access management for the station is required.
- Link the Boulevard to surrounding neighborhoods
- Walkable streets, walking opportunity to the Station
- Retail amenities
- Expand/ link to trails

## Waterfront/Environment

- Opportunity of a canoe and kayak launch in Roxana Marsh area
- Support for cleanup and expansion of Grand Calumet River corridor
- IDNR planning to remediate all remaining river sections, except for area around Gary Airport
- ADA ramp preferred instead of a boat launch
- An elevated observation area is desirable
- Develop blue way treatment
- Consider canoeing and boat house storage facility as development opportunities

## Neighborhoods

- Increase density and promote high end housing development
- Attract younger resident to area via multi-family owner occupied housing
- Code enforcement - Fifty properties located in the study area are boarded up or vacant; need to determine the location and status of these properties (violations/unsafe structures for demolition, or board up)

## Commercial/Corridors

- At least one of the gas stations near the South Shore station should be targeted for redevelopment
- Development decisions should be based on future taxable assets
- Development strategies should consider relocation of underutilized businesses and consolidation of business locations
- Vacant properties offer opportunity for employment

# Key Issues

The two commercial corridors within the Roxana TOD planning area function as a shopping and transportation routes for the community and the region. These corridors offer the opportunity for where the largest amount of change is likely to occur. Most recent developments along these corridors are of single use character and set back from the street with surface parking lots in front. Since these corridors serve as the primary front door for the neighborhoods, their land use character changes have in turn negatively impacted the adjoining residential uses. Similar to the corridors, the neighborhoods, particularly the Southside Neighborhood suffer from disinvestment, high vacancy rates and deferred maintenance despite availability of many amenities in close proximity. The land use character changes and disinvestment have created a set of planning issues and opportunities. These are summarized below.

## Land Use

1. Conflicting land uses, particularly in Southside neighborhood
2. Dominance of industrial uses in close proximity of residential uses.
3. Highest and best use for underutilized or vacant industrial properties.
4. Voids in the public realm due to existing large land uses with no connection to the street, i.e. South Shore Station, Sanitary District.
5. Obsolescent and negative image.
6. Visual impact of the industrial uses



CONFLICTING LAND USE - OLDER INDUSTRIAL USE NEXT TO RESIDENTIAL USES

## Transit

1. Boarding capacity of the existing station
2. Potential loss of ridership due to Westlake service
3. Potential overall increase in ridership due to double tracking east of Gary
4. Future Improvements and design for the station
5. TOD as a tool for diversification of employment and revitalization
6. Parking and access management

## Housing

1. High percentage of rental housing in Southside Neighborhood.
2. Prevalence of deteriorated housing along Indianapolis Blvd.
3. Large number of vacant and dilapidated housing in residential areas.
4. Low-income households occupy a disproportionate amount of existing housing stock.
5. Housing transition due to age of the householders

## Parks, Open Space

1. How to utilize Roxana Marsh and its vicinity
2. Use of Grand Calumet River for active recreation
3. Parking for Kosciusko Park
4. Linkage to neighborhoods
5. Creation of a nature preserve in the midst of the City



DILAPIDATED HOUSING



KOSCIUSKO PARK

## Mobility

1. Adequacy of several intersections to properly handle automobile traffic.
2. Indianapolis Blvd. as a walkable pedestrian and transit corridor
3. Truck traffic on Indianapolis.
4. Poorly marked walks across Indianapolis Blvd.
5. Availability of trails and bike paths
6. South Shore parking and access

## Infrastructure

1. Poor sidewalk condition on the arterial roads.
2. Lighting upgrade in interior blocks.

## Urban Form

1. Poor identity for the arrival zones for the City and the neighborhoods
2. Many outdated building facades
3. Station area character
4. Clutter, vacant buildings reduce City's visual image.
5. Future character of the TOD district
6. Lack of public space within the area, of various scales
7. Character of Michigan Street, neighborhood, vs. regional



GENERAL VIEW OF SOUTH SHORE STATION AND "SEA OF PARKING"

# Key Opportunities

“Key opportunities” are initiative, projects or policies that will stimulate change and expedite revitalization. Vacant and underutilized properties that have potential for redevelopment are good examples. The areas that offer the largest opportunities include Indianapolis Blvd and the Michigan Street corridors. Available vacant and redevelopment opportunities along these corridors not only can change the character of these corridor, but also bring substantial vitality to the southern part of the City.

Development of fully functional transit hub with a variety of uses and amenities, is further a major opportunity that could add vitality of the corridors as well as supporting revitalization efforts and create a new center of activity for the City. In addition, the two neighborhoods can offer opportunity in terms of stabilization of area and creation of a complete a neighborhood. Neighborhood character and how it responds to the public is also important factor in addressing the issues. Development of a regional recreational center that will provide a variety of opportunities for active and passive leisure activity is another key opportunity. The opportunities are discussed in the following sections and recommendations are provided under each category.

## Corridors

**Indianapolis Boulevard.** The Indianapolis Corridor refers to the historical character of the street as well as the kind of corridor East Chicago would like to see in the future. In conversations with the stakeholders and others, it appeared there is a great desire by the City to change the image of the Indianapolis Boulevard from an unorganized and conflicting set of land uses to a more organized, pedestrian oriented mixed use corridor with higher levels of street amenities.

A large segment of the frontage along this corridor is covered by uses that do not have any connection to the street. These include the industrial uses bordering the River and Roxana Marsh as well as unused frontage along the Sanitary District. Both of these areas offer opportunity

## Opportunities

- Corridors
- Transit
- Open Space and Environment
- Neighborhoods
- Mobility

## Issues

- Corridors identity and image
- First impression and visual impact
- Conflicting land uses
- Connectivity and Access
- Visual impact of the industrial uses



for redevelopment in the future. Industrial uses may be considered for adaptive reuse, if they become available.

**Michigan Street.** Many well maintained single family homes and abundance of underutilized buildings on the west end and a large stretch of South Shore parking lot on the east, characterize this corridor. The eastern segments of the road is primarily industrial in character, it also provides secondary access to South Shore trains parking. On the west, a mixture of marginal commercial and residential uses offers opportunity for redevelopment. This redevelopment could start a transformation process for the corridor from an older, auto based commercial corridor to a more multi-modal residential and mixed-use street with ample neighborhood amenities. Such a land use transformation will make the corridor more attractive, pedestrian friendly, and consistent with the residential segment of the road that is within the City of Hammond.

## Transit

As we return to an era of revived interest in urban living and car-less commute, the importance of transit and multi-modal facilities has become a major impetus for economic development and revitalization. Learning from the past experience in successful transit places such as New York's Grand Central Station, planning for the stations must go beyond a place for just boarding a train. Modern transit stations do not look or feel like transit; rather, they are urban places that have iconic spaces with a variety of amenities that embody the culture of the community and create enormous real estate value. Today, on a given day, about 1,800 riders use the East Chicago station for access to jobs, conduct of business or other travel purposes. The economic benefits from these riders is very limited. The cultural benefit of the station, is perhaps non-existence.

To be effective, the primary focus for the East Chicago transit station, should be to accommodate the needs of all transportation modes while creating a user-friendly and attractive hub for all users and non-users. The market by itself cannot address all issues. The key planning

## Issues

- Station and boarding Capacity
- Parking needs
- Future station sustainability
- Neighborhood revitalization
- Multimodal connectivity

considerations for the Roxana transit center must include the design of a multi-modal facility which is fully linked to the community and offers opportunity to generate economic value for the City as both an access point to Downtown Chicago as well as a destination by itself. For the station to become an attraction, it will require a different approach to station planning that is significantly different than what the station looks and operates today. A transit center must create a “first impression” for new visitors and integrate local amenities into a mix of uses which promote vibrancy and create a sense of place. The center must also accommodate riders to the extent possible both in terms of capacity as well as experience. This could be done by development of new boarding platforms on the east and the west side of Indianapolis Blvd.

The majority of the current ridership is coming from outside of the neighborhoods. About two third is estimated to come from neighboring communities some of which may be lost to other stations planned for Westlake line of the South Shore. Building local ridership not only support sustainability of the station, but will also give a boost to the local economy.

The planning effort must further aim to integrate all modes of transportation including rail, bus, cars, bikes, and walking. Bicycles are a newer part of the equation being pushed in both bigger cities and smaller ones, where

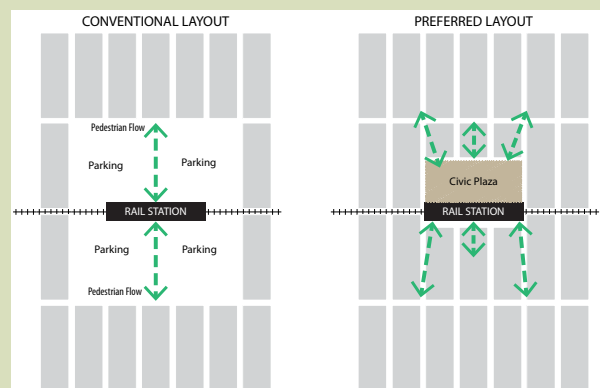
## Advantages

The East Chicago facility offers the following advantages.

- Proximity to key destinations within the City and the region
- Ease of access for East Chicago transit service
- Creation of a node for pedestrian, bike, transit, and vehicular circulation
- Highest opportunity to generate additional economic development
- Available land within 1/2 mile of the station

## Criteria For Planning For Transit Oriented Development

- Proximity to multiple modes of affordable and convenient transportation creates demand for residential and commercial development
- Highest potential for development is immediately adjacent to the transit station
- New Development style should be compatible with the existing neighborhood land uses
- 5-10 Minute Walking Distance














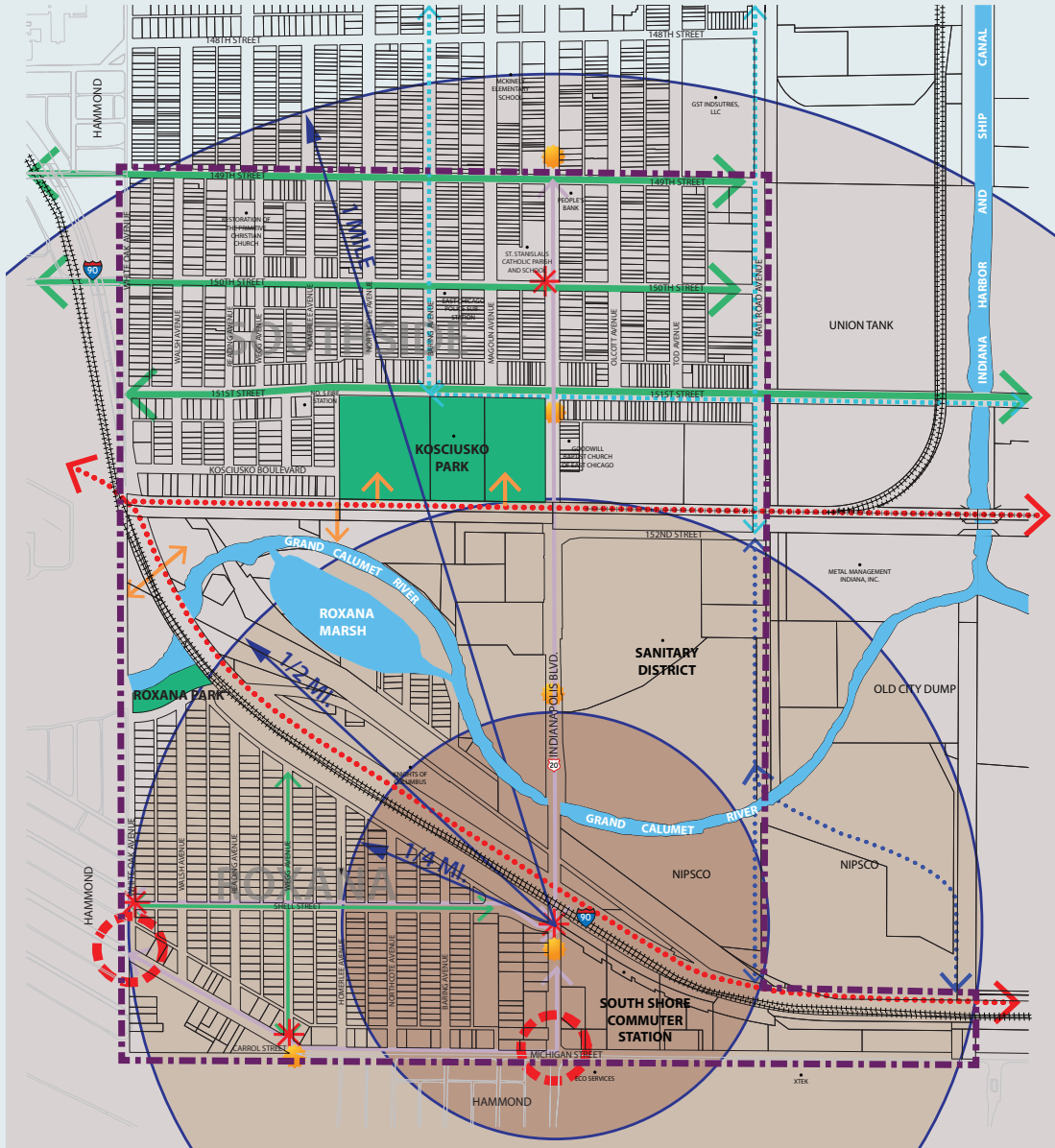
# ROXANA TOD PLAN

CITY OF EAST CHICAGO

## TRANSIT CONNECTIVITY

### Legend

- |   |                                  |   |                              |
|---|----------------------------------|---|------------------------------|
|  | GATEWAY (MAJOR)                  |  | EXISTING PARK                |
|  | NEIGHBORHOOD GATEWAY             |  | EXISTING BIKEWAYS            |
|  | 5-MINUTE WALKING ZONE (1/4 mi.)  |  | REGIONAL TRAIL CONNECTIONS   |
|  | 10-MINUTE WALKING ZONE (1/2 mi.) |  | BIKE PATHS                   |
|  | 6-MINUTE BIKING ZONE (1 mi.)     |  | BIKE-EMPHASIZED STREET       |
|   |                                  |  | BUS ROUTES                   |
|   |                                  |  | FUTURE BUS STATION (0.3 mi.) |



 The Arsh Group, Inc.  
Applied Real Estate Analysis, Inc.  
Robinson Engineering

EXHIBIT 11 - TRANSIT CONNECTIVITY

people have simply grown tired of gas prices and want a more active lifestyle. A few years ago, bikes were still considered primarily for recreation, but they are becoming an increasing part of the daily commute in cities across America. As such, the Roxana transit center must include a “Bike Bar” cafe that will provide bike repair, rental, and other services. Targeting both pedestrian and bicycle based riders, East Chicago has the opportunity to create a bike and walking culture in the City and attract significantly higher number of ridership for the transit center.

## Open Space And Environment

Available open space and creation of a mix of active and passive recreational uses in the midst of an urbanized area is always a welcome sign for any development. In the case of planning area, more than seventy acres of open space can be available for a variety of leisure activities. Kosciusko Park, an existing community park, offers a variety of active recreation activities and is heavily used by the residents.

The Roxana Marsh is an evolving natural preserve that can be incorporated into the City’s open space system and linked to other parts of the City and the region. The restoration efforts by DNR has already proven to be a success as the area have become a natural sanctuary for migratory birds, and has attracted some visitors to the marsh.

The advent of Roxana Marsh has also given rise to the long standing concept of the Grand Calumet River becoming an active natural green and blue corridor in the City of East Chicago and the region. The opening of the River, has also rekindled the concept of an accessible working river that is a transportation artery, a commercial corridor and a tourism generator.

The development plan for the Roxana Marsh area Nature Center must treat the area as an urban oasis which takes advantage of the natural setting of Roxana Marsh, but augment its resources in a way that creates greater economic and social benefits for the planning area.

## Economic Benefits of Roxana Marsh

- Property values increase in areas surrounding the Roxana Marsh
- Creates opportunities for employment in adjoining properties
- Valued amenity for local businesses
- Tourist destination
- Low cost entertainment, education, and recreation value, attracts regional visitors who patronize local businesses

## Social Benefits of Roxana Marsh

- Nature education for urbanized families and children
- Festivals and special events such as Earth Day, Halloween and others
- Gathering place for families, children
- Serve multiple age and multi-cultural audiences



The Roxana Marsh, combined with other neighboring recreational facilities and available open space to the east, can create a nature center that is unique to East Chicago. Such center can integrate a working waterfront with active and passive recreational uses. Such recreational uses could attract many commuters, workers, and other nature enthusiasts and make the area a destination point for the people of the region. These uses could include not only green space and a refuge site for migratory birds, but also new opportunities for water based recreation and leisure services, which in turn can create economic opportunities.

Where economic activity is the best use of riverfront land, the City, in cooperation with IDNR, must work to retain existing businesses that rely on the water and attract new types of entrepreneurs and jobs that ensure productivity of the River. With proper economic development incentives, the City could attract new businesses of all types and sizes. Concessions run by neighborhood entrepreneurs, reuse of the existing buildings for alternative uses, tourism and hospitality, breweries, and many more are examples which could create jobs but also create vitality to the riverfront.

Enhancements to infrastructure (such as removal of rubbles and the creation of a riverfront promenade), information, and recreational programming can make the riverfront area more instinctive, meaningful and exciting places to be, drawing more people for recreation, work and relaxation.

## Neighborhoods

Neighborhoods in East Chicago have traditionally shaped the City's character. They have typically served to reinforce the fabric of the community by providing a context for each area. Neighborhoods are traditionally determined by major physical boundaries and characterized by the type of land uses or a mix of housing styles that were prevalent at the time of development. They are typically within walking distance of service centers, schools, and parks which often give the neighborhoods identity.

## Opportunities

- Neighborhood Preservation
- Infill Development
- Linkage to the parks
- Industrial development
- Engagement

This traditional sense of a place should be encouraged to maintain and protect the character of the neighborhoods. As a principal, higher density developments should be placed on the corridors and lower density uses should be placed inside the neighborhoods. Density bonuses on the corridors could create additional impetus for redevelopment particularly on the corridors.

**Roxana Neighborhood.** Roxana neighborhood is an island protected by the Grand Calumet River, South Shore embankment and the Indiana Toll Road on the North. The neighborhood has well-maintained homes and, perhaps more importantly, long-term residents. Land use issues in the neighborhood are a few and limited to the bordering corridors of Indianapolis Blvd. and Michigan Street. Redevelopment of vacant properties, change of zoning and code enforcement will improve the visual quality of these corridors. Well planned arrival zones could further expand the visual appeal of the neighborhood. This could be done with street improvements as well as creation of strong focal points as main entrances to the community from each bordering corridors.

Michigan Street requires a deliberate change of its transportation character. This road traditionally has served as a regional arterial road with ample higher density commercial uses. With the loss of commercial uses, opportunity exists to transform the corridor from a commercial corridor to an intimate neighborhood street with retail and commercial amenities supporting the neighborhood. Since the whole corridor, west of Indianapolis Blvd. is within the walking reach of the South Shore Station, higher density housing development with ample amenities should be supported.

The Roxana Neighborhood will require limited conservation to remain a viable community. Tools used for neighborhood preservation and conservation can benefit this neighborhood significantly as it is currently facing transition due to age of the households and outmigration due to retiring of the existing homeowners.



TYPICAL VIEW OF MICHIGAN STREET



**Southside Neighborhood.** While the existing residential blocks are somewhat stable, particularly on the south end, many housing units are either smaller than modern standards or consist of multistory structures that have become rental units. Introducing newer infill housing, with modern amenities and more diverse options, will help maintain the stability of the area while making it more diverse and vital.

Land use strategies for this area can consist of infill development in the northern part of the neighborhood, where quality of buildings are less attractive and significant vacant lots exist, to conservation on the southern section of the neighborhood where housing quality is relatively good. Infill development should be targeted for the interior blocks where ample dilapidated structures and vacant land exists. There is also opportunity for industrial development. A large block north of 152<sup>nd</sup> street, offers opportunity for modern business park development. There are several parcels to the north of this site that also offer redevelopment opportunities.

There are also several institutional facilities in this neighborhood such as St. Stanislaus Church and School. These institutions have been an integral part of the community for a long time. They must be supported to better strengthen the neighborhood by developing partnership opportunities to expand services or engage in development of the neighborhood.

Kosciusko Park has been a major recreation facility in the south side of the City for generations. With the abandonment of old Indiana Harbor Belt railroad, immediately south of this park, there is opportunity for additional recreational related uses. These include development of local trail as well as relocation of parking from inside the park out to the periphery for better access and improved linkage to the Roxana Marsh to create a larger recreational hub.



PLAYGROUND IN KOSCIUSKO PARK

## Urban Form

As land use conditions have changed in recent decades, so has the character of most buildings or new buildings that have replaced the older structures. Today, despite prevalence of traditional building character in many blocks, substantial clutter and fragmentation can be observed in the corridors and some blocks inside the neighborhoods.

Recent developments often have a suburban look with large setbacks and parking occupying a large section of the frontage. This is in conflict with the more urbanized feel of the preserved segments of the corridors and the nearby Downtown. To improve the urban character of the neighborhoods and corridors it will be required that a complete set of guidelines is established which is specific to the planning area. The guidelines will need to address identified urban design issues. The guidelines must include the following placemaking elements.

**Gateways.** There are several potential gateway opportunities within the planning area. There is gateway opportunity at the intersection of Indianapolis and Michigan Street. This gateway can be incorporated into the transit center development and add to the vitality of the Center. There is also similar opportunity for the west entrance to the City on Michigan Street. Additionally, a neighborhood gateway can be developed at the intersections of Michigan Street/Wegg Avenue and Indianapolis Blvd./Shell Street for the Roxana Neighborhood.

**Street Network.** Street network and grid system is relatively intact despite some issues that were discussed earlier. Nonetheless the streets generally require improvements to maintain full connectivity. The improvement needs range from adequate sidewalks, streetscaping, storm water systems and pedestrian enhancements.

**Public Realm.** To create a high value public realm, the City will need to commit to substantial investment. Private developers are also required to contribute to the street life by the way they design their buildings and how they

## Issues

- Lack of City and neighborhood identify
- Fragmented public realm
- Inadequate street amenities
- Low aesthetic quality of corridors
- Lack of connectivity

are placed. Improvements should focus on enhancing safety and the overall pedestrian experience in order to create a stronger link to the streets, Transit Center and the neighborhoods. Placement of public arts on vacant sites or along the parks could enhance the experience of the passerby, but also enhance the livability of the corridors.

**Sense of Place.** Creating a more attractive atmosphere that complements all parts of the planning area will help impart a more unified identity to the area. This can be accomplished through several means: uniform streetscaping, developing design standards that complement the corridors, creation of a strong network of attractive public open spaces on the streets, and consistent signage to provide the area with its own identity.

A re-imagined Indianapolis Blvd. or Michigan Street could also accommodate pedestrians and cyclists with a combination of sidewalks, bike lanes, and multi-use paths with public arts. The pedestrian and cyclist linkages can also be extended along 152nd Avenue Railroad Avenue west to the City boundaries, bringing connectivity to users generated from the adjacent industrial businesses. In the short-term, public investment could be focused on the corridors, improving neighborhood entrances, and the overall improvement of street amenities such as intersections. Expansion of the trail system to connect to regional facilities could also be prioritized for an early completion.



## Mobility

Despite well-organized street grid system in the planning area, connectivity from the neighborhoods onto major streets are curtailed for a variety of reasons. The ultimate goal for a transit development district is to insure full access for all modes of transportation. As such creation of complete streets, particularly for the two corridors, must be a major goal for the Plan. The analysis of traffic conditions has identified several issues. These relate to the traffic patterns, road conditions, capacity and linkages.

**Traffic Patterns.** Most of the traffic in the study area is concentrated on Indianapolis Blvd and East Michigan Street. Due to the severe changes in land use from one property to the next, a mix of residential, commuter, commercial, and industrial traffic is required to mix on streets which were not designed to support all of these land uses. The NICTD station is a high traffic generator which negatively impacts traffic throughout the study area during peak conditions. From a transportation standpoint, the Roxana neighborhood has little or no accessibility redundancy, since it is isolated on the south by railyards and on the north by I90 and the Grand Calumet River. Access to and from this neighborhood is concentrated on Roxana Drive and West Michigan Street. A large industrial site housing several heavy industries is located along Railroad Avenue from I52nd to the north limits of the study area.

**Road Conditions.** Due to the high volumes of traffic on Indianapolis Blvd and East Michigan Street, maintenance will be necessary to avoid future reconstruction. Deterioration is apparent, especially from Michigan to I50th. The residential streets will require a modest investment to keep them in a state of good condition. Railroad Avenue has locations where pavement deterioration is accelerating, primarily due to semi-truck turn movements.

**Capacity.** There is interest in establishing a more pedestrian friendly linear retail area from I49th Street south. This would include the narrowing from 4 to 2 traffic lanes, widened parkways, sidewalks, and bike paths. It may also include added parking and traffic calming measures. The INDOT traffic data from 2015 indicates a combined north-south total traffic count of 11,308 at Chicago Avenue to 13,229 north of Columbus Drive. These counts exceed the capacity of a 2-lane roadway even assuming the rerouting of semis, especially when parallel parking is factored in. Left turn movements at non-channelized intersections will create significant congestion and delay.

**Intersections.** The intersections of Michigan/Indianapolis and Roxana/Indianapolis are beyond their capacity during peak traffic periods. The intersection of Indianapolis/I50th

is not designed to accommodate significant semi traffic. The intersection of Railroad/Columbus Dr/McShane is off-set and poorly designed to accommodate trucks and passenger cars. The intersection of Indianapolis Boulevard and Michigan Street experiences significant congestion and delay. The NICTD parking lot attracts significant amounts of traffic which causes the dedicated left turn for westbound traffic to exceed its capacity and block through and right turn movements. Also, the 3-section head left turn signal reduces the green time for left turn movements and wastes valuable time when the westbound through movement has a green ball, but left turners have a red. The same is true at the Roxana intersection with Indianapolis Blvd.

**Truck Impacts.** Based on recent traffic counts, trucks are having a moderate impact on the capacity and wear on Indianapolis Blvd. In addition, there is interest in establishing a more pedestrian friendly linear mixed use area from 149th Street south. There is interest in diverting trucks off of the Blvd at the first available intersection for northbound movements, which in this case would be 152nd Street, and on to Railroad Avenue. It has been discussed to keep trucks on Railroad Avenue until they reach the intersection of McShane Avenue, some 8,800 feet to the north. Intersection improvements would be necessary at 152nd, and especially at the offset intersection of Railroad-Columbus Drive-McShane Avenue.



**Pedestrian Trails.** Pedestrian trails anticipated to be installed north of the tollway and in the Indiana Harbor Belt Railroad is a good start to connect Roxana and the Southside Neighborhood with the existing communities. An 8 feet to 10 feet multiuse path connects the IDNR Grand Calumet River cleanup project and the existing Hammond trail. The vacant space under the Tollway can be used as destination stop on the path for Yoga classes. A 30 feet by 15 feet turf grass area would be a sufficient space to conduct small yoga class.

## Infrastructure

Development of an adequate infrastructure is a must for future revitalization of the planning area. Over the years, the City has been very successful in developing and maintaining infrastructure in the study area by improving and updating underground utilities and lighting systems. As such, most of infrastructure needs related to traffic and road improvement activities. The City must consider the following opportunities in future improvements to support future revitalization.

### Michigan and Indianapolis Blvd Intersection.

- A 5-section head traffic signal for westbound to southbound and eastbound to northbound, so these turn movements would have both a protected and permitted left turn cycle. Left turns especially westbound to southbound could continue during gaps in eastbound through traffic.
- Michigan Street should be widened to 5 lanes (a distance of approximately 1,800 feet) to the location of the easterly curb cut for the South Shore station. The lane configuration would be two lanes eastbound, two lanes westbound, dedicated left turn lane at Indianapolis Blvd and at the curb cut for the South Shore station, changing at approximately the halfway point.
- A traffic signal at the easterly curb cut for the South Shore station which would permit both protected and permitted left turns into the parking lot.
- Advance loops for left turns on Michigan Street, east of Indianapolis Blvd, should be installed so that during peak periods of turning movements additional time would be added to the protected left turn signal cycle.
- The South Shore station curb cut, located approximately 600 feet east of Indianapolis Blvd should be eliminated forcing traffic to enter and exit further from the intersection, which provides more stacking space.



MICHIGAN STREET/INDIANAPOLIS BLVD. INTERSECTION



- Dedicated right turn lane for northbound to eastbound turn movements along with a right turn arrow which would add green time for these turns.

#### **South Roxana Drive and Indianapolis Blvd. Intersection**

- A 5-section head traffic signal for westbound to southbound and eastbound to northbound, so these turn movements would also have both a protected and permitted left turn cycle. Left turns - especially westbound to southbound - could continue during gaps in eastbound through traffic. In this way, traffic leaving the station would have another convenient means of exiting, thereby splitting the traffic.
- Advance loops for left turns from the parking lot onto Indianapolis Blvd, should be installed in the parking lot drive, so that during peak periods of turning movements additional time would be added to the protected left turn signal cycle. This timing must be carefully balanced with the delay it may cause for traffic on Indianapolis Blvd.

#### **Sidewalks.**

- The 1,800 foot gap which exists in the sidewalk on the east side of Indianapolis Blvd near the Grand Calumet River Bridge would be marginally beneficial in reducing pedestrian congestion near the South Shore station. This installation is not being recommended at this time due to the excessive cost of widening the bridge. However, all future improvement plans for the river and bridge should include pedestrian access as a part of the design.
- Sidewalks should be installed along the north and south sides of Michigan Street from just west of the Indianapolis Blvd intersection (where they currently terminate) to and through the intersection.



INCOMPLETE SIDEWALK NETWORK ON MICHIGAN STREET

- Sidewalks should also be installed on the north side of Michigan Street east of the Indianapolis Blvd. intersection at least as far as the alignment with the South Shore Station. A protected pedestrian access should be provided from the sidewalk to the property line; and the NICTD should provide a safe pedestrian lane through the parking lot to the station.

### Street Lights.

- Many communities have systematically replaced the NIPSCO owned street lights on wood poles with either decorative or aluminum cobra head city owned street lights. This is especially attractive when the initial replacement can be a part of a transportation improvement project funded by federal dollars. This arrangement is typically done to reduce operating cost, since such costs typically are less for the government than NIPSCO. Such action will further support control over the spacing, functionality, and appearance of the lights. Opportunity exists for the City to employ such practice as it changes and makes improvements on the corridors.
- Decorative street lights should be installed along residential and commercial corridor portions of Michigan Street and Indianapolis Blvd. High level 310W HPS lights should be installed at major intersection, and in industrial areas.



SIDEWALKS ALONG THE SOUTH SHORE STATION ON INDIANAPOLIS BLVD. ARE RECOMMENDED

## Market

The result of market analysis was presented in the previous chapter. The findings indicated that the strongest market demand in the City is for industrial uses. This could in turn stimulate job growth and result in demand for housing and retail goods.

## Top Market Strategies to Change the Corridor

- Support developments and uses that attract residents of all ages.
- Encourage new residential development, both rental and owner-occupied.
- Promote higher density mix uses
- Create a strong identity for Transit Center and Roxana Marsh
- Promote developments which create jobs in the area.
- Develop trails and non-motorized paths systems to expand linkage.



Another market opportunity is the impact of recreational activities in the vicinity of the station. Recreational uses, could attract substantial number of people and perhaps attract new residents to the area. If fully programed and successful, the Roxana Marsh could even change the image of the area from an industrial look to a more desirable natural look.

Residential market in the area is limited primarily due to abundance of available housing. Nonetheless, there appears to be a small demand for residential uses, particularly those with smaller units and affordable prices.

For retail uses, the study finds that current demand for new retail development is limited. However, with increased residential density within the study area and continued growth of regional attractions such as the Roxana Marsh and a more attractive station, new opportunities for retail development may arise.

Another aspect of the market study is to find strategies which support the TOD vision for the study area. The market assessment indicates that employing several strategies will most likely enhance opportunities for development and revitalization particularly as area develops into a more attractive, pedestrian-friendly environment. In turn, as the recommended uses are established, the planning area may absorb additional retail and services. Additionally, should new residential uses be developed on or near the station, additional retail uses may be supported. Similarly, completion of Roxana Marsh as a regional recreation facility, may attract other uses which are currently not supported by the market.

**Urban Form.** Opportunities related to urban design that were identified include the following:

- An established visual identity (streetscape) to expand, and to enhance with additional amenities.
- A Design Review Overlay District that can promote aesthetic enhancement particularly at the public realm.

**Existing Capacity.** As a result of changes in industrial outlook market capacity in the city has declined over the past 40 years, leaving behind vacant buildings and parcels that once contained homes, stores, and factories. The underutilized properties, if dealt with strategically, will be a critical component for East Chicago's revitalization. The challenge facing the City is how to integrate these resources with available assets to create strong impetus for redevelopment.

**Transit.** Combining a state-of-the-art transit station with complementary mixed-use development and year-round public space, the Roxana Center could create a new emblem of civic identity and community pride for the City of East Chicago. Once fully developed, the area will create the first of a new generation of facilities which truly integrate transit, culture, environment and urban living. Like many of the earlier generation stations, the Roxana Center will draw tourists, workers, shoppers, diners, and casual observers.

Changes in the character of both corridors will require employing several design and land use strategies over the next decade. These strategies must focus on maintaining consistent and uniform long term policies and investments which ensure an orderly transformation for both corridors. The character for Indianapolis Blvd. must be a walkable mixed use corridor that has a strong public realm and is fully connected to adjoining land uses. Improvements for this corridor should include road and streetscape improvement as well as connectivity. For Michigan Street changes should focus on transformation from an older commercial corridor into a medium density walkable residential street with commercial uses limited only to amenities for the neighborhood. One element that could ensure a consistent redevelopment strategy will be adoption of a set of design guidelines. Another strategy will be changes in land use and zoning to ensure that future developments are consistent with overall vision for the planning area.

# 4

# Future Plan

The Roxana TOD Plan translates East Chicago's vision into a framework for guiding two neighborhood's physical development. The plan serves as a bridge between the City's long term revitalization objectives and residents' needs by recommending the appropriate type, intensity, and character of development in the study area. The Plan sets policies for development and redevelopment, but remains flexible to take advantage of market opportunities as they arise.

The Roxana TOD Plan identifies where future growth should be encouraged based on existing infrastructure and development patterns, while allowing the market to unfold. Regardless of how quickly the City is able to implement different elements, the plan is designed to channel new growth smartly and in line with how residents of East Chicago want their city to look and function.

Urban sustainability incorporates concerns for economic well-being, social equity, and environmental quality. As a way of reflecting this triple bottom-line approach, the TOD Plan is built around four guiding principles. The plan is a conceptual diagram that outlines what the area could become in the future based on these four principals.

The community's needs, opportunities, and data analysis all contributed to the establishment of a framework for the TOD Plan. This information, along with the assessment outlined in Chapter 3, form the basis for different elements and recommendations outlined in this Chapter. The Plan further establishes how the City will transition from its

## Guiding Principles

- Ensure Transportation Choice
- Create Opportunity for Revitalization
- Strengthen the Neighborhoods
- Sustain the Environment

existing land use practices to a new transit supported framework that residents and stakeholders have supported. A series of recommendations, augmented by images, maps, and drawings, are presented to help identify where changes are being proposed and the preferred form they should take.

The Future Plan is organized in seven sections each describing different elements of the plan. A set of recommendations are provided to guide implementation of these elements.

1. Corridors
2. Transit Center
3. Open Space
4. Neighborhoods
5. Land Use and Zoning
6. Urban Form
7. Transportation

Transportation corridors have long been organizing elements for the City of East Chicago, serving as both connectors and boundaries that define different neighborhoods. Corridors are often readily identifiable by their intensity, types of uses, and how those uses connect to the public realm. Within the Roxana TOD study area, the two corridors – Indianapolis Blvd. and Michigan Street – not only serve as borders, but also as connectors to major facilities and institutions in the region.

### Indianapolis Boulevard

Indianapolis Boulevard connected two major hubs in the City: one around Chicago Avenue intersection as a retail center, and one closer to the transit center where mixed uses were available. The middle section of this corridor consists of mixed uses of residential, institutional, and open space. Residents in the early days used the corridor for both shopping and access to jobs. Today, the corridor

## Corridors

Key Principles	
1	Use corridors to link people to places
2	Place most intense development in strategic locations
3	Encourage diversity of uses, activities, and sizes of development
4	Promote Revitalization of the corridors
5	Encourage flexible live-work spaces on the corridors



# ROXANA TOD PLAN

CITY OF EAST CHICAGO

## FRAMEWORK PLAN

### Legend

- |  |                           |  |                              |
|--|---------------------------|--|------------------------------|
|  | MIXED USE DEVELOPMENT     |  | TRANSIT ORIENTED DEVELOPMENT |
|  | REDEVELOPMENT AREAS       |  | EXISTING PARK                |
|  | NEIGHBORHOOD CONSERVATION |  | PARK/RECREATION/OPEN SPACE   |
|  | GATEWAY (MAJOR)           |  | EXISTING BIKEWAYS            |
|  | NEIGHBORHOOD GATEWAY      |  | REGIONAL TRAIL               |
|  | CORRIDOR ENHANCEMENT      |  | BLUEWAY                      |
|  | COMPLETE STREETS          |  | BIKE PATHS                   |
|  | PLATFORM ACCESS           |  | SPECIAL DISTRICT             |
|  |                           |  | INDUSTRIAL REDEVELOPMENT     |

**NEIGHBORHOOD CONSERVATION**  
 - Infill  
 - Preservation

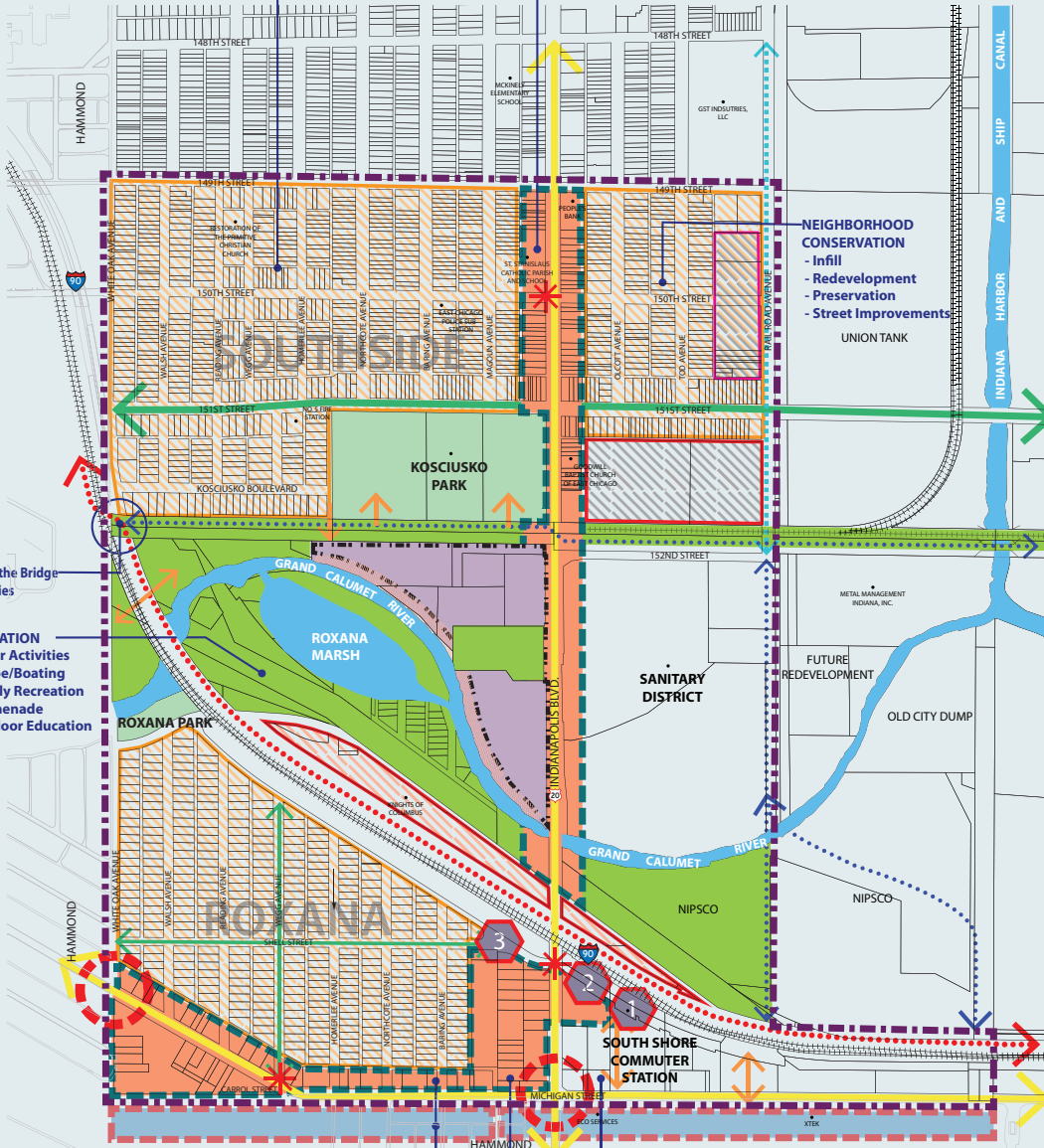
**CORRIDOR ENHANCEMENT**  
 - Redevelopment  
 - Complete Streets  
 - Mixed Uses  
 - Arts Walk

**NEIGHBORHOOD CONSERVATION**  
 - Infill  
 - Redevelopment  
 - Preservation  
 - Street Improvements

**Under the Bridge Activities**  
**RECREATION**  
 - Water Activities  
 - Canoe/Boating  
 - Family Recreation  
 - Promenade  
 - Outdoor Education

**CORRIDOR ENHANCEMENT**  
 - Infill Frontage Development  
 - Redevelopment  
 - Remove Land Use Conflicts  
 - Neighbor Cities Cooperation  
 - Complete Streets

**TRANSIT ORIENTED DEVELOPMENT**  
 - Retail Services  
 - Mixed Uses  
 - Station Improvements



The Arsh Group, Inc.  
 Applied Real Estate Analysis, Inc.  
 Robinson Engineering



EXHIBIT 12 - FRAMEWORK PLAN

consists of a mix of old and new, with substantial marginal uses.

East Chicago has an opportunity to retrofit some of its marginal or vacant properties, and retrofit others into vibrant uses that can attract visitors and residents to Indianapolis Blvd. and to provide desired living and shopping for local residents. The City should aim to recreate a vital urban street that is pedestrian friendly, used widely by both local and regional visitors, and link the Transit Center to other parts of the City.

### **Recommendations**

- Manage land uses to create an attractive physical environment while maintaining an urban character with ample amenities.
- Focus development on creating and maintaining high-quality residential and commercial uses.
- Provide incentives for mixed use developments that serve all age groups.
- Focus redevelopment efforts on the underperforming land uses and building assets. Examples include old commercial uses and vacant or marginal industrial uses.
- Prioritize areas around South Shore station for redevelopment, as such investment will create an active, walkable mixed use environment which yields great economic value and is a point of pride for the City.
- Provide incentives and allow for increased building heights and densities, while preserving access to air and light.
- Encourage a mixed-use building on corner lots with ample amenities.
- Avoid single-use, single-story developments on Indianapolis Blvd. to the extent possible.
- Promote adaptive re-use of important buildings for other uses, such small office space, restaurants, or recreation related services.

- Encourage active ground-floors to create street level vitality, sidewalk cafes, and short-term, on-street parking, particularly on the side streets.
- Prioritize public realm improvements.
- Limit new or expanded surface parking.

## Michigan Street

The Michigan Street land use and urban character will require transformation from a commercial corridor into a neighborhood based residential and mixed-use corridor with amenities for all modes of transportation. The street also serve as a gateway to the City. As such, the entry point can be improved with a gateway sign and entry plaza. Improvement to Carrol Street will also allow redevelopment of vacant or underutilized properties south the corridor.



REDEVELOPMENT CONCEPT ALONG WEST MICHIGAN STREET

### Recommendations

- Manage land uses to recreate an attractive walkable corridor with residential uses as primary use and commercial uses supporting the neighborhood.
- Avoid single-story single family residential developments on Michigan Street.
- Focus development on creating and maintaining high-quality medium density residential uses with ample site amenities including front yard landscaping.
- Focus medium-density residential on western segment of the Corridor.
- Promote redevelopment for underperforming commercial land uses for residential development.
- Encourage mixed-use buildings on the corner lots with ample amenities, including corner plazas.
- Develop the street as a complete street with ample amenities.
- Prioritize public realm improvements.
- Limit new or expanded surface parking on the frontage.



- Cooperate with the City of Hammond to extend and redevelop Carrol Street.
- Develop an entry plaza for the western entry into the City.
- Develop and focus new entry plaza for Roxana neighborhood at Wegg Avenue.

East Chicago’s efforts to fundamentally change the transit demand and attitudes must focus on strategies that shape riders’ experiences when visiting the station. How the station is designed and how riders and the community react to it is pivotal to its success. Most successful transit stations are designed for not only riders, but also the general public. They are places for community gathering, employment, and socialization. By providing a first-class environment for those using the City’s system, East Chicago will be in a position to play a strong role in getting residents to embrace transit and create a synergy for revitalization.

The necessary strategies for the East Chicago transit station will need to include several elements required for any transit based revitalization. These are:

- Integration of all available transit modes.
- An orientation towards real estate development.
- Architecture that makes iconic spaces.
- Integration of culture with transit design.
- Appeal for non-transit users.

The City must work with NICTD and other agencies to implement strategies that integrates all modes of transportation with land use. Such strategies must include the creation of mixed uses, development of year round public spaces, and improvements to the public realm. With a cohesive strategy, East Chicago station could create a new emblem of civic identity and community pride that ultimately could generate a new center of community life for the City.

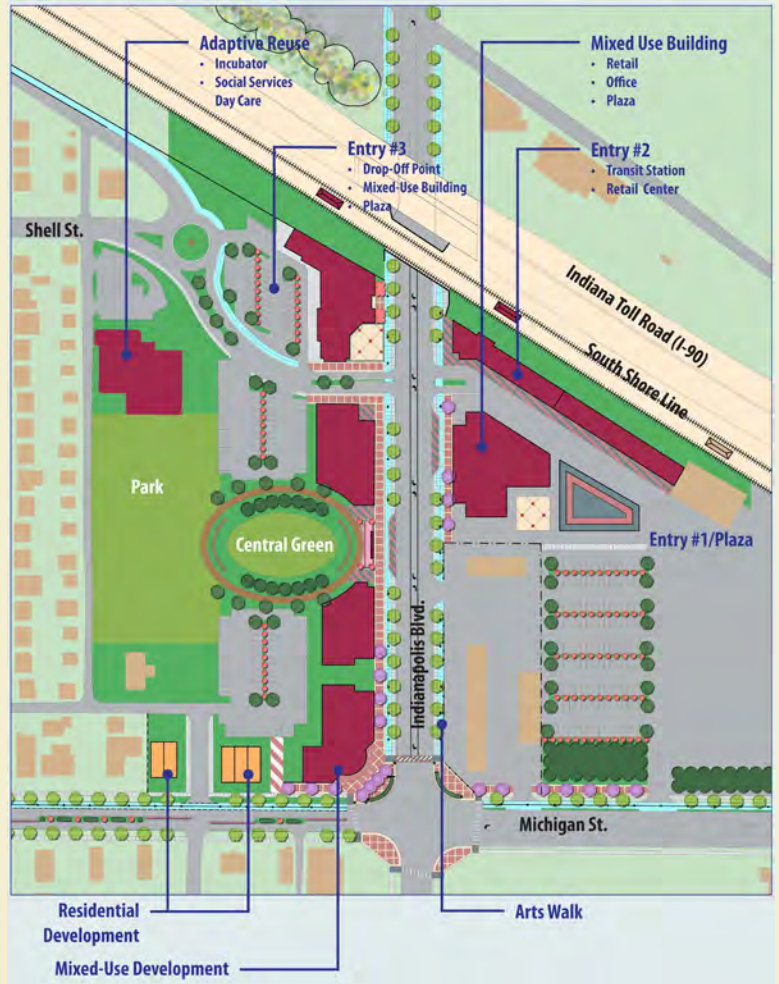
## Transit Center

Key Principles	
1	Create a transit hub around existing station
2	Integrate all available transit modes
3	Maintain an orientation towards real estate development
4	Appeal to non-transit users
5	Make station-area animated, vital, and alive
6	Leverage public investment to attract and accelerate private investment



## Common Characteristics of a TOD Center

- A mixed-use retail “core” that includes:
  - Shops, services, offices, restaurants, entertainment, civic, and residential uses in buildings that are oriented to the street
  - A transit stop
  - Public spaces for shared activities
- A connected street system that defines small blocks, is designed for walkability, and links the mixed-use center to surrounding neighborhoods
- A range of housing types for people of all incomes and ages
- An “edge” zone that creates a transition in residential densities and building scale adjacent to existing single family neighborhoods



## Recommendations

- Establish a Transit District as outlined in the Land Use Plan.
- Create a high-quality center that includes housing, local serving uses, creative arts/entertainment, and has nightlife activities.
- Acquire properties in the district as they become available.
- Collaborate with development partners, including NICTD, for co-development, parking management, public space, and related activities which promote transit based development.
- Support NICTD to expand number of boarding places to two or three locations.
- Program cultural and recreational activities for after work hours around the station, including the areas around Roxana Marsh.
- Promote development of high and medium density affordable, workforce, market housing particularly within ½ mile of the station.
- Support development of vacant buildings, i.e. old school building, for activities such as co-working spaces, incubators, accelerators with multiple, and affordable support services that entrepreneurs enjoy meeting at (i.e. coffeehouses, cafes, pubs, pocket parks or day care) and associated programs and events.
- Support development of transit focused live/work residential units.
- Include a “Bike Bar” café that provides bike repair, rental and similar services, as a part of mix of uses around the station.
- Promote a public sense of beautiful places (a cohesive mix of buildings, streets, plazas, etc.) as destinations that both attract entrepreneurs and riders, and encourage them to stay, fostering spontaneous interaction.
- Design a vibrant entry gateway for the entire section between Michigan Street and the bridge.

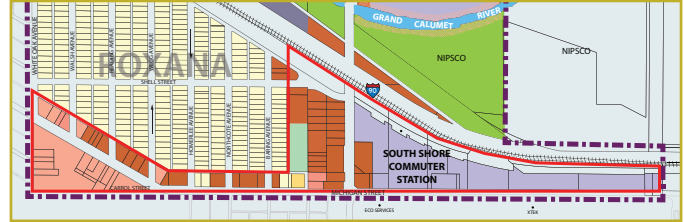


EXHIBIT 13 - TRANSIT DISTRICT BOUNDARY



CONCEPT FOR MIXED-USE HOUSING



CONCEPT FOR LIVE-WORK UNIT



- Collaborate with East Chicago Transit to create more defined and architecturally significant station area for the bus stops. Site bus shelters, benches, and route information in convenient locations and relate them with the adjacent buildings.

## Open Space

Key Principles	
1	An Urban Oasis
2	A park that can evolve over time
3	A Learning Landscape
4	Reactivate the Riverfront
5	Integrate diverse activities

The City of East Chicago has the opportunity to benefit from an environmental windfall which could have significant change on how the City views itself and how outsiders view the City. The advent of Roxana Marsh and development of a regional blueway corridor can recreate a system of blueways and greenways in the City that goes back many decades, if not centuries. A system of working waterways containing the Roxana Marsh, City owned properties including Kosciusko Park, properties owned by NIPSCO, and others can all create a unique recreation and open space complex consisting of sanctuaries, wetland habitats, lakes, trails and active recreational facilities. These resources can create a distinctive nature center that offers miles of diverse recreation opportunities to residents of the City and regionally stretching from Michigan City to downtown Chicago.

Development of a complex recreation system, however, will require significant coordination. In planning for development of Roxana Marsh, several long term objectives about the character of this center must be considered by the City and other stakeholders.

**An Urban Oasis.** Roxana Marsh will serve as a green urban oasis in the City. The final park design must build upon its natural qualities. The Park must also be inviting. Enhancement to the infrastructure, i.e. river walls, and site cleanup will be required. The park must also bring facilities and amenities that enliven park spaces, create interaction, promote a landscape that is creative in its approach with high sense of place.

Improved cleanliness, safety, and neighborhood linkages will lay the groundwork for creating a more welcoming river and riverfront. Better wayfinding and interpretative signage can convey the breadth of the Rivers' role in shaping East Chicago's past and future in the short term. For the long term, the City, neighborhoods, and other Roxana Marsh partners must collaborate to create a design that addresses access points, amenities, entertainment, and recreational activities for the residents and commuters.

**An Evolving Nature Park.** Roxana Marsh can evolve and develop over time but with a unique, creativity based identity. The current site could become the heart of a "park in the river" that spans across the City. It is important to work with other partners to create a natural open space system plan that can allow for expansion of the park and linkage to other locations while maintaining the unique character of the green space.

A series of islands and chains of lakes and marshes can be created along the River corridor, particularly east of Indianapolis Blvd. This area can be supported by a variety of recreation and non-recreational uses. This section of the River can be reimagined as instream parks by plating wetland vegetation and restoring habitat in the water. These places can become hotspots for fishing, nature learning and observation. Key components of this plan can be implemented by different partners while maintaining flexibility to continue to expand in the future.

**A Learning Landscape.** The Roxana Marsh and adjoining properties are evolving to have a significant inventory of flora and fauna. As the marsh matures, it will offer opportunity for a variety of environmental education for children and adults. Development of the Marsh should include facilities and amenities that support such educational opportunities. Programming for educational activities could include:





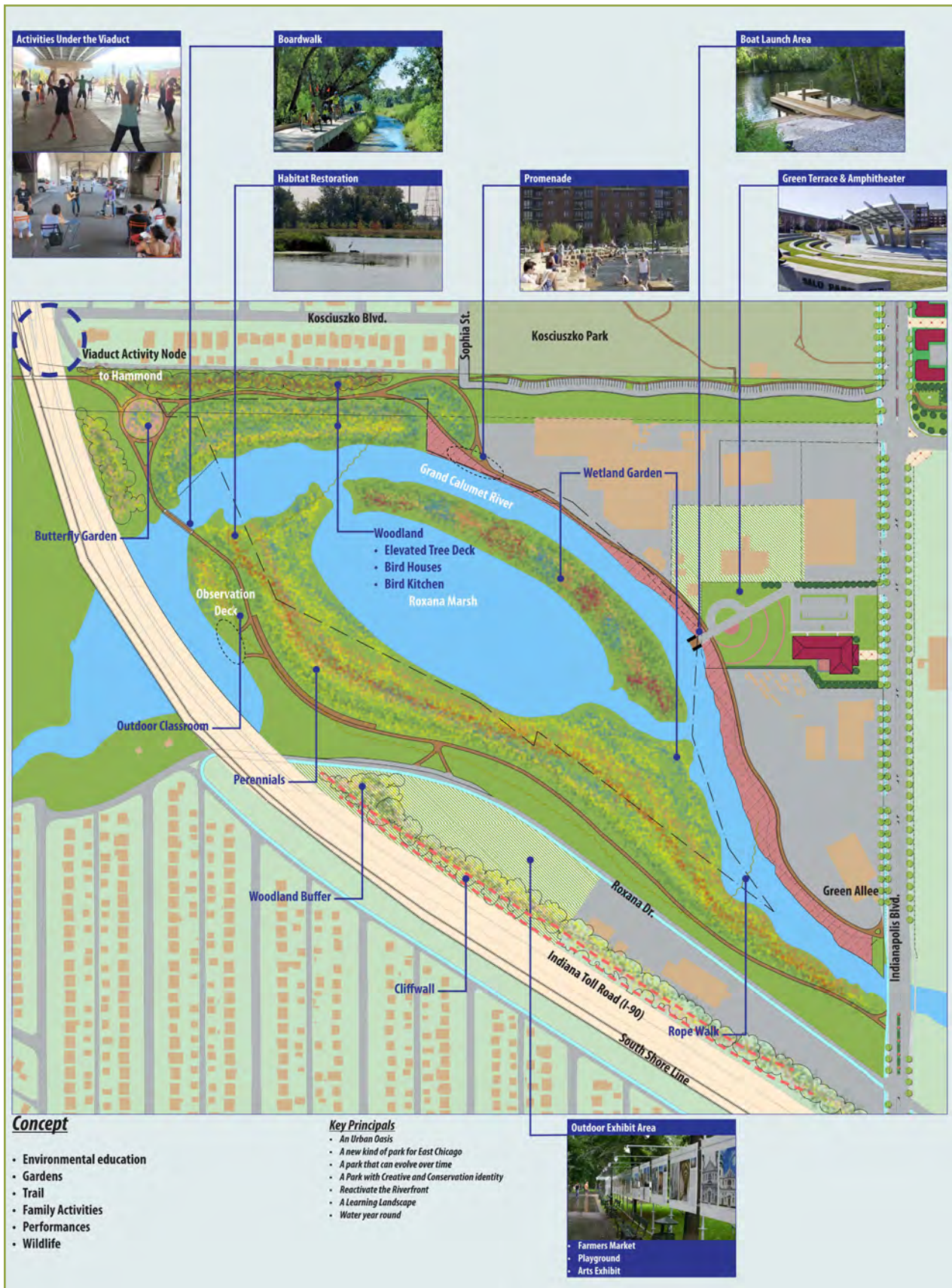


EXHIBIT 14 - ROXANA MARSH CONCEPT PLAN

- On site biological and environmental education.
- Year-round water based recreation.
- Live animal (birds)/exhibit education.
- Service learning for teens.
- Habitat discovery for flora and fauna.
- Cultural activities.
- Nature exploration/observation.

**A Working River.** The traditional character of the river should be recognized as an asset for both water-dependent businesses and recreation. The City must also redefine what “industrial” means and how alternative land uses can occur within the same landscapes. It is important that the dormant riverfront parcels are redeveloped for alternative uses which support the dual nature of the River corridor. Recreation and leisure based uses which provided both employment opportunities as well as recreational services should be supported and planned for. This could include riverfront small businesses, hospitality and tourism, breweries and others. Legacy land uses, i.e. utilities, and waste management, and transportation uses must also be evaluated for compatibility and when joint uses can be identified, i.e. wetland restorations beneath highlines, such uses should be supported.



Development of the Roxana Marsh complex must also recognize the urban character of this center and how it relates to other important facilities in the City. Direct linkage to the Transit Center and the neighborhoods must be considered important. The Marsh must also be linked with other recreational facilities and supplement their activities. Kosciusko Park can easily be linked to the River and used for active recreation. A continuous riverfront trail system would further invite many residents and non-residents to the river every day for commuting, strolling, accessing the river, and more. Future trails must be well integrated into the street grid, bike infrastructure, and transit system.





AMPHITHEATER CONCEPT



## Recommendations

- In cooperation with IDNR, the Nature Conservancy, and NIPSCO, develop a management plan for the future development of Roxana Marsh consistent with the concept of a “Park in the River”, and a Working River.
- Develop consistent signage directing people from Indianapolis Blvd. and surrounding streets to and from the Grand Calumet River.
- Improve connectivity with the neighborhood grid and fund completion of planned Marquette Greenway trail.
- Encase IHB and CN/EJ&E right of ways into Kosciusko Park to create direct linkage between Roxana Marsh and Kosciusko Park. Develop facilities including walking path and parking for joint use.
- Support development programming that builds on the natural and bird features of the Marsh, i.e. butterfly garden.
- Develop partnerships with other agencies to establish a variety of arts, cultural, and educational programs for the youth, families, and transit riders.
- Coordinate with other partner agencies to assess opportunities for land acquisition, easements, bridges and under-bridge connections, floating or elevated trails, and other strategies, as well as funding, to expand linkages or fill in connection gaps.
- Acquire natural land as they become available to expand park activities.
- Pursue agreement with the Knights of Columbus for temporary or long term use of available open space for alternative uses.
- Study feasibility and location of a boat ramp on City owned property.
- Support development of a natural promenade along the northern shore of the River.
- Promote land use policies that support compatible, river-friendly uses.

- Promote arts and cultural programming aimed at attracting residents and South Shore riders.
- Establish a “Friends of Roxana Marsh” entity that steers events at the park and participates in its development and upkeep.
- In cooperation with responsible state agencies, support assessment of the condition and ecological health of the River and adjoining land east of Indianapolis. Blvd to Indiana Harbor Canal.
- Collaborate with responsible state agencies in the development of a phased restoration plan, with remediation and construction costs opinions, to restore the eastern segment of the Riverfront as an ecological and aesthetic enhancement to Roxana Marsh.

## Neighborhoods

Great neighborhoods are the foundation of any great city. They are the physical and social expressions of the community. Diverse housing types at different price points to meet the needs of people of all ages and incomes are also important. So, too, are convenience to shopping and services, safe streets, green open spaces, and overall appearance.

The two study neighborhoods – Roxana and Southside – each have their own unique history and character. But both face the same challenges of transition and the opportunity of a well-balanced owner occupied neighborhoods. Future activities for Roxana should focus on conservation strategies which continue to support the neighborhoods and maintain its branding as a distinct and stable community with strong tradition of attachment to the neighborhood. Similar to Roxana, the Southside neighborhood should be supported to strengthen its housing quality. There are more opportunities for infill and institutional development in this neighborhood. A proactive revitalization, with focus on market rate housing development, should be considered for this neighborhood. In addition, the neighborhood has

Key Principles	
1	Enhance the Physical Condition of the Neighborhoods
2	Engage Residents in Keeping Neighborhoods Maintained
3	Create Distinct Identity for Each Neighborhood
4	Place Priority Around Existing Institutions
5	Improve Neighborhood Connectivity
6	Improve Neighborhood Residents' Access to Goods & Services



## Top Ten Ideas For Easy Neighborhood Improvements

1. Repaint or replace front doors with an upgraded design. Include a knocker and an interesting doorbell cover for an added touch.
2. Add a flower pot near the front door, or two.
3. Paint wood elements for a fresh, clean appearance; introduce an interesting accent color.
4. Add furniture to front porch or patio, such as rocking chairs or a bench; use cushions for more color.
5. Change out interior window treatments to create a more uniform appearance on the exterior. Use treatments that can be operable such as blinds, top/bottom down shades, or curtains.
6. Add an outdoor space, like a patio or porch, at the front of the house and near the front door. Partially enclose it with a hedge or a low fence or wall. Place furniture and potted plants there.
7. Make landscape improvements to the front yard or add annual flowers for color.
8. Improve the walkway to front door by adding an edge treatment such as brick pavers or by replacing the walk with an up-graded material.
9. Improve fencing that is visible from the street or replace fencing with an upgraded design.
10. Give the exterior of the house a Spring Cleaning when you do the interior.



EXAMPLE OF FRONT DOOR IMPROVEMENT



EXAMPLE OF ENTRY IMPROVEMENT, WITH PAVEMENT EDGING



EXAMPLE OF ATTRACTIVE FRONT YARD LANDSCAPING AND FENCING

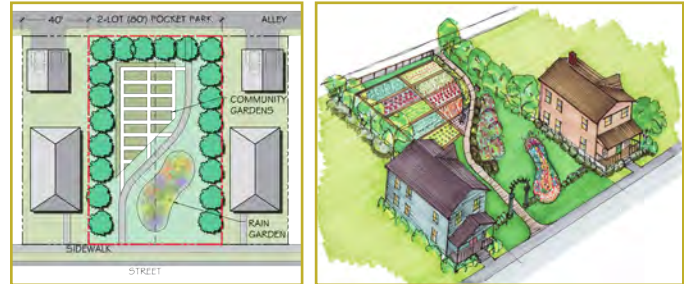


EXAMPLE OF FRONT PORCH TREATMENT

the opportunity to be reoriented towards the River, by several improvements in the old IHB Railroad and parking improvements for Kosciusko Park.

## Recommendations

- Proactively support housing rehabilitation and repair projects.
- Remove or reuse abandoned structures in an expedited manner.
- Reinforce the East Chicago Transit Center through reinvestment and sensitive residential infill in the neighborhood.
- Establish the neighborhoods as a Revitalization Area to allow construction of mixed income housing.
- Work with Redevelopment Department to target the neighborhoods as a revitalization area.
- Plant street trees where parkway trees are missing, old, or inappropriate.
- Partner with the Parks Department, block clubs, other local organizations, and residents to start a garden club and beautification program for each neighborhood.
- Increase the capacity of Roxana and Southside residents to effectively participate in and lead neighborhood improvement activities.
- Increase resident knowledge and participation in neighborhood events via a community a quarterly newsletter and expanded outreach.
- Collaborate with the NWI Urban League to create block clubs for the two neighborhoods.
- Support a Neighborhood Committee that monitors and address typical resident concerns (i.e. poor lighting, abandoned buildings, and poorly maintained lots) by contacting the responsible agencies.
- Identify and establish robust milestones regarding the rehabilitation or replacement of key vacant structures.



CONCEPT FOR INTERIM USE FOR A VACANT LOT. IN THIS EXAMPLE, A VACANT LOT CAN BE USED AS A COMMUNITY GARDEN SPACE UNTIL INFILL DEVELOPMENT OCCURS.

- Work with the neighborhoods to plan design, construction, and maintenance of gateway structures for each neighborhood.
- Incorporate the IHB/CN railroad track corridor into the larger Kosciusko Park area.
- Develop incentives for businesses to move into and/or stay on the corridor as a neighborhood edge.
- Expand local facilities for social and family services and youth activities.
- Establish distinct community gateways on Michigan Avenue and Indianapolis Blvd. for each neighborhood.
- Strengthen the neighborhoods' affiliation and enhance connection to Roxana Marsh by direct linkage and formal paths to the area.
- Consider renaming Southside Neighborhood to Kosciusko Park.

## Urban Form

Key Principles	
1	Design for public realm
2	Make buildings the main attraction
3	Celebrate arrival
4	Landmark all corners with new buildings and street amenities
5	Create comfortable and safe places to wait
6	Integrate street amenities with the buildings
7	Create space for both spontaneous and formal gatherings

The urban design goals for the planning area must aim to build a unified place while creating opportunities for revitalization and expansion of linkage to the new transit station. Fortunately, the urban skeleton of the planning area remains in the form of the streets, alleys, sidewalks, and many well preserved and active buildings. With careful planning, the original pedestrian-oriented, human-scaled qualities of the area can be restored and regenerated. Existing historic or significant buildings, such as St. Stanislaus Church, help to frame the public realm with well-designed and human-scaled vertical edges. These buildings should be maintained and/or restored to best showcase their desirable and authentic historic character.

The remaining urban fabric offers opportunity for recovery. Such recovery must include a framework for placemaking and enhancement of urban character. Included in this framework must be a set of guidelines which governs future developments for overall streetscape design, pedestrian-friendly intersections, sidewalks, and building placement and character.

## Design for Public Realm

The Roxana TOD Plan includes conceptual designs for improvements to streets, parks, and other public open spaces in the planning area. The City's support for public realm should include components such as bike facilities, pedestrian safety enhancements, shared streets, and temporary gathering places such as parklets and plazas. The City must also coordinate street improvement projects with other improvements to enhance the impact. Public realm projects should support the following guidelines:

- Streetscape improvements should be constructed for an entire block on both sides for design consistency.
- Street improvement projects should widen sidewalks that don't meet the recommended sidewalk widths (in this section) as feasible.
- Sidewalk repair, utility trenching, and other sidewalk excavations should add street trees, landscaping, storm water facilities, and site furnishings as feasible.



THIS CURB EXTENSION HELPS TO CALM TRAFFIC AND ALLOWS FOR INCREASED LANDSCAPING AND PUBLIC PLAZA SPACE

## Streets for People

The street system in the planning area, with the exception of where they have been interrupted by highways and railroads, have remained intact since they were platted. The street hierarchy continues to prevail with Indianapolis Blvd. and Michigan Street serving as arterials roads. Other streets typically serve as local streets and primarily serve residential districts.

To create streets that are fully useable by people, a number of design and planning strategies will be required.

- Separate through travel from local access lanes (i.e. on Indianapolis Boulevard) to simultaneously move vehicles while providing a calm, spacious pedestrian and living environment for adjacent uses.
- Street reconfiguration will be required for both Indianapolis Boulevard and Michigan Street to allow multiple modes of transportation and access to the Transit Center.





CONCEPT FOR STREET TREATMENT ON PARK EDGES

- Streets and blocks that border Kosciusko Park or Roxana Marsh require different treatments as conditions vary significantly from one side of the street to the other. Parks often have fewer spatial constraints on the street edge side, but have unique demands of high pedestrian volumes or special activities associated with them. These street segments should have a generous park edge with landscaping, lighting, furnishings, and multi-use trails.
- Parking lane treatment may be used for flexible active uses such as café seating on a temporary or semi-permanent basis.
- Flexible use of parking lanes should be prioritized on Indianapolis Blvd. and other crossing streets where opportunities exist for mixed-use development with high pedestrian volumes or at individual locations of cafes, schools, and other local destinations.
- Flexible parking may be installed by private property owners or as a part of a full street re-design. This flexible lane would typically receive a designed treatment which could range from a very temporary material such as synthetic carpet, to use of permanent installations such as brick or stone pavers.
- The internal alleys have served as service corridors and minor pedestrian connections. This function should remain, but the north/south alley connector could be better utilized as a pedestrian spine which visually connects the Southside Neighborhood to the Roxana Marsh and South Shore Rail Station.



## Plaza Spaces

One strategy to creating a lively, pedestrian oriented environment is the introduction of small pedestrian plazas along Indianapolis Blvd. and Michigan Street. The exact locations of these spaces will be determined as new development and redevelopment occurs along these corridors. Ideally, public plazas should be integrated into bus stations and stops, bike route crossing points, and intersections. The size of the plazas may vary, but all should include landscaping, seating, and space for outdoor cafes and art, if applicable.



## Building Scale and Form

Most buildings along major corridors consist of one to three stories. Some of these buildings are built directly adjacent to the public right-of-way. In the interior blocks, the buildings are typically smaller and consist of one to three story structures, most of which have a 10-15' setback from the right-of-way.

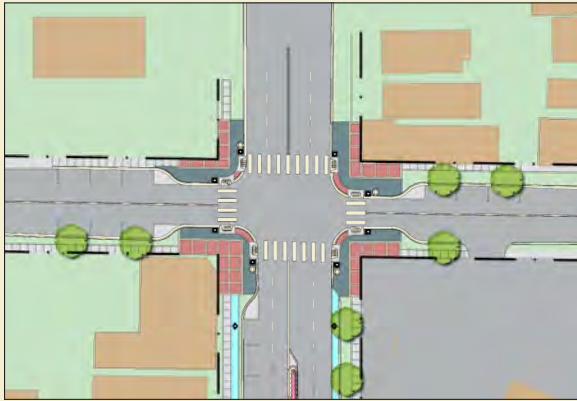
To maintain the traditional neighborhood character, proposed buildings should reinforce the existing character. The guidelines for new development for building size and placement must include the following:

- Building heights should generally not exceed 3-4 stories with vertical architectural edges framing the streets. Height variance may be permitted along Indianapolis Blvd. and Michigan Street as long as such buildings provide necessary uses on the ground floor to link the building to the street.
- A building should attempt to define the space it is occupying, as how a building communicates its presence will evoke people's reaction. With enhance architectural facades, a wide range of embellishments can be employed which attract and invite. Spandrel panels, graceful railings, rooftop features, awnings, metal archways, and many other amenities can be added to the building to improve the public realm or create a sense of place.



# Corner Plaza Treatments

## 149th Street

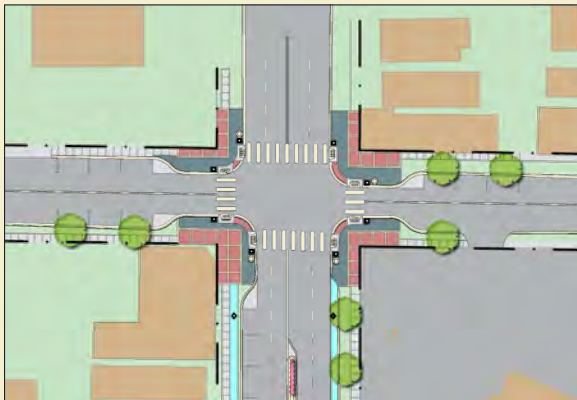


### CONCEPT

THIS INTERSECTION SITS AT THE NORTHERN ENTRY TO THE PROJECT AREA. THIS CREATES AN OPPORTUNITY TO CREATE A "GATEWAY" TREATMENT AT THIS INTERSECTION. THE TREATMENTS DEFINED HERE SHOULD BE ADAPTED FOR OTHER PROMINENT INTERSECTIONS IN THE CORRIDOR.



## 150th Street

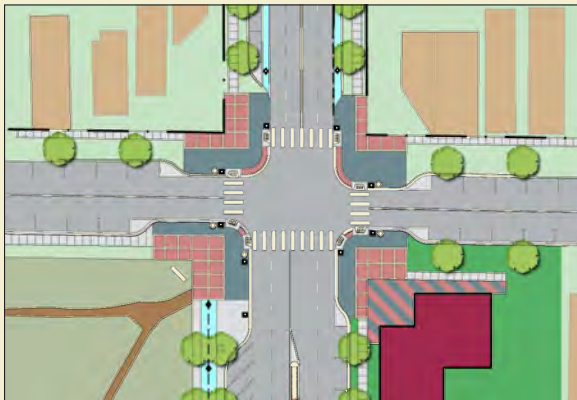


### CONCEPT

TO HIGHLIGHT THE RESIDENTIAL NATURE OF THIS BLOCK, THIS INTERSECTION TREATMENT SHOULD BE SLIGHTLY MORE MODEST IN SCALE AND PRESENTATION. CORNER PLAZAS SHOULD STILL BE DEVELOPED TO GIVE CHARACTER TO THE BLOCK, BUT CARE SHOULD BE TAKEN TO ENSURE IT DOES NOT "OVERWHELM" THE CORNER.



## 151st Street



### CONCEPT

WITH THE ADJOINING KOSCIUSZKO PARK, THIS INTERSECTION CAN EASILY TIE IN TO THE PARK AND ACT AS A GATEWAY. ON THE SOUTHEAST CORNER, INFILL DEVELOPMENT COULD ACT AS AN ADDITIONAL ANCHOR. AMENITIES HERE INCLUDE ADDITIONAL LANDSCAPING, INCLUDING PLANTERS THAT CAN ALSO ACCOMMODATE SEATING FOR PEDESTRIANS.



- New buildings should be constructed where razed buildings once stood in order to frame the public space and create a continuous building wall.
- Along with considering height increases for a few key sites, particularly those on Indianapolis Blvd. and key intersections, new development should integrate new buildings with the surrounding public realm; this could include location and orientation of ground floor uses, parking access, and other factors. In reviewing the scale for the buildings, the following principals should be considered.
  - \* Step down the scale of new buildings from larger and taller structures in the interior of the block to allied office and/or residential structures along corridor edges.
  - \* Choose building heights that create a transition to adjacent residential structures (2 to 3 stories).
  - \* Allow building heights on the primary corridors frontage to increase as they step back from the street.
  - \* Articulate the massing of the lower scale perimeter structures on neighborhood edges (in and out from the street) to echo the rhythm of adjacent single-family residences.



MIXED-USE BUILDING WITH VARIOUS ARTICULATIONS AND STEPBACKS

## Placement

It is important to place careful attention to the detailing of the new buildings in order to maintain the consistent feel of the public spaces, particularly on primary corridors. In building placement, the following principals must be applied.

- Place buildings on the primary corridors to maintain the street wall.
- Locate ground level storefronts and building entries on the primary front street to provide pedestrian scale and interest.
- At a minimum, include windows overlooking secondary (neighborhood edge) streets to provide “eyes” on the street.

## Encourage the Arts

Arts and culture play a strong role in revitalization, particularly for the vitality of a transit center. In all redevelopment and revitalization, efforts should be made to explore opportunities to incentivize the development of affordable housing for artists, office space for creative class, and studio space to support the active cultural community already found in the City. Effective strategies to integrate arts in the life the area may include:

- Incentives for economic development or redevelopment funded projects, with the requirements that the new development must support the arts through provision of needed arts-related spaces or donation of funds for public arts.
- Strongly consider arts – including those of performance activities – in programming and design of the Roxana Marsh.
- The Roxana Marsh could become an important site for outdoor arts exhibits, temporary placement of public arts, and other arts based activities in most of the year.
- Incorporate strong presence of art objects in the development of the Transit Center.



CONCEPTS FOR PUBLIC ART AT TRANSIT STATIONS



- Consider developing public space for live performance and outdoor exhibits as a part of Transit Center development.
- Support use of vacant land for temporary art installations and similar short term uses, i.e. Sanitary District frontage on Indianapolis Blvd.

## Safety & Security

Good lighting, clear delineation of public space, and minimization of visual obstructions will provide required security to the streets. Strategies to increase the sense of security could include the following:

- Improve perception of visual surveillance by incorporating large windows on the facades of the buildings, particularly on the corner buildings.
- The buildings in the transit center area should be designed in a way to carefully minimize conflict with pedestrians at proposed curb cut locations and the intersections.
- Public plazas or aesthetically comfortable spaces – particularly around bus stops – will need to be designed to enhance the sense of safety for pedestrians.



## Gateways

Locations where local streets intersect with Indianapolis Blvd. or Michigan Street may warrant special design treatment. For example, a planted median island or a corner treatment, or traffic calming feature such roundabouts, may be appropriate in several locations. Such treatments also highlight this transition to alert drivers to the fact that they are entering a neighborhood street where pedestrians are likely to be present.

There are several opportunities in the planning area to create arrival zones with unique amenities. Locating and designing for such gateway treatments will require engagement of residents and developing final designs that

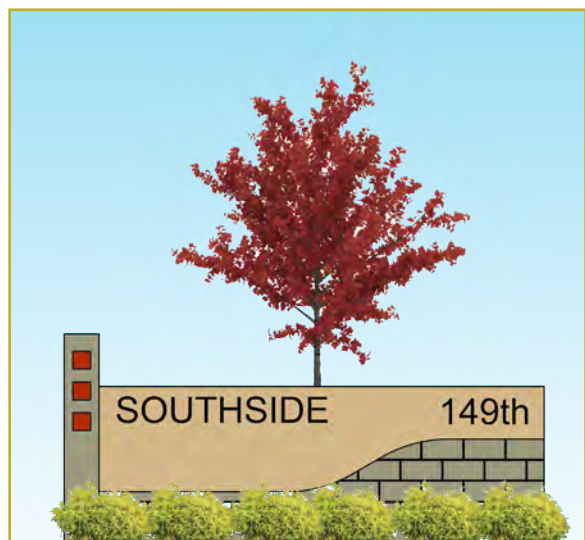
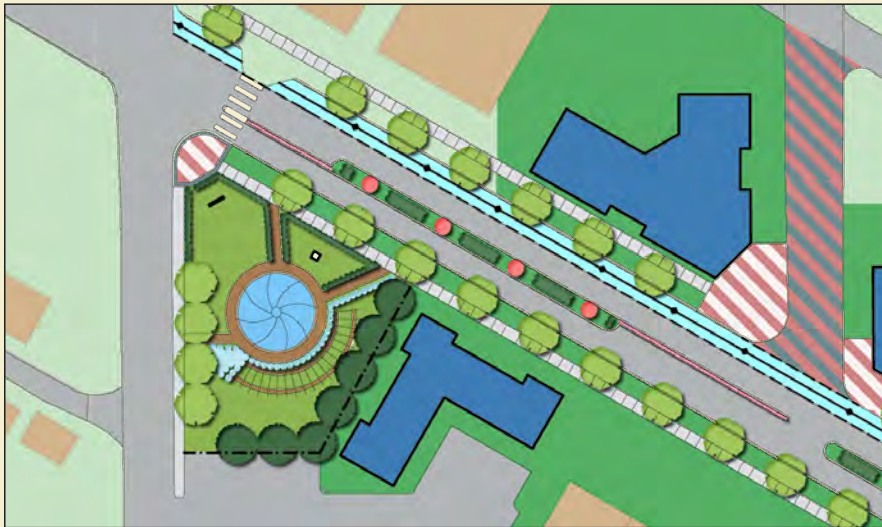
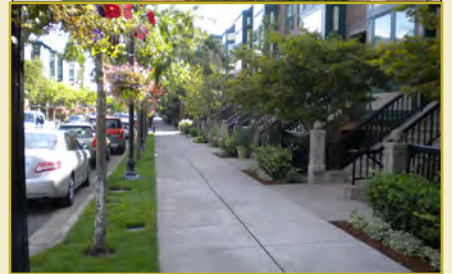


EXHIBIT 15 - CONCEPT FOR SOUTHSIDE NEIGHBORHOOD GATEWAY SIGN

# West Gateway Concept



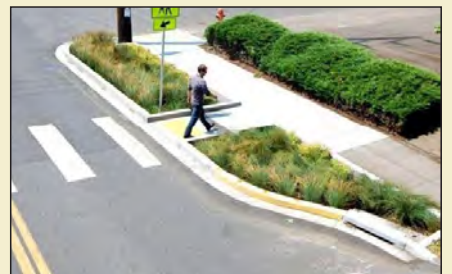
WEST GATEWAY CLOSE-UP



RESIDENTIAL CONCEPTS



MIXED-USE CONCEPT



CURB EXTENSION CONCEPT



are organic, contextual, and can be supported by residents. The most important gateway is for the Transit Center. It is recommended that such a gateway should consider the future location of buildings and be developed with the specific intent of creating vibrancy to the station area.

## Parks and Open Space

To create a uniform and consistent urban form, it is required that parks are treated equally for their contribution to the public realm and street vibrancy. It is important that the park's architecture is affiliated with the street design, Transit Center, and the neighborhoods. One option could be to bring the park onto the street by providing opportunity for walking, interaction, and biking. An allee of trees covering the sidewalk and a cycle track on the west side of Indianapolis Blvd. can create a strong linkage with the park and provide for a pleasant walk at any time.

To create a strong sense of place, the green space can also serve as a place for social gathering, provide an appropriately sized venue for community events, and create a space that can attract diverse populations. To this end, public uses must complement each other, not create conflicts. Use of public arts and acknowledging the history of railroad use or industrial uses can create a strong connection to the past while creating a sense of place.

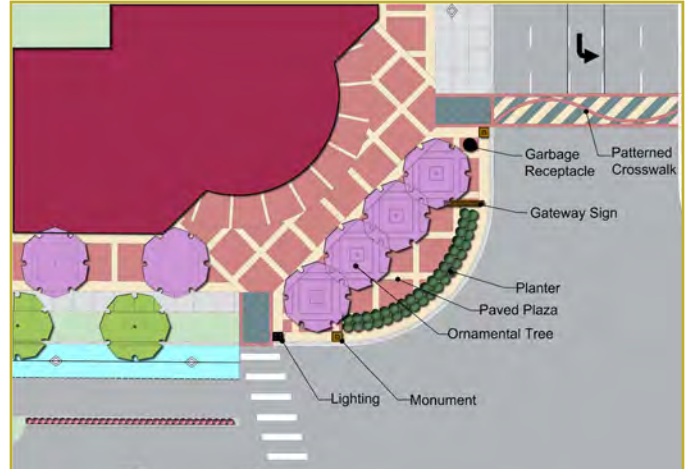


EXHIBIT 16 - CONCEPT FOR SOUTH GATEWAY TREATMENT (INDIANAPOLIS BLVD. & MICHIGAN ST.)



CONCEPTS FOR RECREATIONAL SPACE UNDERNEATH TOLL ROAD VIADUCTS (SOUTH SHORE STATION AND WEST OF ROXANA MARSH)



# Land Use

Key Principles	
1	Create a Transit Hub Around the Station
2	Support diverse uses, activities, and sizes of development
3	Encourage flexible live-work spaces on the corridor
4	Nurture an active open space
5	Support uses which promote activity at the street level
6	Strengthen the Neighborhoods

At the beginning of the 20<sup>th</sup> Century, the land use pattern in the planning area consisted of manufacturing, housing, food and retail services, civic and cultural facilities, and religious institutions, all coexisting together. The most influential factors that supported such symbiotic relationships were the intensity of commercial and industrial uses, as well as the housing density. These conditions help to create access to affordable housing for the workers and created job opportunities for residents without the need to depend on private automobiles.

The proposed land use aims to foster similar patterns of development: creating opportunities for work and living in a mixed use environment. But since this is also the traditional character, the need for major land use changes is not required. Exceptions to the traditional character must be made in places where new or existing land uses create conflicts with the traditional land use. Parcels along the riverfront are good examples, as all of the riverfront land should be protected while allowing public access to support a working waterfront.

Land use recommendations generally support the existing conditions, except for the corridors. Other land use recommendations are also provided for other elements this Chapter which may not have been repeated in the section.

## Recommendations

- Promote strategies that attract residents, employers, retail, and entertainment facilities to the area.
- Establish a Transit Center District as a redevelopment district with its own allocation area.
- Transform the area around South Shore station as high-intensity, mixed-use center with maximized population and employment densities.
- Encourage infill development and adaptive reuse of vacant and underutilized properties.

- Support street level vitality by encouraging active ground-floors, sidewalk cafes, and short-term, on-street parking.
- Discourage uses which heavily rely on truck or automobile access for daily conduct of business, particularly on major corridors.
- Create an open space district along the Grand Calumet River extending from the Indiana Harbor Canal to the western City limits.
- Expand and preserve sites for habitat restoration, and reconnect fragmented ecosystems along the River.
- Support a working waterfront with industrial and commercial uses, while minimizing adverse impacts on public access and wildlife.
- Update land use classifications and zoning for several parcels as identified on the proposed Land Use Plan.
- Improve pedestrian and bicycle connections between neighborhoods and the River to maximize shoreline access.
- Limit new or expanded surface parking.
- Prioritize public realm improvements that calm traffic, cultivate street life, and enhance transportation alternatives.
- Establish an Overlay Zoning District to promote architectural and land use characters consistent with the provisions of the Urban Form element of this Chapter.
- Prioritize strategic brownfield sites, and support their remediation and reclamation.
- Preserve industrial sites – particularly those with rail access – and increase the availability of reuse-ready structures and shovel-ready land.
- Institute a curb appeal program for the neighborhoods.
- Maintain the fabric of the neighborhoods (interior blocks) in their traditional forms and character.
- Prohibit construction of one story single use developments along corridors.

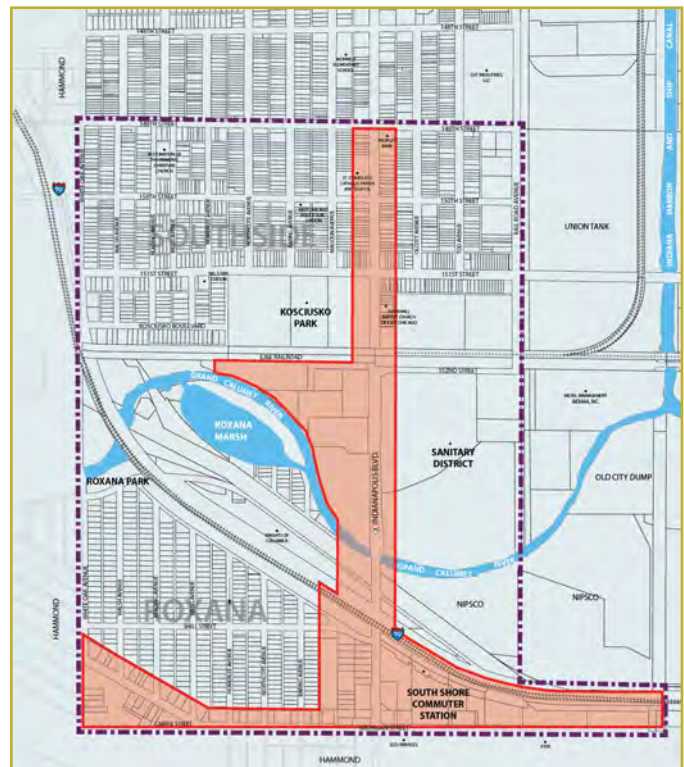


EXHIBIT 17 - OVERLAY DISTRICT AREA

# ROXANA TOD PLAN

CITY OF EAST CHICAGO

FUTURE LAND USE

### Legend

- SINGLE FAMILY RESIDENTIAL
- SINGLE FAMILY ATTACHED (2 UNIT)
- MULTI-FAMILY
- RESIDENTIAL MIXED USE
- INDUSTRIAL
- PUBLIC INSTITUTIONS
- PRIVATE INSTITUTIONS
- OPEN SPACE
- PARK
- WATERFRONT ZONE
- TOD DISTRICT
- SPECIAL DISTRICT



**The Arsh Group, Inc.**  
 Applied Real Estate Analysis, Inc.  
 Robinson Engineering



EXHIBIT 18 - FUTURE LAND USE

## Zoning

Despite the City's zoning code being somewhat flexible, the existing zoning classifications are inadequate to fully enforce a Transit Oriented Development. Using a place-based zoning process which accounts for use, form, and pattern will be required. Adoption of a TOD Overlay Zoning District will allow the City to establish a performance based approach for the most critical parcels of the planning area. Such approach will provide a more specific characterization of place types (i.e. corridors) and allow the City to establish tailored goals for the most important parts of the planning area.

The Future Land Use Plan recommends that a number of parcels be rezoned to comply with the recommendations of this plan or previous change of use. It is also anticipated that there will be other requests for zoning changes. Any such rezoning actions should be carefully reviewed before being approved by the Plan Commission. Rezoning is only justifiable under the following circumstances:

When the requested rezoning is consistent with the Future Land Use Plan.

- When there was an error or oversight in the original zoning of the property, i.e. industrial zoning for areas designated as open space on Indianapolis Blvd.
- When changing market and local conditions prevent the proper use of the property due to its current zoning classification.
- When excessive hardship may occur for the use of the property.

## Recommendations

- Adopt a TOD Overlay Zoning District to allow for place- based planning for the selected area.
- Modify zoning map based on proposed uses for the area.
- Establish a waterfront buffer zone a minimum of 50-75' from the shoreline. Prohibit construction of any facilities along this zone, except for marine access when appropriate.

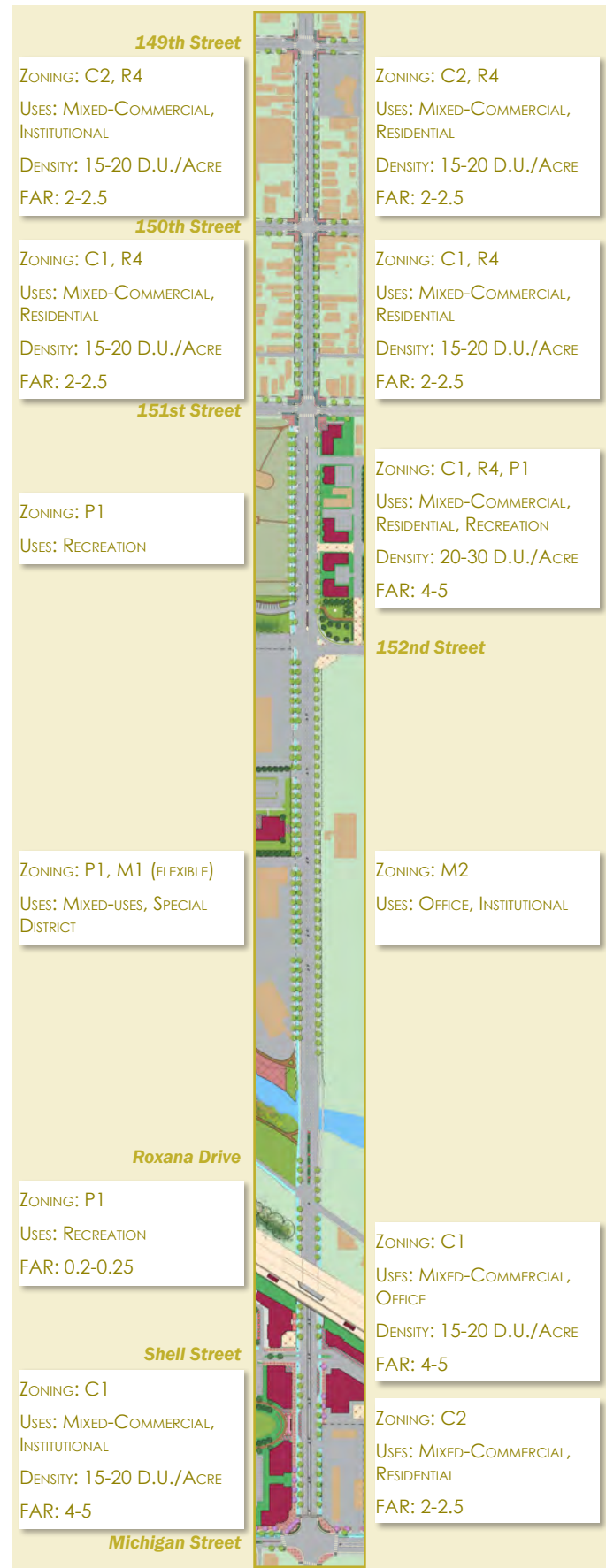















EXHIBIT 19 - PROPOSED LAND USE DEVELOPMENT BY BLOCK ON INDIANAPOLIS BLVD.

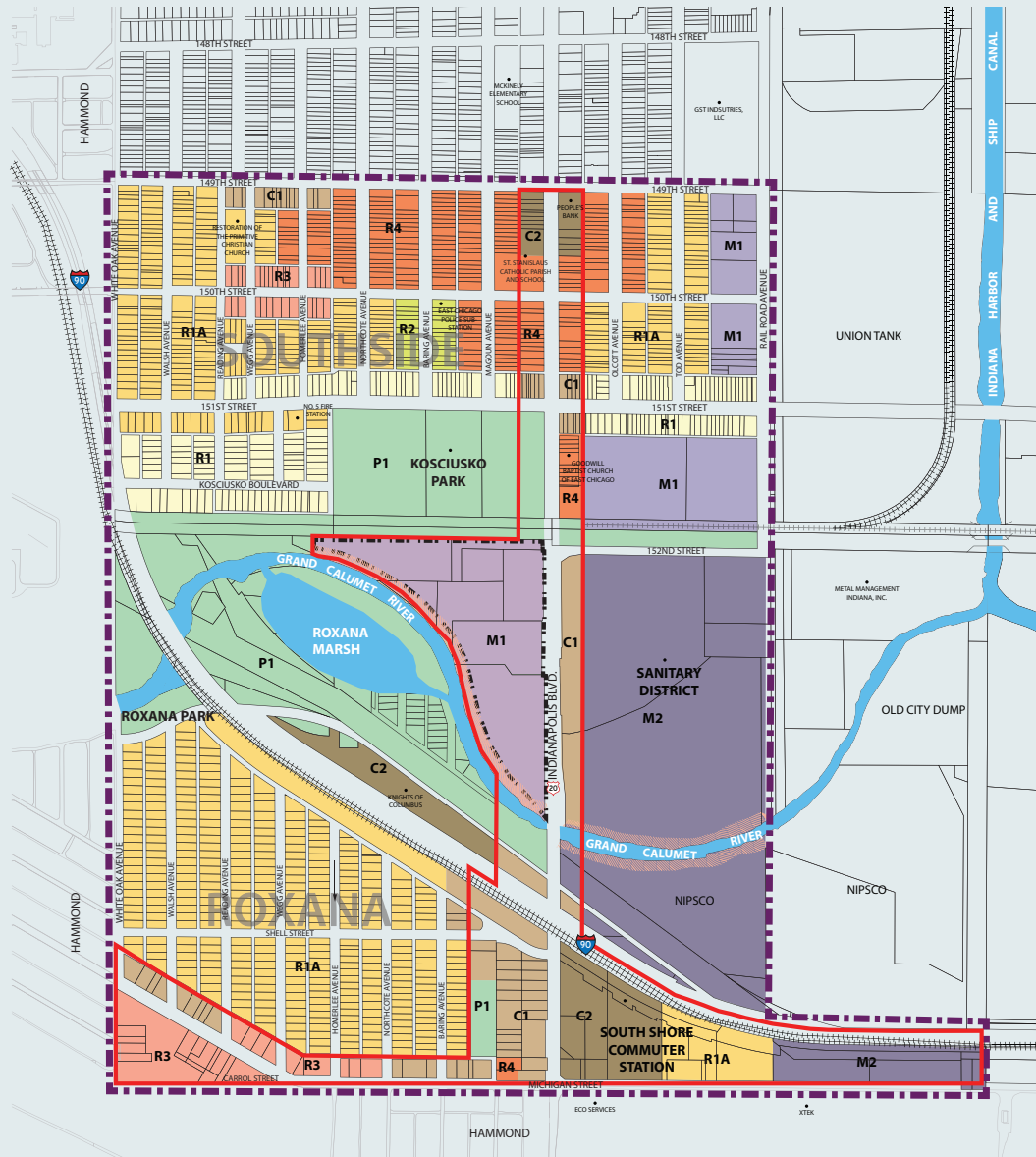
# ROXANA TOD PLAN

CITY OF EAST CHICAGO

PROPOSED ZONING

### Legend

- |   |                            |   |                               |
|---|----------------------------|---|-------------------------------|
|  | R1 - SINGLE FAMILY (S.F.)  |  | M1 - LIGHT INDUSTRY           |
|  | R1A - S.F. SEMI DETACHED   |  | M2 - HEAVY INDUSTRY           |
|  | R2 - 2 FAMILY DWELLING     |  | C1 - NEIGHBORHOOD RETAIL      |
|  | R3 - M.F. 2 STORY ROWHOUSE |  | C2 - GENERAL COMMERCIAL       |
|  | R4 - M.F. 3 STORY OR LESS  |  | PROPOSED OVERLAY DISTRICT     |
|  | P1 - PARKS                 |  | 100' NO BUILD WATERFRONT ZONE |
|   |                            |  | SPECIAL DISTRICT              |



 The Arsh Group, Inc.  
Applied Real Estate Analysis, Inc.  
Robinson Engineering



EXHIBIT 20 - PROPOSED ZONING



- Maximize on-street parking.
- Allow for shared parking.
- Allow temporary use of buildings and sites for temporary art installations or similar short term uses.
- Eliminate minimum parking requirements to encourage transportation alternatives.
- Establish zoning requirements for bike parking for all new development, including medium and high density residential.

Providing a range of transportation options saves residents time, money, and energy. Different studies have shown that the number of persons using transportation alternatives is a good indicator of a city’s livability. This typically impacts the ability of the community to attract investment, talent, residents, and tourists.

For the City to be successful in its TOD planning efforts, it must put in place transportation policy elements which ensure that public rights-of-way are designed to be safe, comfortable, and convenient for persons of all ages and abilities, using a variety of modes. One major element of this policy must be a transformation into a complete street for Indianapolis Blvd. and Michigan Street. Traffic calming measures that add medians, circles, or the like, should include trees, landscaping, stormwater facilities, and site furnishings as required. In addition, street improvement projects should follow the guidelines in the following sections for intersection design, sidewalk widths, sidewalk zones, furnishing zone, and streetscape layout.

# Mobility

Key Principles	
1	Blend Modes and Uses
2	Make Streets for People
3	Link Station to the community
4	Create Safe Crossings
5	Connect Indianapolis Blvd. to adjacent Neighborhoods

## What is a Complete Street?

*A system of streets planned, designed, operated, and maintained so all legal users may safely, comfortably, and conveniently move along and across streets.*

## Who are All Users?

*Pedestrians, Motorists, Bicycles, Trucks, children, Elderly, People of all abilities*



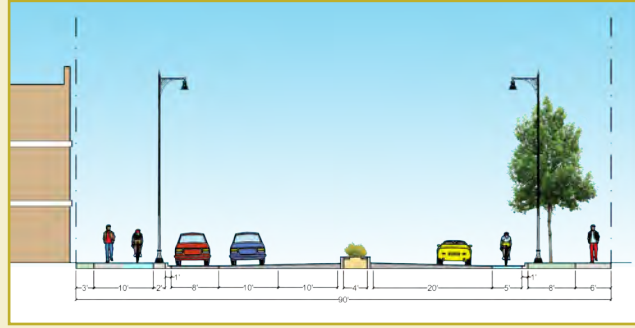
EXHIBIT 21 - CONCEPT FOR A MID-BLOCK PLAZA ON A STREET CLOSURE SITE

## Recommendations-Streets

- Realign Shell Street with South Shore Station entrance.
- Several streets in the study are one-way. Convert such streets to two-way.
- Create a loop in several streets in Roxana, after consultation with the residents. This will reduce traffic in the neighborhood, create a better sense of security, and provides opportunities for creating public spaces on Michigan Street.
- Minimize block sizes: add mid-block passages to break up long blocks as redevelopment occurs or opportunities arise.
- Include curb extensions in all new curb ramp construction projects.
- Consolidate utilities, street signs, and poles as feasible when street improvements are constructed.
- Streetscape projects should include stormwater control measures.

# Streetscape Concepts - North

149th Street



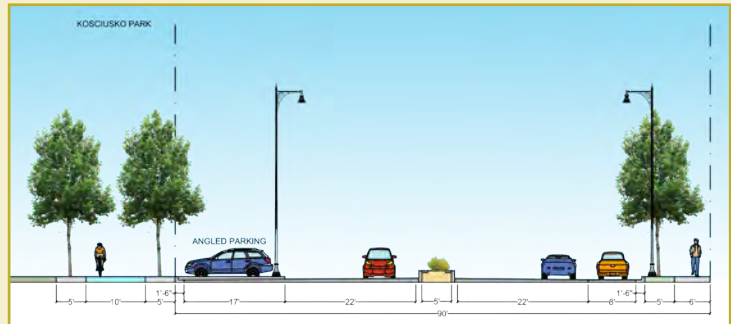
CONCEPT- PEDESTRIAN EMPHASIZED STREET, SUFFICIENT BUILDING SETBACKS TO ELIMINATE FRONTAGE ZONE

150th Street



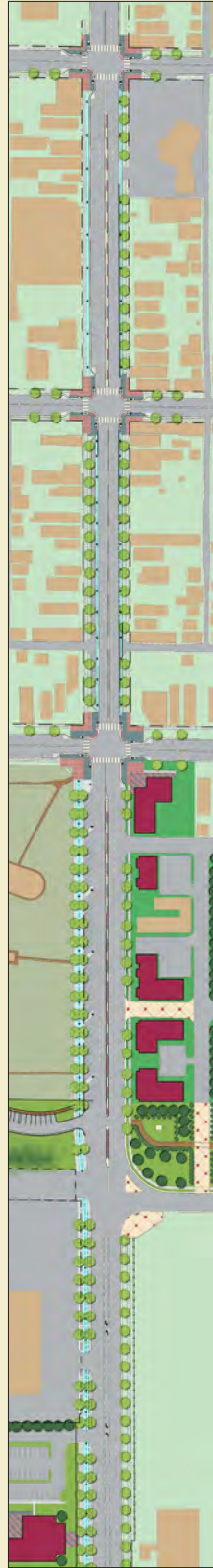
CONCEPT- COMPLETE STREET, MAINTAIN PARKWAY; MEDIANS WHERE NO TURN LANES NEEDED, NO PARKWAY SOUTH OF ALLEY

151st Street



CONCEPT- COMPLETE STREET, 45° ANGLED PARKING ON WEST SIDE, PARALLEL PARKING ON EAST SIDE, SIDEWALKS/PATHS ON PARK INTERIOR

152nd Street



# Streetscape Concepts - South

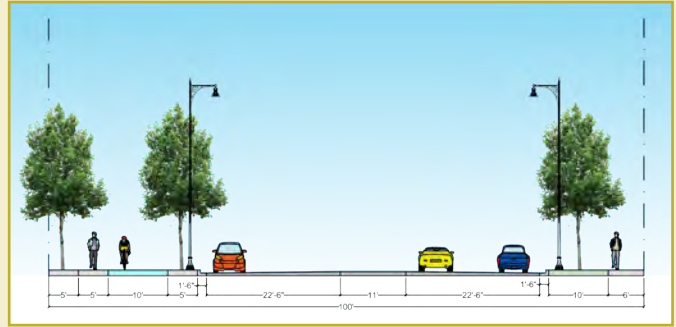
*Roxana Drive*

*I-90/Toll Road*

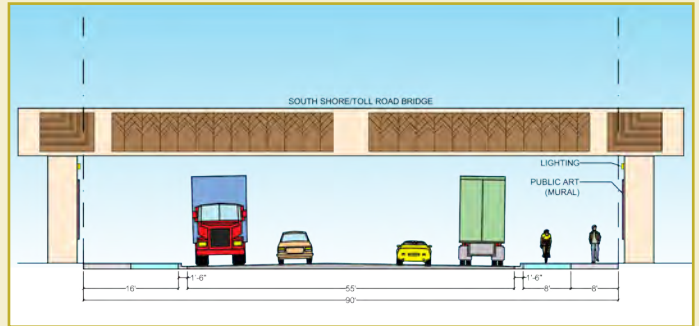
*South Shore Line*

*Shell Street*

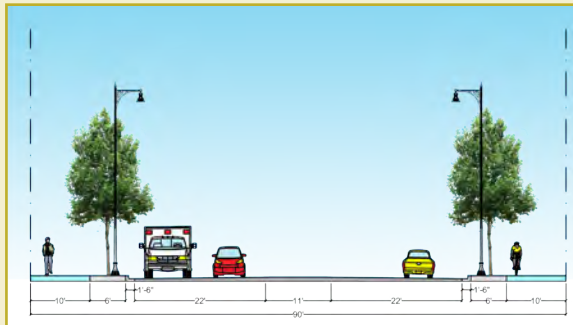
*Michigan Street*



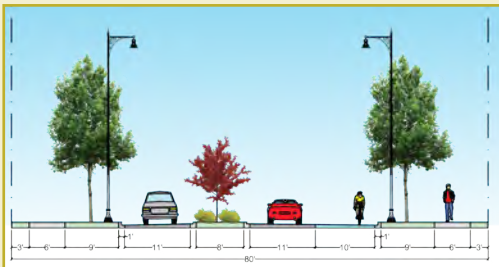
CONCEPT- BIKE & PEDESTRIAN EMPHASIZED STREET



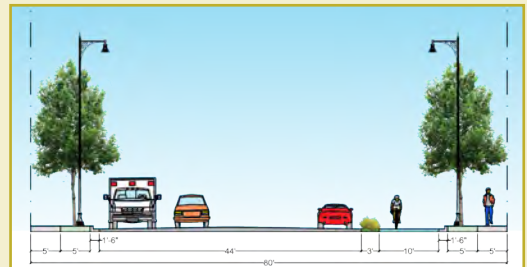
CONCEPT- BIKE & PEDESTRIAN EMPHASIZED STREET, PUBLIC ART IN VIADUCT AND OVERPASS BRIDGE



CONCEPT- TRANSIT EMPHASIZED STREET; REDEVELOPMENT AREA. INCORPORATE BUS TRANSIT STOPS IN PARKWAY



WEST MICHIGAN STREET: TWO-WAY BIKE LANE, MEDIAN



EAST MICHIGAN STREET: CYCLE TRACK, GATEWAY TREATMENT



### Recommendations-Pedestrian/bicycle

- Allocate space for transportation alternatives in all street improvements.
- Incorporate recommended bicycle improvements in future improvements of the streets.
- Install bicycle routes as part of routine road reconstruction and maintenance, with a goal of establishing a complete network of bike routes for the planning area.
- Narrow vehicle travel lanes by restriping and providing a widened curb lane or bicycle lane.
- Improving poor paving conditions of the street could also improve bike usage. White Oak Avenue, south of Michigan Street, and other streets, could benefit from this practice.
- On Indianapolis Blvd. and Michigan Street – both arterial roads – the only option to providing safe and comfortable on-road bicycle facilities is to widen these roads to accommodate bike lanes or cycle tracks.
- Designate 151<sup>st</sup> street as bike friendly road. This road should be restriped to become part of the City's bicycle network.
- Incorporate zoning requirements for bike parking for all new development, including residential.
- Provide secure bike parking facilities.
- Construct the proposed trail south of Roxana Marsh and connect to local and regional trail systems.



CYCLE TRACK, SEPERATING PEDESTRIANS AND BICYCLES FROM TRAFFIC



BICYCLE RACKS THAT DOUBLE AS PUBLIC ART



### **Recommendations-Transit**

- In cooperation with NICTD, improve boarding capacity by adding additional platforms.
- Move existing parking entrance to the west on Michigan Street. Add a secondary parking entrance further east.
- Provide attractive transit stops and well-lit pedestrian connections.
- Improve bus transit stations with distinct architecture and amenities which make them more attractive and user friendly, i.e. Wi-Fi, book drop off, ATM, information kiosk, Newsstand or a Post Office mailbox.

### **Recommendations-Parking**

- Priority Parking - Work with NICTD to establish priority parking for commuters. The most convenient spaces could be reserved for carpool vehicles and vehicles that use electric, natural gas, or hybrid power.
- Parking Requirements - Incentives, such as reduced parking requirements, for developments that put in place programs to reduce parking demand should be utilized. These may include offering employees transit passes, charging for parking, or giving stipends for those that carpool, walk, or bike to work.
- Shared Facilities - Encourage shared parking that is located to meet the needs of both the mixed-use developments and the adjacent business areas.
- Use of shared remote lots, i.e. Knights of Columbus site, shuttle service, and/or free bus pass, can help alleviate parking stress for areas in close proximity of Transit Center.

- Evaluate the feasibility of developing structured parking to reduce the amount of land required to meet parking needs of South Shore commuters.
- On-Street Parking - New developments have the ability to add on-street parking in front of mixed-use structures by increasing the building setback along the roadway. This approach provides visible parking for customers and visitors while at the same time buffering pedestrians from moving traffic.



ON-STREET PARKING FOR MIXED-USE DEVELOPMENT

# 5

## *Next Steps*

The Roxana TOD Plan contains a series of strategies and recommendations for each of the elements identified as important in the plan. The Roxana TOD Plan further reflects the desires of the City to establish a new vision for revitalization and reinvestment in two neighborhoods over the next 5-10 years. This timeline should provide adequate time to adjust existing land use patterns, create a multi-modal transportation network, and establish regulatory and budgetary policy required for implementation.

This chapter presents items that are considered to be high priority as identified in the Future Plan. The primary focus however will be on neighborhoods, multimodal, urban character and land use. Priority items consist of two sets of activities. First, activities that related to establishment of an orderly process for implementation. These are presented as items 1-5. The second section – Other Steps – identifies major activities for each of the seven elements of the Future Plan. A target timeline is also provided to maintain an orderly process for implementation. The City, Plan Commission, Redevelopment Commission, and other agencies should review the priority list on a regular basis to ensure that it is up to date and applicable to the prevailing conditions as they proceed with completing different recommendations.

## **1. Annual Review Required**

An annual review of major items by the City will give an opportunity for the City to review trends and set goals for planning and implementation on an annual basis. This review should also note where the Plan is generating success and where it has been less effective. In such cases, a refinement of action steps, or an amendment to the Plan itself, may need to be considered.

The Annual review should address the following:

- Review of completed programs and projects.
- Assessment of the successes and where improvement may be needed for project implementation.
- Any deviations in the Plan brought about by other opportunities.
- Any necessary amendments to the Plan that may be required due to changing neighborhood, market, or financial conditions.
- Review of the high priority activities and any modification that may be required.

## **2. Comprehensive Plan Amendment**

For the City to have legal authority to implement many of the proposed recommendations, establish a Redevelopment District, or create an Allocation Area, the Future Plan must be included in the City's current Comprehensive Plan. The City must adopt the Roxana TOD Plan and amend the East Chicago Comprehensive Plan to include land use, urban character and transportation provisions of the Future Plan. Such amendment will also allow the City to make changes in the zoning or to establish the TOD Overlay District.

## **3. Rezoning**

Adoption of the TOD Plan will require amendments to the existing East Chicago Zoning Ordinance. Zoning decisions for the planning area should incorporate the Future Land Use Map, presented in Chapter 4.

Item	Budget
<b>INDIANAPOLIS BLVD.</b>	
Intersection/Channelization Improvements (6 intersections)	\$1,740,000
Road Reconstruction/Widening	\$450,000
Street lighting (Decorative, 40ft)	\$450,000
Streetscaping, Landscaping	\$351,000
<b>MICHIGAN ST.</b>	
Intersection/Channelization Improvements	\$270,000
Road Reconstruction/Widening	\$150,000
Complete Street (new Carrol St.)	\$265,000
Street lighting (Decorative, 20ft)	\$260,000
Streetscaping, Landscaping	\$130,000
<b>MULTI-USE PATHS</b>	
Marquette Greenway - Path	\$1,800,000
IHB Path	\$300,000
Indianapolis Blvd. Pedestrian Bridge	\$650,000
<b>STREET RESURFACING</b>	
Road repairs	\$960,000
Road repavement	\$200,000
<b>OTHER COSTS</b>	
Interim Improvements (vacant lot landscaping, e.g.)	\$200,000
Right-of-Way Acquisition Allowance	\$797,600
<b>Total Project Cost</b>	<b>\$8,973,600</b>

TABLE 8 - INFRASTRUCTURE FUNDING NEEDS

#### 4. TOD Overlay District Creation

The TOD Overlay District will give the City a legal tool to enforce the recommendations of the Plan. The Overlay District will further provide a form-based development code that regulates the building form, placement, and function, as well as how a development relates to the street. The new Zoning Overlay District will also address height requirements, setbacks, floor area ratios (FAR), landscaping, and parking requirements among others.

#### 5. Plan for Funding

East Chicago must commit to a long term capital budget that is dedicated to the TOD Plan. Although most of the identified recommendations can be funded through existing City or outside resources, it is important that separate funding sources are identified and are in place to carry out different element of the Plan (i.e. Redevelopment, TIF, or special land acquisition funds). The City must use such public funds to leverage private funds to the extent possible.

Table 8 provides the anticipated funds solely for infrastructure improvements. The City must adopt this budget as a part of the City's Capital Improvement Plan to ensure adequate funding for the next ten years. For other initiatives and project, the City must review its options and seek funding and partnership as such projects become ready for implementation.

#### Other Steps

Table 9 outlines a series of priority items identified in the recommendations of the Future Plan. The priority items should be evaluated on an annual basis to ensure an orderly process of implementation.



PRIORITY ACTION STEPS		TIMELINE	LEAD RESPONSIBILITY
<b>CORRIDORS</b>			
1	Prioritize "Public Realm" improvements and incorporate them into the City's Capital Plan.	2017	Engineering
2	Complete public improvements where currently gap exists.	2017-2019	Engineering
3	Acquire, consolidated and clean up vacant and underutilized properties to promote redevelopment.	On going	<ul style="list-style-type: none"> <li>• Redevelopment</li> <li>• Building Department</li> </ul>
4	Collaborate with the existing property owners to remove distractive uses and clean up to the extent practical.	On going	<ul style="list-style-type: none"> <li>• Redevelopment</li> <li>• Building Department</li> </ul>
5	Evaluate establishment of Business Improvement Districts for Indianapolis Boulevard and Michigan Street.	On going	Planning & Economic Development
<b>TRANSIT CENTER</b>			
6	Develop partnership agreement(s) with NICTD for development of a new Transit Center.	2017	<ul style="list-style-type: none"> <li>• Planning &amp; Economic Development</li> <li>• Law Department</li> </ul>
7	Cooperate with NICTD to construct new entry points to platform(s) for South Shore station.	2018	Engineering
8	Acquire and consolidate vacant and underutilized properties in the Transit District.	On going	<ul style="list-style-type: none"> <li>• Planning &amp; Economic Development</li> <li>• Redevelopment</li> </ul>
9	Prepare adaptive reuse plan for the former Roxana School. Market as required to re-occupy.	2017	Planning & Economic Development
10	Prepare a Redevelopment Master Plan for the Transit Center.	2018	<ul style="list-style-type: none"> <li>• NICTD</li> <li>• Planning &amp; Economic Development</li> <li>• Redevelopment</li> </ul>
11	Collaborate with East Chicago Transit to plan for new bus stops along the corridors and in front of the South Shore station.	2018	<ul style="list-style-type: none"> <li>• Engineering</li> <li>• East Chicago Transit</li> </ul>
12	Design and construct a roundabout on Shell Street to calm down traffic.	2020	Engineering
<b>OPEN SPACE</b>			
13	Prepare a Management Plan for the Roxana Marsh in cooperation with DNR, Nature Conservancy, and NIPSCO.	2017-2018	<ul style="list-style-type: none"> <li>• Planning &amp; Economic Development</li> <li>• Nature Conservancy</li> <li>• NIPSCO</li> </ul>
14	Prepare a final master plan for the City's property, including those of the IHB/CN railroad, based on the approved Management Plan.	2018	<ul style="list-style-type: none"> <li>• Planning &amp; Economic Development</li> <li>• Engineering</li> </ul>
15	Establish joint use agreement for the use Roxana Marsh with DNR, Club Ki-Yowga, and local cultural and environmental organizations.	2017	Planning & Economic Development
16	Start negotiations for joint use agreement with the Knights of Columbus and others for the use these properties as an element of Roxana Marsh.	2017	Planning & Economic Development
17	Install a sign for Roxana Marsh. Identify site for park/community center and begin clean-up process.	2017	Planning & Economic Development
18	Establish "Friends of Roxana Marsh" to steer the development.	2017	<ul style="list-style-type: none"> <li>• Planning &amp; Economic Development</li> <li>• Nature Conservancy</li> </ul>
<b>NEIGHBORHOODS</b>			
19	Establish an engagement process for the neighborhoods to steer preservation and improvement efforts as outlined in the Plan.	2017	<ul style="list-style-type: none"> <li>• Planning &amp; Economic Development</li> <li>• Redevelopment</li> </ul>
20	Work with Redevelopment Department to target the neighborhoods as a Strategic Revitalization Area.	2018	Redevelopment
21	Institute and fund the Top Ten Easy Ideas for Neighborhood Improvement.	2018	<ul style="list-style-type: none"> <li>• Redevelopment</li> <li>• Mayor's Office</li> </ul>

PRIORITY ACTION STEPS		TIMELINE	LEAD RESPONSIBILITY
LAND USE			
22	Adopt the Future Land Use Plan.	2017	Planning & Economic Development
23	Establish the Transit Center as a Redevelopment District.	2018	Planning & Economic Development
24	Establish a special district for all properties fronting the River.	2017	Planning & Economic Development
25	Establish a Roxana Marsh District.	2018	Planning & Economic Development
26	Adopt TOD Overlay District for the designated area.	2017	Planning & Economic Development
27	Update Zoning Map to remove conflicting zoning with the proposed Land Use Plan as a part of the Comprehensive Plan update.	2017	Planning & Economic Development
URBAN FORM			
28	Fund a robust code enforcement program to remove eyesore and non-conforming uses.	On going	Building Department
29	Complete final design for roadway improvement, streetscaping and other public realm enhancements for both corridors.	2017-2019	Engineering
30	Clean up viaduct area underneath Toll Road and along Hammond border, including installing new lighting, to encourage new and future public uses.	2017	Engineering
31	Complete gateway plans consistent with the TOD Plan.	2018-2019	<ul style="list-style-type: none"> <li>• Engineering</li> <li>• Planning &amp; Economic Development</li> </ul>
32	Enforce design guidelines as recommended and as new development occurs.	On going	Planning & Economic Development
33	Adopt typical intersection design consistent with the recommended design and implement as roads are improved.	On going	Engineering
34	Establish incentive program for the arts as a part of Redevelopment or tax abatement programs.	2017	<ul style="list-style-type: none"> <li>• Planning &amp; Economic Development</li> <li>• Redevelopment</li> </ul>
MOBILITY			
35	Adopt a 5-10 year capital improvement plan for an orderly process to implement all street improvements.	2017	Engineering
36	Improve streets consistent with the recommendations in the Future Plan .	On going	Engineering
37	Complete improvement plans for the corridors as complete streets.	2018	Engineering
38	Develop and construct the western section of the East Chicago Trail.	2019	Engineering
39	Acquire easement to build additional trails east to Harbor Canal.	2018-2022	Engineering
40	Study feasibility of extending Railroad Avenue south to Michigan Street.	2018-2019	<ul style="list-style-type: none"> <li>• Engineering</li> <li>• Planning &amp; Economic Development</li> </ul>
41	Designate 151st street as bike friendly road. Restripe to allow for a bikeway.	2017	Engineering
42	Design and construct a roundabout on Carrol Street and Michigan Street to calm down traffic.	2018	Engineering
43	Reconstruct intersections consistent with design requirements of the plan for pedestrians, including accessible sidewalks.	On going	Engineering

TABLE 9 - PLAN PRIORITY ITEMS

