

# NIRPC

NORTHWESTERN INDIANA REGIONAL  
PLANNING COMMISSION

## E-COMMERCE SUBAREA PLAN - GARY, INDIANA



# E-Commerce Subarea Plan- Gary, IN.

June 2022

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**OVERVIEW**



# 1. Overview

## 1. Introduction

The Gary E-Commerce Subarea Plan is the formal planning process for the Northwestern Indiana Regional Planning Commission (NIRPC) to work with several communities to develop a long-range plan that will set the motion to development of E-Commerce in Northwest Indiana. The planning initiative gets its origin from the NWI 2050 Plan, where the plan established a vision for the region which included support for development of E-Commerce to “harness” the opportunities that have emerged in recent years as a result of the shift in the economic landscape of the region and the nation.

To advance the NWI 2050 vision, NIRPC initiated preparation of a study called, E-Commerce in Northwest Indiana in 2020. The study’s goal was to “investigate the impacts of e-commerce on Northwest Indiana and offer recommendations to NWI municipalities on how best to anticipate e-commerce impacts, mitigate their effects on land use and transportation, and to harness the opportunities presented by e-commerce to ensure our communities leverage the benefits.”

The E-Commerce Study identifies several strategies to promote development of E-Commerce, ensure future investment and reduce land use and transportation impact of such developments.

The study identifies five different locations for development of E-Commerce in Northwest Indiana. These corridors are:

1. North Lake County, with a potential distribution center located near the I- 80/94/Burr St.. Interchange,
2. South Lake County, with a potential distribution center located near the I- 65/US 231 Interchange,
3. North Porter County, with a potential distribution center located near the I- 94/ US 20 Interchange,
4. Central Porter County, with a potential distribution center located near the SR 49/Vale Park Rd... Interchange,
5. La Porte County, with a potential distribution center located near

### Key E-Commerce Strategies

1. Forecast demand for future land development to accommodate E-Commerce future needs.
2. Prioritize transportation improvements for potential E-Commerce facilities.
3. Develop plans and programs to address the impact of the growth of e-commerce in NWI in partnership with local and regional agencies.
4. Work with local and regional partners by strategically investing in targeted projects that support economic growth.
5. Coordinate with private sector in development of e-commerce facilities to improve overall transportation efficiency.
6. Explore alternative tax structures to replenish loss of tax revenue due to shifts in the retail market.
7. Promote and expand warehousing floor space and distribution centers to accommodate the growth of E-Commerce.
8. Repurpose big box retail and large surface parking to turn into distribution centers, logistics hubs, and supply chains.

NIRPC'S STRATEGIES FOR E-COMMERCE

the I- 94/US 421 Interchange.

The Gary E-Commerce Subarea Plan is the first of potentially many steps to implement the vision for the region as established by NWI 2050. The development of a subarea plan for the Gary E-Commerce is a purposeful plan which aims to provide guidelines and impetus to implement the E-Commerce strategies and to provide long-term implementation recommendations which will meet expectation of the City of Gary as well as regional demand. In line with the objectives of the NWI 2050 and the E-Commerce Study, the objectives for the Plan include:

### Key Planning Objectives

The primary purpose of this plan is to provide guidance for E-Commerce development through implementation of a set of land use, transportation, and development policies which expand opportunities and capitalize on market demand. The recommendations set forth in this document are intended to also guide both public and private investment to help achieve the stated objectives.

The Subarea Plan is further intended to amend the current City’s Comprehensive Plan, with additional policies, and zoning recommendations. The Plan further provide strategies and projects to revitalize the planning area and surrounding neighborhoods, reduce traffic impacts and improve the pedestrian linkages.

### Key Planning Objectives

- Ensure efficient modes of transportation and safety
- Diversify businesses landscape in Gary and the region.
- Stimulate private investment
- Maximize Transportation, Distribution, and Logistic (TDL) business presence
- Establish and enhance distinct atmosphere along major corridors
- Ensure Gary can leverage the benefits of E-Commerce

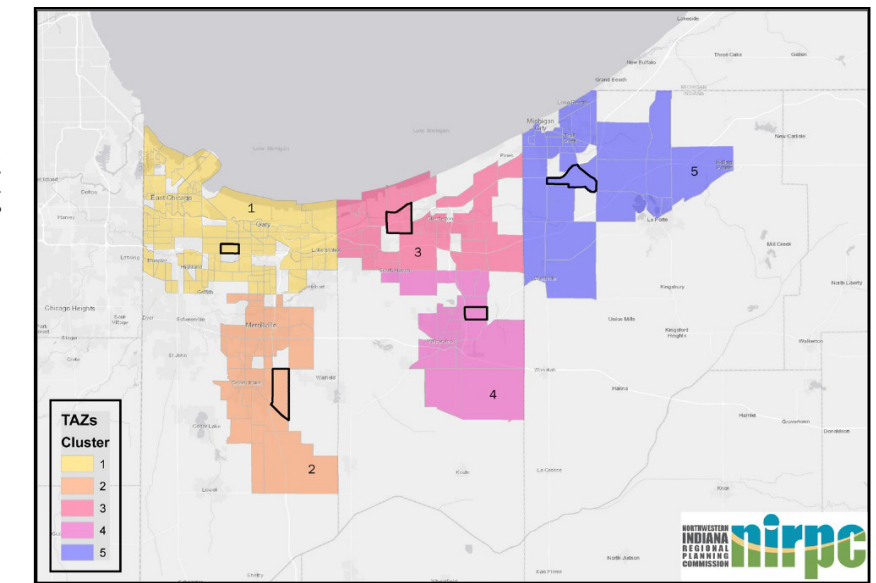


EXHIBIT 1 - POTENTIAL E- COMMERCE CLUSTERS IN NWI

SOURCE: NIRPC

## 2. Plan Purpose

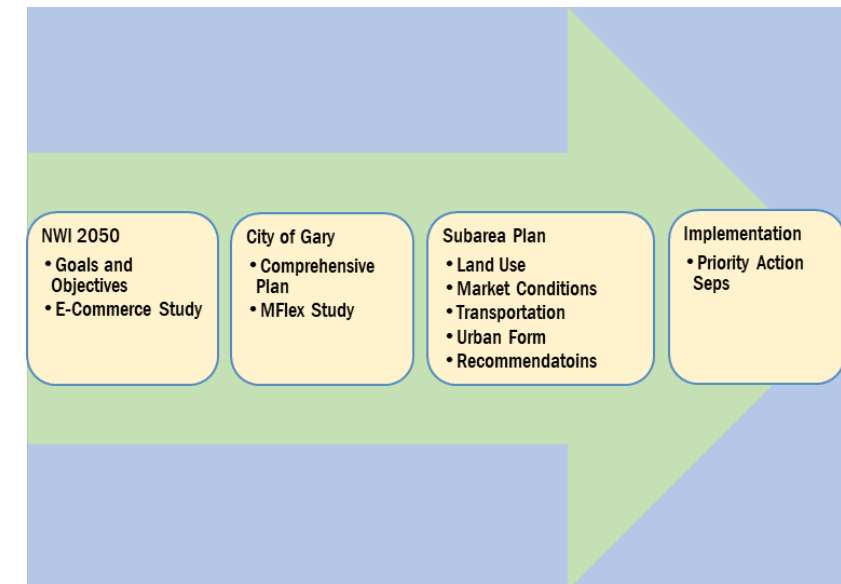
With a goal to create a renewed sense of regional place, this Subarea Plan aims to leverage the inherent strengths of the I-80/94 corridor, expand its transportation functions, and ensure that the region continues to serve as an industrial hub for the greater Chicagoland area and the nation. The plan builds upon working relationships between NIRPC, the City of Gary, the business community, local institutions, and property owners which have traditionally contributed to the success of the region. The plan further aims to guide long-term public and private investment that:

- Builds off the work of NIRPC and the City of Gary in other studies
- Proactively responds to economic development opportunities, to ensure a healthy and varied mix of businesses and services.
- Establishes a land use guide to ensure compatible development within the area.
- Integrates land use and transportation policies with market opportunities and sustainability
- Focuses and directs expected TDL related demand to priority locations within the planning area.
- Establish a general vision with goals, objectives, and recommendations for the planning area
- Ensures adequacy and efficiency of infrastructure and transportation/connectivity improvements for the area
- Identifies implementation tools (e.g., short-term wins, land use policies and zoning ordinance amendments, or where needed, recommendations for further study of a particular area)

## 3. Planning Process

The development of the Plan is heavily guided by objectives established by NIRPC and City of Gary as they were outlined in several documents. The completion of the plan was further benefitted from the following:

- Review of several documents identifying current conditions.
- Interviews with several local and regional agencies and organizations, conversations with local and regional real estate brokers to gauge the market demand.
- Discussions with the City of Gary staff and agencies.
- Meetings with the Project Committee to review findings and get input.
- Presentation of the final draft of the Subarea Plan for presentation to the NIRPC Commission and adoption



## 4. Plan Organization

The Subarea Plan is organized in five different chapters reflecting local conditions, goals, and priorities of the City of Gary and the region. The primary focus of the Plan is on the land use, market conditions, transportation, infrastructure and contextual nature of the area. The Plan chapters consist of the following:

### Chapter One, Overview

Introduction presents the plan objectives and the process, organization of the plan and plan purpose.

### Chapter Two, Existing Conditions

Existing Conditions will provide an overview of the planning area's social and physical conditions, transportation, and market conditions. The chapter also presents an assessment of current land use and infrastructure issues. Opportunities which strengthen the neighborhood and the corridors are also presented.

### Chapter Three, Future Direction

Future Direction presents the development framework for the planning area. It describes proposed land uses, required street and pedestrian improvements, and strategies that expand opportunities for development.

### Chapter Four, Conceptual Plans

Conceptual Plans presents conceptual alternative site plans for the planning area for long term development, redevelopment or preservation of the planning area.

### Chapter Five, Next Steps

Next Steps provides the necessary administrative and policy steps and recommendations for implementing different elements of this Plan. It sets the guidance for ensuring an orderly process for the Plan to remain an effective document that guides future development of the planning area.





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**EXISTING CONDITIONS**



# Existing Conditions

## 1. Regional Context

The City of Gary is located in the northwest corner of Indiana in Lake County. The City shares several boundaries with East Chicago and Hammond to the west, Lake Michigan to the north, Portage to the east, and Hobart, Merrillville, and Lake Station to the south. There are also some pockets of unincorporated land around Gary's southern borders. Gary lies approximately 25 miles southeast of downtown Chicago and 140 miles northwest of downtown Indianapolis.

Several Interstates and US Highways run through Gary. Interstate 65 is the major north/south highway, beginning at 5th Avenue and connecting to Indianapolis in the south. Interstate 90 is an east/west Toll Road running just south of the steel mills and Lake Michigan, eventually connecting west to Chicago via the Skyway. Interstate 80/94 (Borman Expressway) is a major Interstate Highway in Gary and the region, running east/west generally along the Little Calumet River corridor. The Port Of Indiana, located between Portage and Burns Harbor, is a major shipping and cargo hub in the region.

Due to its location being along Lake Michigan, Gary from its inception, has been attractive to industries for ease in shipping and receiving goods. During the last century, Gary was the largest city in Lake County, and it was the center of a growing regional economy in Lake County. Today, that regional economy has expanded into southern Lake County as well as Porter, La Porte, Jasper, and Newton Counties. While steel production remains an important industry, the regional economy is now more diverse. With the advent of E-Commerce, City of Gary is in ideal position to attract new industries to the City, particularly those that require easy access to transportation routes.

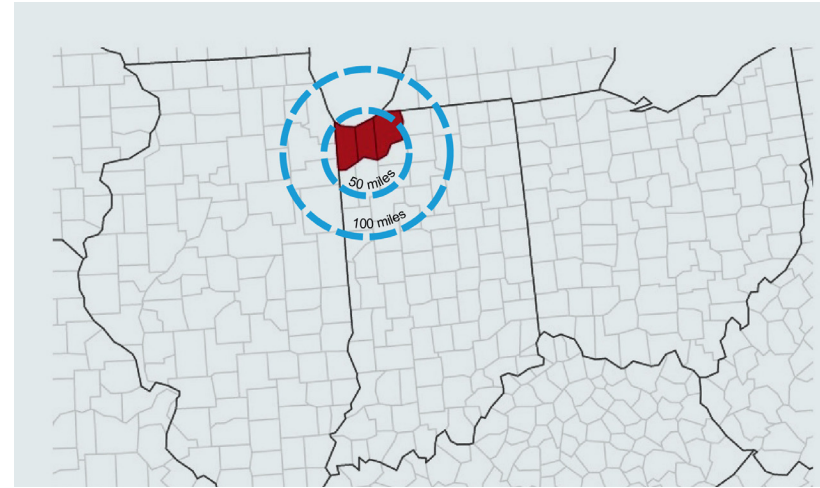


EXHIBIT 2 - NIRPC AREA REGIONAL CONTEXT

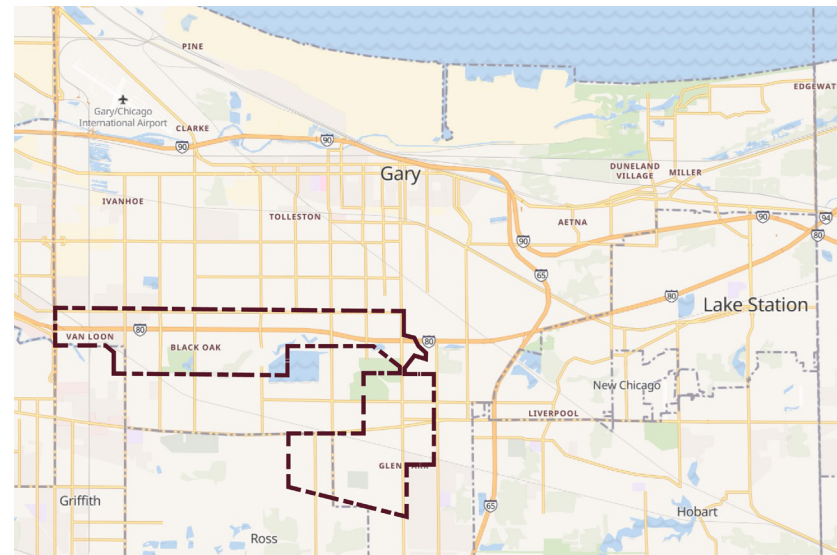


EXHIBIT 3 - SUBAREA AND VICINITY

## 2. General Area Summary

The planning area for this Subarea Plan covers two distinct neighborhoods in the south side of Gary, Black Oak and Glen Park. The Borman Expressway (I- 80/94) divides the planning area with two major interchanges supporting both travelers and local traffic and providing access to these neighborhoods.

Black Oak Neighborhood spans from the western boundary of the City, Cline Avenue, to Grant Street and stretches south from 21st Avenue to Ridge Road. A large portion of the neighborhood consist of vacant land which are either are conserved as a part of Little Calumet River Flood protection program or occupied by scattered housing units. The Little Calumet River levee serves as a trail and is part of Gary Green Link, a citywide trail initiative. Commercial activities in the neighborhood are primarily located along 25th Avenue and Grant Street. These uses consist of several travel centers and smaller neighborhood retail uses.

The newest commercial facility in the neighborhood is the Hard Rock Casino, which is located immediately south of the Borman expressway on Burr Street. On the southeastern part of the neighborhood, south of the Village shopping center, there are several small scale industrial and productions properties along the railroad tracks.

Glen Park Neighborhood covers only a small portion of planning area. This area primarily consist of commercial land uses along eastern frontage of Grant street and a cluster of relatively stable residential blocks on the east side of Grant street. As a whole, the Grant Street corridor is heavily impacted by truck traffic and used by travelers for a short stop at one of the several retail establishments and fill ups. At the intersection of 25th Avenue and Grant Street, the County Market complex is the predominant commercial use next to a cluster of neighborhood retail uses, all of which were more recently constructed.



OVERVIEW OF I- 80/94 CORRIDOR



OVERVIEW OF GRANT STREET CORRIDOR



### 3. Demographic Profile

Among different indicators for the City of Gary and the region, population and employment are perhaps the most visible signs of a region in need of major consideration for revitalization and job creation. The loss of industrial jobs and its subsequent impact on population and housing, has mostly occurred in older cities in the region. The loss of population, has given rise to significant housing vacancy where many blocks and neighborhood will require substantial redevelopment. In some respect the availability of vacant land is providing the impetus for alternative uses other than housing or retail development.

#### Region at a Glance

- While the population of the region has been declining for the last forty years, City of Gary has witnessed a largest share of population decline.
- Employment pool in the City of Gary has declined for the last decade for about 2,300.
- Despite loss of general employment opportunities, industrial and transportation employment has actually increased.
- Employment projection for 2040 for the region, shows a decline of 6%

POPULATION 1980-2020

Year	Gary		Lake County		NIRPC (Region)	
	Total	% Change	Total	% Change	Total	% Change
1980	151,953	--	522,965	-4.30%	751,413	--
1990	116,649	-23.23%	475,594	-9.06%	711,592	-5.30%
2000	102,746	-11.92%	484,564	1.89%	741,468	4.20%
2010	80,294	-21.85%	491,203	1.37%	764,166	3.06%
2020 (est.)	75,486	-5.99%	485,983	-1.06%	765,491	0.17%
<b>2020 Decennial</b>	<b>69,093</b>	<b>-13.95%</b>	<b>487,536</b>	<b>-0.75%</b>	<b>753,318</b>	<b>-1.42%</b>

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

EMPLOYMENT CHARACTERISTICS

Employment	Gary	Lake County	NIRPC (Region)
Population	75,486	485,983	765,491
Population 16 years and over	58,271	385,554	611,440
Civilian employed population 16 years and over	25,321	219,358	348,246
Transportation and warehousing, and utilities	1,863	16,254	23,671
<b>% in Transportation and Warehousing</b>	<b>7.4%</b>	<b>7.4%</b>	<b>6.8%</b>

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates

EMPLOYMENT PROJECTION 2020 - 2040

Area	2020	2030	2040
Lake	231,950	220,720	214,600
Porter	85,720	86,070	87,400
La Porte	51,200	47,760	46,130
<b>NIRPC Region</b>	<b>368,870</b>	<b>354,550</b>	<b>348,130</b>

LABOR FORCE 2010 - 2022

	Number			% Change (2010-2022)
	2010	2020	2022 (March)	
Labor Force	28,031	27,004	25,689	-2,342
Employed	24,158	22,620	23,912	-246
Unemployed	3,873	4,384	1,777	-2,096
<b>Rate %</b>	<b>13.8</b>	<b>16.2</b>	<b>6.9</b>	<b>-7</b>

Source: Indiana Department of Workforce Development

### 4. Land Use

The range of land uses within the study area, includes a strong concentration of highway and transportation related uses such as truck stops or service centers and warehouses, mixed with an abundance of retail commercial uses along the major arterials of 25th Avenue and Grant Street.

The Little Calumet River basin covers a large area within and adjacent the planning area. The river basin offers ample opportunities for recreation and open space. The trail system, developed as a part of flood protection, offers opportunities for recreation as well as non-motorized transportation and connectivity. A larger portion of the land associated with the River but outside the flood levee, offers opportunities for development. Most of this land is currently being

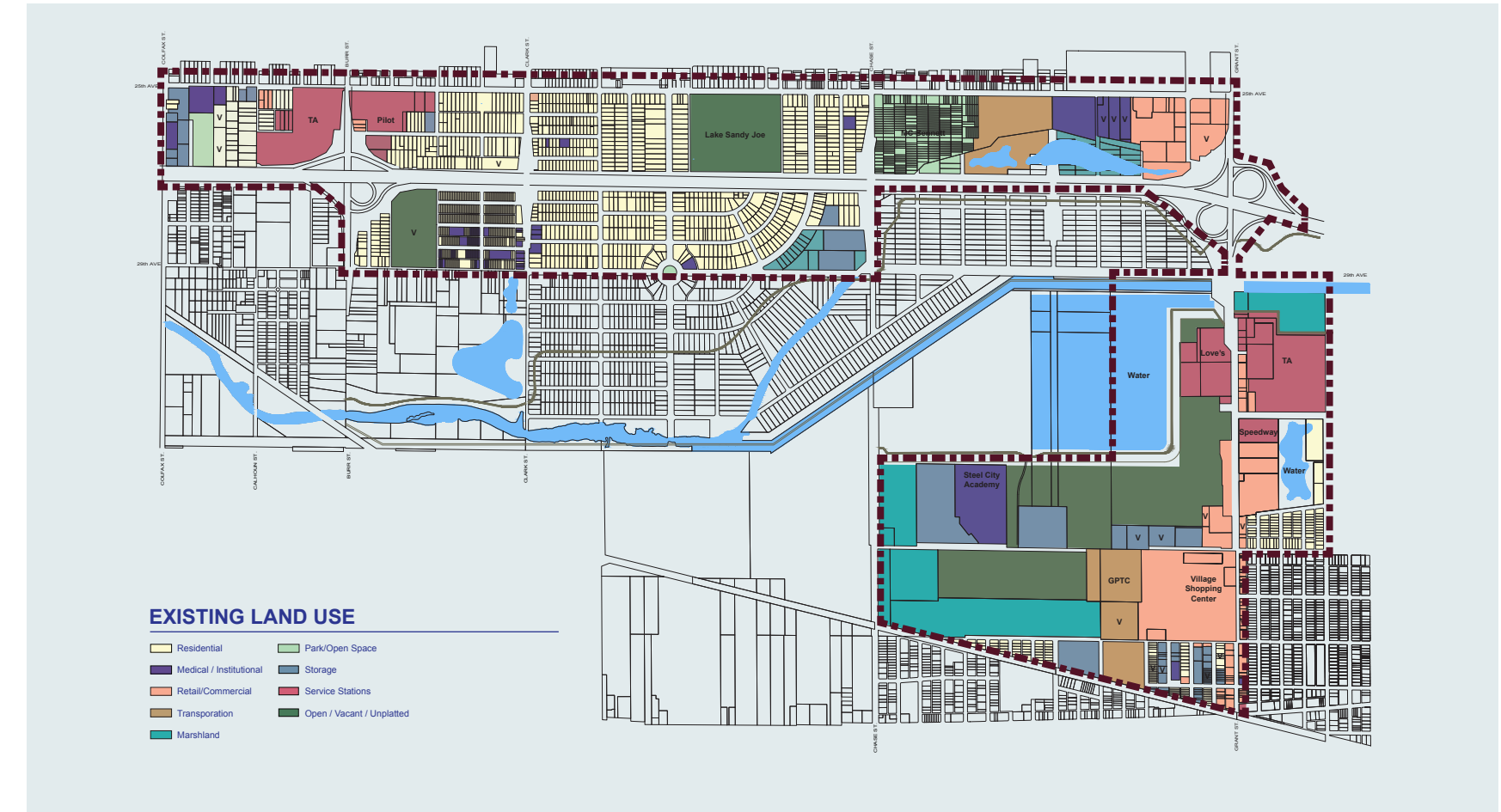


EXHIBIT 4 - GENERAL LAND USE

used as agricultural or natural land.

The residential uses are limited to three or four block areas consisting of modest and smaller homes. There are also several sparsely populated blocks with housing units that are mostly in poor or dilapidated conditions. Vacant and underutilized land are the largest uses within the planning area. The vacant land consists of large parcels of agricultural or wooded areas as well as large blocks of platted land that are sparsely used. In addition, there is a large number of lots that are vacant as a result of recent demolition activities. These lots offer opportunities of infill development.

Key establishments and facilities within or adjacent to the study area include the new Hard Rock Casino, Methodist Hospital Rehab Center, County Market and Small Farms Urban Renewal area, north of 25th Avenue, which represents a premier neighborhood with a variety of housing types on the western part of the City. Commercial uses are mostly concentrated on Grant Street, with the Village Shopping Center, now vacant, on 35th Avenue and Grant Street, offering significant opportunity for revitalization or adaptive reuse.

Institutional uses in the study area consist of two schools, Steel City Charter School and Household of Faith, several churches including St. Ann church on 25th Avenue, New Macedonia Church on 27th Avenue, and Clark Road Baptist Church on the corner of Clark Road and 24th Avenue. The City of Gary also has a Fire Station and two parks in the planning area. The Bennett Park, however, is an undeveloped park.

### LAND USE OBSERVATIONS

Issues related to land use and development that were identified include the following:

- Lack of neighborhood fabric and character, due primarily to disconnected residential blocks, lack of adequate infrastructure and sparsely placed residential structures

TYPICAL RESIDENTIAL BLOCK IN GLEN PARK



NEW RESIDENTIAL HOME NORTH OF 25TH AVENUE



NEW RESIDENTIAL HOME NORTH OF 25TH AVENUE



A MEDICAL FACILITY ON 25TH AVENUE.



COUNTY MARKET PLAZA ON THE CORNER OF 25TH AVENUE AND GRANT STREET.



SEVERAL TRAVEL CENTERS AND GAS STATIONS DOMINATE THE STREET SCENE ON ENTRIES TO THE PLANNING AREA.



- Significant inconsistency among land uses, resulting in major conflicts among land uses, particularly those concerning residential land uses.
- Underutilization of commercial uses particularly along western edges of 25th Avenue and along Grant Street.
- Lack of retail activity and traditional highway related uses,(i.e. hotels), close to the Expressway.
- Impact of truck traffic deterring other developments to flourish in the area.
- Existence of an appropriate mix of retail and service uses for the Black Oak Neighborhood.
- Vacant land that cannot be developed due to multiple ownership, institutional barriers or lack of infrastructure among others

Opportunities related to land use and development that were identified include the following:

- Accommodating existing and new businesses in the planning area.
- Creating vibrant and cohesive TDL districts on both segments of the planning area.
- Potential for revitalization of the Village Shopping Center district.
- Creation of regulatory framework for development of TDL in the City of Gary where barriers are curtailed.
- Accommodating interest by the City of Gary for retail development
- Development of new housing with higher density, particularly along 25th Avenue.
- Establishing well designed “entryways” (Grant Street and Burr Street)
- Reducing inconsistency among land uses that result in major conflicts particularly those concerning residential land uses.

TYPICAL TDL USE IN THE PLANNING AREA



AGRICULTURAL LAND OFFERS OPPORTUNITY FOR NEW TDL DEVELOPMENT



LITTLE CALUMET RIVER OFFER SIGNIFICANT OPPORTUNITY FOR RECREATION.



VILLAGE SHOPPING CENTER OFFERS EXCELLENT OPPORTUNITY FOR ADAPTIVE REUSE AND REVITALIZATION



NEWER TRANSPORTATION RELATED BUSINESS



VACANT LAND ON THE CORNER OF 25TH AND GRANT OFFERS OPPORTUNITY FOR HIGHWAY COMMERCIAL DEVELOPMENT





## 5. General Zoning

Most of the planning area is platted and zoned for Residential uses. Manufacturing zoning accounts for a large portion of land. The majority of the Manufacturing district is located on the southern section of the planning area along the Little Calumet River. Some of this land, however, may be unsuitable for development due to environmental conditions. The City of Gary also, and consistent with the requirements of Federal Emergency Management Agency (FEMA) classifies part of the area as Floodplain. These areas are not typically suitable for any industrial development. The business and commercial zoned uses in the study area are found in the eastern and western ends of the 25th Avenue and Grant Street corridor. Under Business Classification a variety of developments are permitted. The TDL facilities, however, typically require an M-1, (Light Manufacturing) to be permitted.

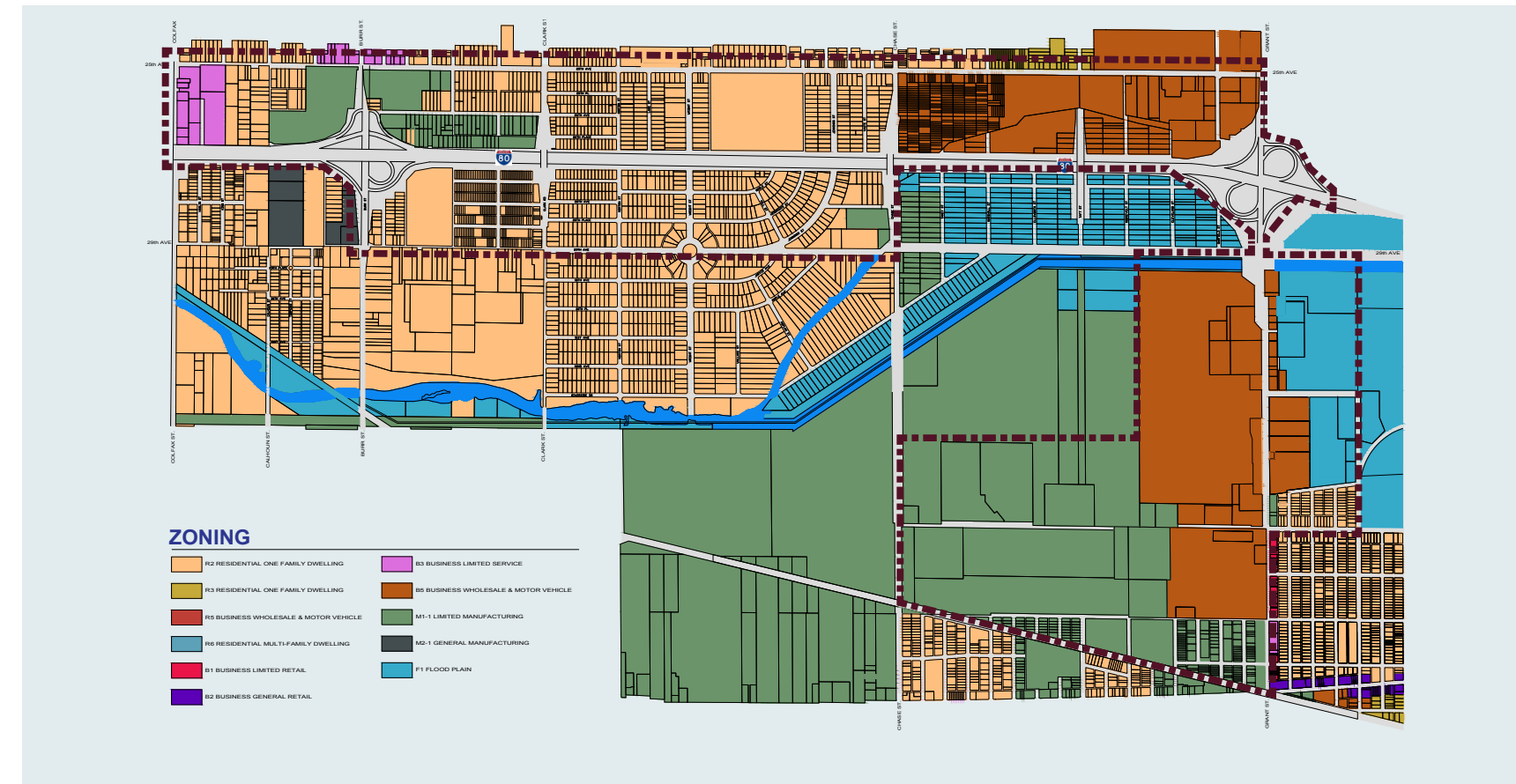


EXHIBIT 5 - GENERAL ZONING

## 6. Market Conditions

E-commerce has been growing steadily prior to the pandemic. It has now become part of the pandemic economy and new social norms. Buying online has become a necessity if you are in the at-risk group or would like to reduce your exposure. E-commerce sales is one of the major driving factors for the current demand for industrial properties. NWI remains attractive to developers for its lower cost via taxes and proximity to Chicago's core population center and downtown.

The City of Gary's resources range from an active and growing airport, access to rail, a robust transit system and most importantly, a well-established transportation network, all offering many opportunities for the City to encourage E-Commerce with a focus in transportation, delivery and logistics (TDL) businesses.

The following assessment aims to complement and build on the other planning and development efforts that have taken place or are underway by the City of Gary or the region as whole. The market assessment first will examine several specific background data which impact the market demand for TDL facilities. The second part of the assessment will focus on longer term development potentials and actions that can be taken to realize those potentials.

### 6.1 Description of the Market Area

This market assessment for report discusses three market areas, as shown in above Figures:

- NIRPC 3 County Area: includes Lake County, La Porte County, and Porter County
- Gary, IN: located in Lake County
- Subarea: Located in the southwest portion of Gary, IN along I-94

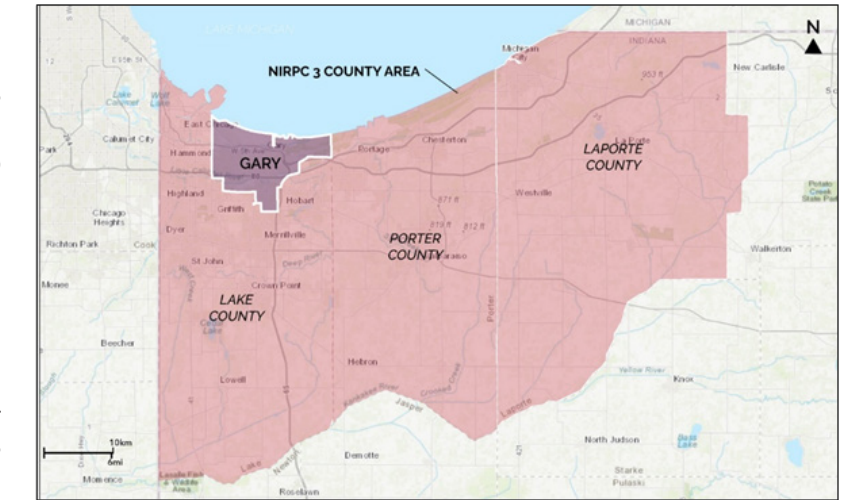


EXHIBIT 6 - NIRPC'S THREE COUNTY AREA AND GARY, IN. LOCATION

MAP BY: ESRI BUSINESS ANALYST & GOODMAN WILLIAMS GROUP

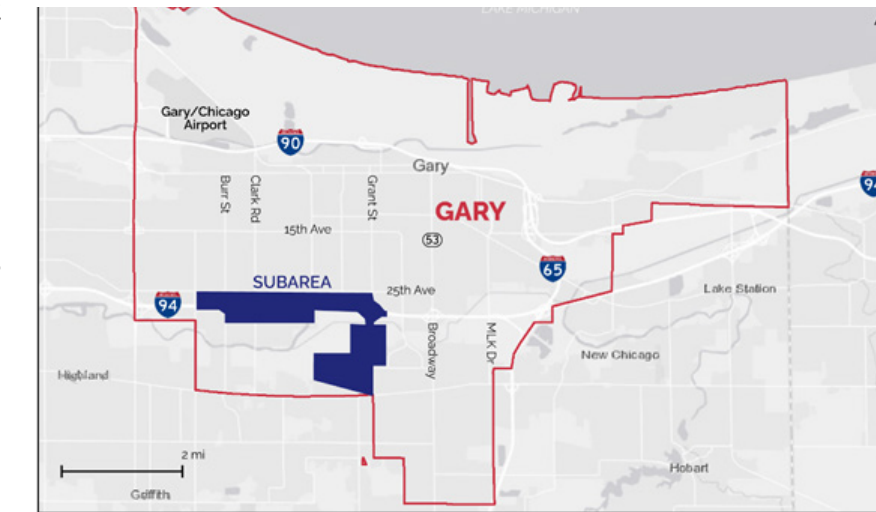


EXHIBIT 7 - E-COMMERCE SUBAREA

MAP BY: ESRI BUSINESS ANALYST & GOODMAN WILLIAMS GROUP

## 6.2 Population and Employment Trends

### Population, 2000 - 2020

Gary's population peaked in 1960 and has since dropped by more than 50%. However, its location proximate to Chicago and along the south shore of Lake Michigan, and the rail, highway, and airport infrastructure, continue to be important assets that can be capitalized on for future economic growth.

- Gary's total population has declined significantly over the last 20 years, with a loss of more than 33,600 residents.
- Population throughout all of Lake County, where Gary is located, and the neighboring counties of Porter County and La Porte County have experienced slight growth over the same time.

### 6.3 Employment Trends, 2002 - 2019

- Between 2002 and 2019, Gary has lost more than 11,200 total jobs. Manufacturing jobs sustained the highest losses during that time period, contributing to the population loss that, in turn, reduced the need for jobs in education, healthcare, construction, retail trade, food & accommodation, and arts, entertainment & recreation.
- Industries in Gary that experienced job growth during this period include Transportation and Warehousing, which added 1,246 jobs, and utilities, which gained 691.

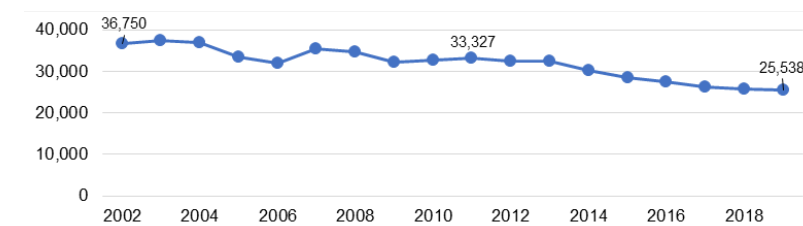
As mentioned above, the manufacturing sector sustained the highest loss in total job numbers between 2002 and 2019. Despite the job losses of the last two decades, manufacturing remains the leading industry employer in Gary, comprising more than 25% of the total jobs in 2019. Despite the overall loss of job opportunities, the City has seen an increase in transportation & warehousing jobs during this period. The job gains are attributed to the rise of E-commerce and supply chain advancements.

POPULATION CHANGE 2000 - 2020

	Gary	Lake County	NIRPC Area*
2000	102,746	484,564	741,468
2010	80,294	496,005	764,166
2020	69,093	498,700	765,491
% Change 2000 - 2020	-33%	+3%	+1.6%
Count Change 2000 - 2020	-33,653	+14,136	+11,850

Source: US Census 2000, 2010, 2020  
\*NIRPC Area is comprised of 3 counties: Lake County, Porter County, and LaPorte County

TOTAL JOBS IN GARY, IN, 2002 - 2019



GARY INDUSTRIAL JOB LOSSES BY INDUSTRY SECTOR, 2002 - 2019

NAICS Industry Sector	2002	2019	Change
Manufacturing	10,413	6,622	-3,791
Arts, Entertainment, & Recreation	2,414	20	-2,394
Educational Services	4,270	1,953	-2,317
Healthcare & Social Assistance	4,270	1,953	-2,317
Construction	2,543	1,872	-671
Retail Trade	2,071	1,512	-559
Accommodation & Food Service	1,206	744	-462

Source: US Census, OnTheMap data, 2002 - 2019

GARY INDUSTRIAL JOB GAINS, 2002 - 2019

NAICS Industry Sector	2002	2019	Change
Transportation & Warehousing	2,203	3,449	1,246
Utilities	104	795	691

Source: US Census, OnTheMap data, 2002 - 2019

In 2019, Gary's total job estimate was 25,538 jobs. Of those, 83% were held by non-Gary residents, and 17% were held by those who both live and work in Gary. The large majority of the employed population in Gary, however, commuted elsewhere to work. This is a sharp decline from 2002 when there were 36,750 jobs in Gary, 35% of which were held by Gary, residents.

### 6.4 Transportation, Distribution, & Logistics (TDL)

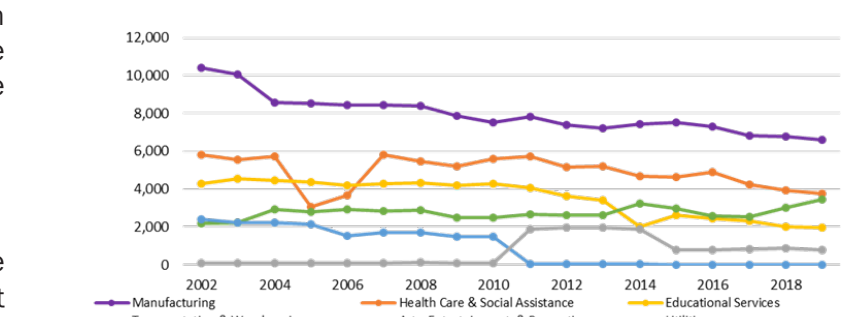
#### Northwest Indiana & Chicago Metro Industrial Trends

The growth of e-commerce has stimulated demand for more TDL space needed to deliver items promptly to consumers. In addition to the last mile distribution for retail orders, warehouses and truck stops are also needed for longer-distance distribution purposes. Gary's proximity to the highway system, freight lines, Lake Michigan, and its airport all contribute to its attractiveness to warehouse / distribution firms. Jones Lang LaSalle Inc. (JLL), a global real estate and invest firm, issues its annual report for Chicagoland industrial market area. According to the 2021 report, there are about 1.2 billion square feet of industrial space in the Chicagoland market area, which only includes Lake and Porter Counties. Of this total, 709,000,000 were used for warehouse and distribution purposes. The Northwest Indiana submarket makes up 3% of the total industrial space in the Chicago Metro Region. Figure 3.2 shows the extent to which the vacancy rate in the two-county Northwest Indiana market (Lake and Porter Counties) has fallen during the past 10 years down to 3.9% at the end of 2021.

JLL separates warehouse and distribution uses, determining that of all the industrial space in Northwest Indiana, 10,953,241 square feet are dedicated to warehousing and distribution uses, totaling 28% of the total industrial inventory. This is lower than the percentage in the Chicago Metro, where 56% of all industrial space is used for warehousing and distribution.

Looking forward to the first quarter of 2022, JLL's data show that absorption of industrial real estate is continuing to escalate, with more than 8.1 million square feet of space absorbed in the Chicagoland

TOTAL JOBS BY LEADING INDUSTRY IN GARY, IN, 2002 - 2019



SOURCE: US CENSUS, ONTHEMAP DATA, 2002 - 2019

FIGURE 6.3: 2019 INFLOW/OUTFLOW PATTERNS IN GARY, IN

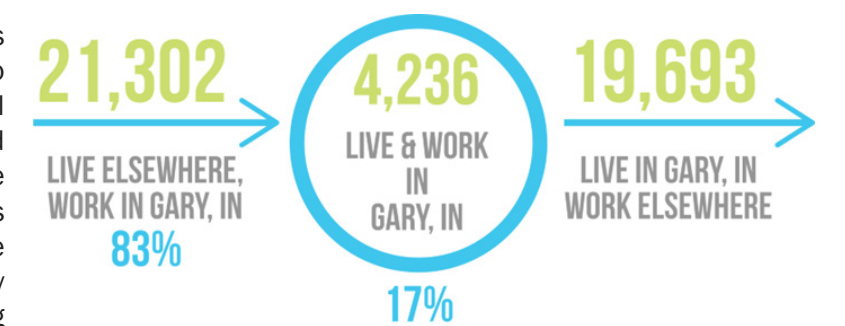
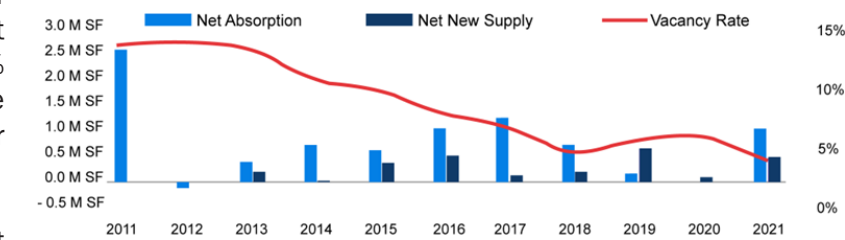


FIGURE 6.4: NORTHWEST INDIANA SUPPLY AND DEMAND INDICATORS, Q4 2021



SOURCE: JLL CHICAGO INDUSTRIAL SUBMARKET REPORT, Q4 2021



market during the quarter, despite COVID -19 and rising fuel prices. The Chicagoland’s overall vacancy rate continues to fall and currently stands at 3.1%. While it is unlikely that vacancy rates can fall much lower, it is clear that demand is likely to continue to remain strong. Rising material costs and labor shortages may have a slight impact on construction of new industrial properties.

First quarter data from JLL for the Northwest Indiana market report an additional 775,228 square feet of warehouse & distribution space areas currently under construction.

### 6.5 Comparable TDL Facilities in Gary and Market Area TDL Facilities in Gary

Most of Gary’s heavy manufacturing industrial uses are located close to the Lake, north of I-90. Warehouses and other light industrial uses are spread throughout the City, typically close to the expressways. The following table shows all the industrial facilities that have been built in Gary since 2000. Most of these developments consist of small, primarily warehouse buildings. None are categorized as Class A (highest quality construction with top amenities).

### 6.6 TDL Developments Elsewhere in Northwest Indiana

Planning for development and construction of new TDL facilities is underway in several locations and municipalities. In East Chicago, the Missner Group is developing a speculative 249,600 SF facility on 14.5 acres of vacant land, formerly Edward Valve Company, at 4400 Homerlee Avenue.

In **Portage**, AmeriPlex at the Port, is a 385-acre mixed-use business park that offers nearly 2.5 million square feet of flex space. The most recent addition to the business park, is a 52,900 square foot flex building which was delivered in 2021. Tenants within the business park include many TDL users, along with large showroom spaces, fast food and full-service restaurants, hotel accommodations, and travel/fueling centers.

TABLE 3.1: NORTHWEST INDIANA INDUSTRIAL KEY MARKET INDICATORS, Q4 2021

Submarket & Property Type	Total Inventory (SF)	Vacancy Rate (%)	2021 Net Absorption (SF)	2021 Completions (SF)	2021 Under Construction (SF)	Asking Rent (\$/SF)
<b>NW Indiana*</b>						
Warehouse & Distribution	10,953,241	1.2%	903,136	495,268	495,268	\$6.48
Total Industrial	38,801,965	3.9%	1,068,619	521,768	622,634	\$4.98
<b>Chicago Metro</b>						
Warehouse & Distribution	704,397,951	3.7%	41,760,299	20,298,077	26,868,138	\$5.79
Total Industrial	1,254,452,425	3.5%	45,931,476	20,807,163	28,770,332	\$5.65

\*Includes Lake and Porter Counties  
Source: JLL Chicago Industrial Submarket Report, Q4 2021

# on Map	Property Address	RBA (SF)	Use	Year Built	Average Rent/SF/Yr.
1	5555 W Ridge Road	9,100	Warehouse	2010	\$7.77
2	4410 Ross Road	11,030	Service	2007	\$8.50
3	3905 W Ridge Road	3,617	Warehouse	2008	\$7.18
4	2333 W 25 <sup>th</sup> Avenue	50,000	Warehouse	2008	\$4.87
5	900 Madison Street	52,765	Warehouse	2000	\$5.09
6	2530 E 5 <sup>th</sup> Avenue	35,909	Warehouse	2007	\$7.50
7	3401 E 15 <sup>th</sup> Avenue	13,800	Warehouse	2015	\$10.29

SOURCE: COSTAR, MAP 2022

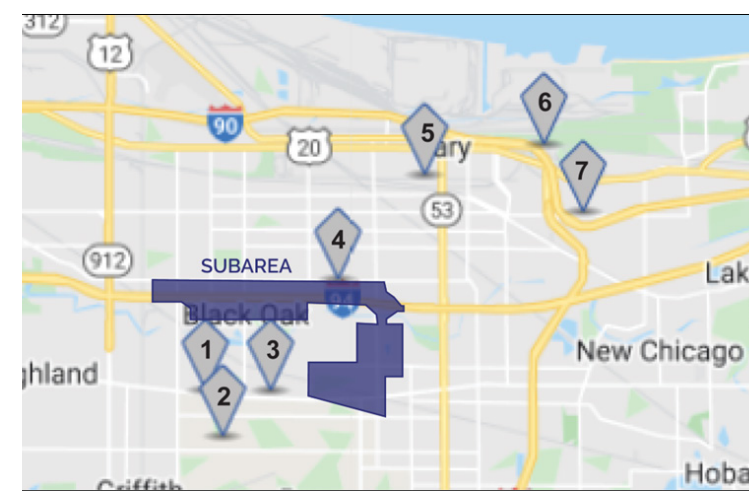


EXHIBIT 8 - LOCATION OF TDL FACILITIES BUILT IN GARY SINCE 2000

In **Merrillville**, according to local Commercial Brokers, Missner Group is planning additional development and in the process of purchasing in the Merrillville Ameriplex at Crossroads, a 26-acre parcel and two more adjacent parcels that will total 82-acre with a development project of 1M SF. Northwind Crossing, a 200-acre master planned business park developed by Becknell Industrial, has several parcels available for development. Available sites can accommodate buildings ranging from 50,000 s.f. to more than 500,000 s.f. Similarly, Crow Holdings is in the process of acquiring approximately 195 acres of land across I-65 from the Ameriplex. Crow Holdings development consists of 2.3M s.f. with five buildings to be constructed over the next 4-5 years.

In addition, the City of Gary has a pending planning effort for four sites called MFlex PUD Zones, with one partially covering this subarea. Further, NIRPC’s E-Commerce NWI study indicates potentials for additional e-commerce locations in four other communities. All these locations, if developed, will create additional synergy for the region, but may not diminish the locational advantage of the Gary’s e-commerce area as they are all further south and east.

### 6.7 Future Demand in Gary

New transportation, distribution, and logistics facilities in Gary would likely choose to be located as close to the I- 80/94 (Borman) or I- 90 interchanges as possible to facilitate truck access.

As an indication of demand for such facilities and the attractiveness of the subarea, a site in the subarea located southeast of the Borman / Burr Street interchange has recently been acquired for primarily TDL facilities. McColly Bennett Commercial Advantage, Inc. has reported the sale of a 40+ acre site. The developer is considering a development that could include 200,000 + square feet of warehouse distribution space, as well as some retail / food uses.

The City of Gary is also in the process of negotiation with another developer, Region Growth Capital LLC, to develop a 40-acre sites as a TDL facility with more than 500,000 s.f.. of capacity. The opening of

4400 HOMERLEE AVENUE SITE IN EAST CHICAGO, INDIANA



SOURCE: LOOPNET.COM

6340 AMERIPLEX DRIVE IN AMERIPLEX AT THE PORT



SOURCE: LOOPNET.COM

the Hard Rock Casino, on 29th and Burr Street has created significant market lift to development in the vicinity of the Casino. Hard Rock Casino, further plans to expand its facilities with a parking garage, hotel and other improvements. The Casino is the most profitable casino in Indiana since it opened for business in May 2021.

Potentially, the subarea can support additional TDL facilities that will be competitive with other properties being developed in Gary and throughout Northwest Indiana, due primarily its locational advantages, excellent access to transportation and an available labor force.

The amount of light industrial space that can be built in the subarea will depend on the availability of assembled sites that are cleared of prior uses, decontaminated, and are ready for development. A number of sites, if ready for development, could support additional warehouse and distribution facilities, and some support commercial.

Notably some of the recent TDL facilities in the larger marketplace have been developed for large regional and national users and include extremely large buildings with more than 500,000 square feet. TDL development in our study area is more likely to attract local and regional firms looking for between 50,000 and 200,000 square feet on development-ready sites. These buildings can offer some flexibility in terms of the size and uses, including some amount of office and/or commercial space in addition to the warehouse.

For the subarea to realize its full potential, the City of Gary must do its part to assist in the land assembly, marketing and support of future TDL in the planning area and elsewhere. In addition to site preparation, required permits must be easily attainable. In some cases, the City should be prepared to negotiate or provide financial incentives to remain regionally competitive.

## 7. Transportation

The study area consists of two primary arterial corridors that are connected to I-80/94 at two interchanges. I-80/94 is one of the most travelled expressways in the nation. The available traffic count for the expressway enumerates more than 180,000 total daily vehicles. Of this total, 30% are estimated to be traffic generated by trucks traversing the region. Two interchanges connect the expressway to two major commercial corridors which cross the highway. Burr Street, on the western end of subarea, connects Gary's western neighborhoods to Ridge Road on the south and 5th Avenue (Hwy. 20) to the north. Grant Street, on the east, is a major north-south arterial road that is mostly developed with a variety of commercial and travel related uses.

25th Avenue, is an east west Major Collector that connects to Cline Avenue and the City of Hammond on the west. The road has a residential character, with its divided median flanked by residential uses on the north. From Clark Road to Cline Avenue, the road is narrower with deteriorating conditions and not suitable for heavier traffic. 25th Avenue has an 85' right of way with the pavement width being approximately 65'. This road is also designated by the City for truck traffic.

The other east west roads in the subarea, consist of 29th and 35th Avenues. Both of these streets have limited pavement capacity and exhibit deteriorated conditions. 29th Avenue only stretches from Colfax Street to Chase Street. 35th Avenue runs from Chase street on the west to Martin Luther King Drive, crossing Ivy Tech Technical Collage as well as Indiana University Northwest, on the east. The western portion of this road, from Grant Street to Chase Street, is in deteriorated conditions requiring improvements.

In the planning area, there are a smaller number of opportunities for continuous north-south travel. This is primarily because many of the local roads are disconnected by the expressway. Nonetheless, in addition to Burr and Grant streets, Colfax street, Clark Road and Chase

Street provide additional travel opportunities to the neighborhood.

### 7.1 Road Network

The road network consists of five north south streets, namely Colfax Street, Burr Street, Clark Road, Chase Street and Grant Street. There are only three continuous east west roads that provide full or partial access to the area. In addition, there are a number of local connector roads that provide access to the arterial roads, but a well-established grid system is missing in most of the area. With the exception of a few, most local roads have a variety of performance or maintenance deficiencies. Most of the intersections in the area only have stop signs, with the exception of nineteen (19) that are signalized.

One operational measure that can be used on a conceptual level to identify areas of congestion, is to examine the traffic volume and capacity of local road conditions. A review of the collected existing traffic volumes indicates that, with the exception of the I-80 Expressway and Grant Street, the roads in the planning area typically experience low levels of congestion on most days. Burr Street also has congestion due primarily to traffic generated by the Hard Rock Casino and the existing service stations.

**Intersections;** Existing include six signalized intersections on 25th Avenue which include Grant Street, Garfield Street (County Market), Taft Street, Chase Street, Whitcomb Street, Clark Road and Burr Street. Grant Street has signalized intersections at the expressway ramps, at

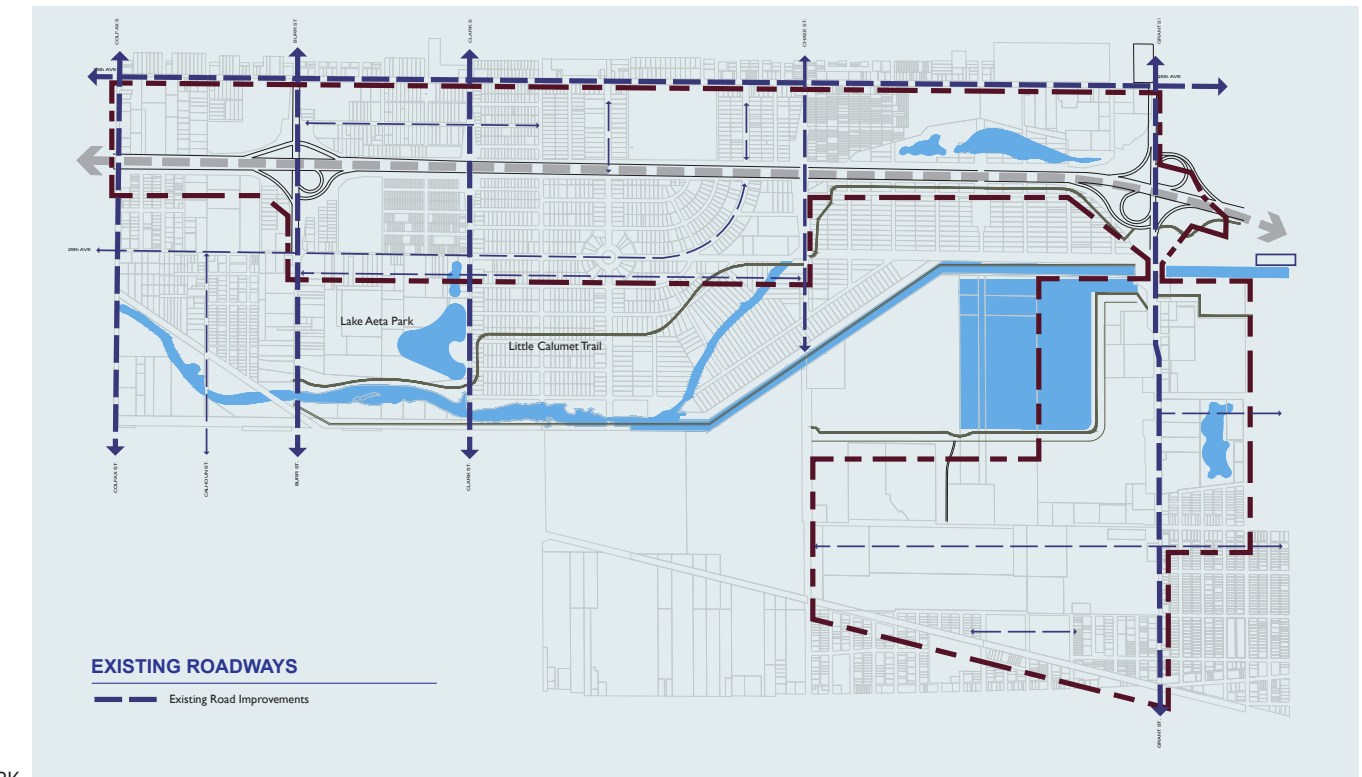


EXHIBIT 9- EXISTING ROADWAY NETWORK



Love’s Travel Center, 32nd , 33rd. 35th and 37th Avenues. Burr Street, within the study area, has six intersections. These are located at 25th Avenue, Expressway interchanges, and 29th Avenue.

As a part of the planning for the subarea, a conceptual traffic study was conducted. This study identified six intersections as being “critical intersections. The recommendations for Improvements for these intersections are outlined in the next Chapter, Framework Plan.

**Truck Routes;** Designated truck routes are intended to direct trucks to suitable roads such as expressways, arterials, or collectors, and to limit truck impact on residential uses. Within the City of Gary, certain weight restrictions exist (>7.5 tons) on all streets which limits truck

access based on the municipal code. The streets within the study area on which trucks are permitted consist of 25th Avenue, Chase Street, Grant Street and 35th Avenue from Grant Street to Chase Street.

Federal law for the interstate system requires 40 tons for maximum gross vehicular weight, and the states can issue permits for greater occasional trips. It is recommended that any new roadways (or reconstructed roadways) within the study area be in accordance with INDOT weight standards for the Interstate System.

### 7.2 Mobility

The Transportation system is often viewed as a network of streets and roadways that allow automobiles and trucks to travel within, to,

and through the City. In reality, roads make up only one component of the transportation system, although a very important one. Transit service and bicycle/pedestrian facilities are essential to a well-balanced multi-modal transportation system.

The majority of the subarea does not have functioning sidewalks. Grant Street has sidewalks in certain segments, but they are interrupted by the frequency of driveways to the existing businesses. There are no existing dedicated bike or multi-use facilities along any of the streets within the subarea. Availability of bicycle and pedestrian facilities in the area is limited to the Little Calumet River Trail. Connectivity to this trail is an opportunity to be considered. To be fully effective multimodal area, additional pedestrian and trail segments will need to be added to create a balanced system. Potential routes for connectivity include, Colfax Avenue, Burr Street, Clark Road, Chase and Grant Streets.

### 7.3 Transit

The Gary Public Transportation Corporation (GPTC) operates eleven routes in Northwest Indiana. Five of these comprise the Local Network, which include routes that operate completely within City of Gary limits. The other six are Regional Network routes which connect to Calumet Township, Crown Point, East Chicago, Griffith, Hammond, Hobart and Merrillville. In the planning area, transit service is provided on Burr Street, 25th Avenue, Grant Street and 35th Avenue. The bus service on 25th Avenue however terminates at Clark Road. The service is also

terminated east of Chase street on 35th Avenue. All service routes eventually connect to the Gary Metro Center for access to South Shore Commuter Rail service to Chicago and South Bend.

## 8. Infrastructure

### 8.1 Sanitary and Storm Sewer

The existing sanitary sewer system in the planning area is a collection of 18” to 54” lines that flow collectors and interceptors located on Calhoun Street and Chase Street. The two pump stations servicing the trunk lines are located at 27th Avenue and Calhoun Street and 27th Avenue and Chase Street.

Information obtained from the Gary Sanitary District (GSD) indicates that the agency currently has adequate service and capacity to serve the planning area for development of e-commerce businesses. Two Block Group areas, BG 5 and BG 7, south of the Expressway and east of Burr Street, are not currently served by sewer and will require extension of service to these areas. Both of these Block Groups are within the vicinity of 27th Avenue and Chase Street pump stations and can be serviced if required. It is estimated that the cost to provide sewer for these two block groups is about \$2.0 million.

Although most of the area currently has combined storm and sanitary sewers, it is expected that most new developments will provide onsite retention and detention systems to prevent charging the existing sewer system. Also, since few issues were reported with both sewer and water, opportunity exists to proactively plan for incorporation of best management practices to maintain a high level of sustainability in the planning area for storm water management.

### 8.2 Water

Water service to Gary is provided by Indiana American Water Northwest. The utility is capable of providing 36 MGD, which is sufficient for the City’s current population and potential future development. Indiana American Water system has a 30-inch transmission main that runs

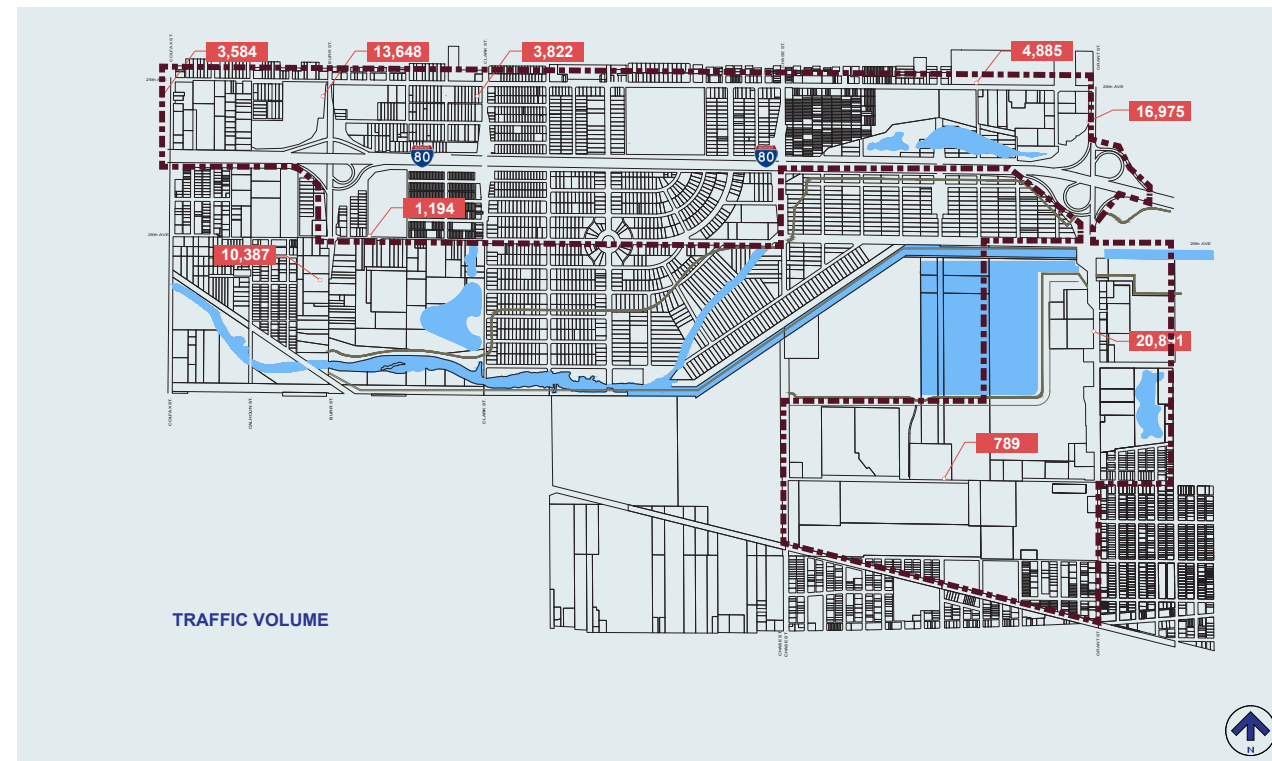


EXHIBIT 10 - TRAFFIC VOLUME (ADT)



EXHIBIT 11- TRUCK ROUTES, GPTC

along Chase Street to the planning area. There are several smaller water mains that branch off of the transmission main, including a 12- inch water main that runs along West 29th Avenue. The current system in the area is reported to have an excess capacity of four (4) million gallons per day.

## 9- Urban Form

As development has occurred over time, many sections in the planning area have developed in a fragmented and inconsistent manner. This has reduced connectivity among blocks and to the rest of the City. Construction of I- 80/94 has further divided the area in such a manner that outside of four elevated roads, connectivity between neighborhoods is severely curtailed. In addition, to the south, the Little Calumet River with its extensive flood levees, increases the separation. The river corridor, despite its enormous potential as a recreational resource, is mostly desolate and void of any vitality.

The travelling public on the expressway also views the frontage as mostly void of any activities. From the outside, one entering the City faces a massive concrete and asphalt landscape without any type of street amenities. Commercial buildings vary widely in style and period of construction. They generally lack a relationship to each other. Because of fragmentation of the Black Oak Neighborhood, neighborhood character has been lost over the years in the planning area. Residential uses, consisting of several pockets of residential blocks, are often located next to conflicting uses forcing them to become less welcoming and looking impaired. Issues related to urban form and context design include the following:

- An established visual identity.
- Lack of pedestrian continuity in most of the planning area.
- Existence of adequate wayfinding and entry signage.
- Many outdated building facades.
- Scale and placement of most of the Grant Street's structures
- Lack of visual connection to the Little Calumet River corridor

Redevelopment of the area, with more intense development that

offer public amenities, if properly planned and designed, could bring sorely needed vitality to the area. Improvements at the two interchanges can create gateways and a pleasant arrival zone, thus improving attractiveness of the area for visitors and residents. Street improvements can also add to the urban character of the neighborhood if they include ample streetscaping and related amenities.





# 3

**FUTURE DIRECTION**

# Future Direction

## 1. General

The development of the Subarea Plan is heavily influenced by the input from different public and private entities, the City's objectives for the area, and analysis of data and information about the land use, zoning, transportation, environment, and contributions from the Project Committee. These efforts collectively identified the following issues:

- The current business ecosystem is largely oriented to neighborhood-serving commerce, with the exception of several travel centers around the two interchanges.
- With the exception of the recently developed Hard Rock Casino, there are few quality amenities and job centers in the planning area.
- At its current setting, Hard Rock Casino mostly acts as an "island" with no complementary uses to spur supporting development and attractions.
- Significant disinvestment exists in the neighborhoods
- Abundance of vacant and dilapidated buildings, vacant land and upkeep
- Market conditions indicates that there is significant opportunity for transportation, logistics and delivery (TDL) uses in the area.
- Congestion is observed around the interchanges, both with high levels of vehicular and truck traffic, but also a lack of pedestrian facilities.
- Transit service is generally available, but expansion of service may be required in the future.
- Much of the City's infrastructure and zoning code is outdated, making it difficult to encourage new, quality development in the area.

The character of neighborhoods, suffering from many years of severe exposure to flooding hazards, has impacted the fabric of the community to the extent that makes it very difficult to engage in a meaningful conservation for most of the subarea. The existing land uses often

create conflicts with residential uses that are dangerous to health and safety of residents. Sporadic developments mixed with lack of infrastructure, further perpetuates the sense of neglect and decline. These conditions contribute to the notion that redevelopment of the area should be strongly considered. The convenient location of the planning area to I- 80/94 and major local arterials offers strong opportunity for introduction of the TDL facilities and related uses in the planning area. Such redevelopment can also promote revitalization. It also expands tax base for the City and creates new jobs for the residents.

The following sections present a general framework for the five identified elements of the plan.

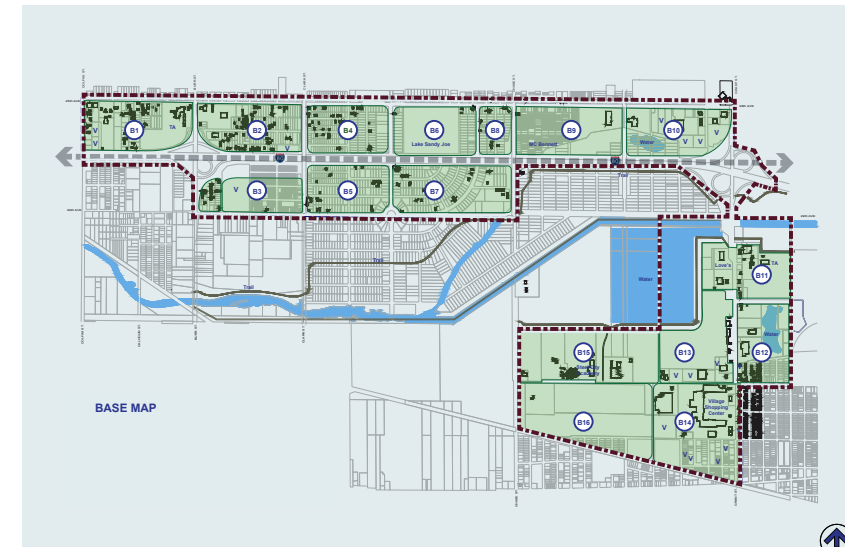


EXHIBIT 12 - BLOCK GROUPS

## 2. Framework Plan

Against this backdrop of project goals, identified issues and the market conditions, the Arsh Group team has initially divided the planning area into 16 different subdistricts or block groups. Such subdivision will better allow the implementation of the Plan.

The Plan presents findings for each block group consisting of five elements identified in the previous chapter. These include:

1. Options for land use.
2. Proposed transportation improvements.
3. Infrastructure improvements.
4. Development opportunities.
5. Urban form and context.

The Subarea Plan is expected to serve as a policy guide, balancing different interests while responding to the local and regional needs. The plan further aims to ensure that new developments blend well with established use and ensure enhanced quality of life for residents.

The following sections present general planning framework, policies and strategies for different elements of the Plan. An abbreviated version of these strategies is presented in Section 3, for each specific block group.

The Framework Plan further contains a series of recommendations under each element discussed. These recommendations aim to support policies that are identified for each respective element.

### 2.1 LAND USE

The land use policies applied in the development of the subarea plan include the following:

- Allow for intensification of selected key block groups that are

**Planning at the Block Group will allow smaller success but continuous at the same over a long term.**

- Permits purposeful planning at a manageable level.
- Considers the current layout of the planning area and diversity of its land uses
- Allows the City and NIRPC to implement recommended improvements incrementally and as developments are identified and funding becomes available.
- Reflects the context of block group and positively responds to local form, character and conditions.
- Establish priority locations that offer the most opportunity for redevelopment.



economically underutilized or contain marginal uses, have the potential for achieving significant benefits to the City of Gary, and can be designed to be compatible with adjacent uses.

- Allow for a change of use on selected parcels or block groups to improve the economic viability and compatibility with adjacent uses.
- Consider adaptive reuse of vacant buildings and space including those of Village shopping Center.
- Retain existing viable residential neighborhoods and principal commercial corridors, allowing for infill and mixed-use development that are compatible in function and scale to existing uses.
- Reduce or relocate land uses, where adjacent uses create conditions that compromise health and quality of life residents

The land use element generally supports the following strategies:

- Development of new TDL and related facilities along the I 80/94 Expressway corridor and other suitable vacant lands.
- Improve vibrancy along 25th Avenue and Grant Street where opportunity for interaction exists for both residents and businesses.
- Revitalize commercial districts along the two major corridors to meet the shopping needs of the community by adaptive reuse and infill development.
- Preserve residential neighborhoods along the eastern portion of the planning area.
- Enforce stricter standards for all uses.
- Restrict development of new service station, waste related uses, standalone self-storage facilities, and educational facilities other than workforce training.

## 2.2 TRANSPORTATION

A major goal of NWI 2050 is for the integration of land use and transportation. This integration introduces two major concepts, mixed use activity centers and multi-modal corridors. The transportation element of the subarea plan aims to incorporate this goal to the extent practical for the e-commerce development. The transportation goals for the planning area are further influenced by the planning objectives

established earlier in this study, the City's land use and development policies, and NIRPC's objectives for the e-commerce in the region. The transportation goals consist of:

1. Reducing Traffic Impact
2. Improving Linkage to the Development Sites
3. Creating Walkable and Transit Supportive Streets

The Plan also aims to integrate transit connectivity. Transit options will be enhanced to capitalize on available resources by improving the pedestrian environment, sidewalks, and connection to the Little Cal trail. The transportation element generally supports the following strategies:

- Improve several existing roads to accommodate more car and truck traffic.
- Direct new traffic away from existing roads to reduce impact of new development.
- Develop new internal service roads to direct new traffic to specific intersections in order to reduce the impact of additional traffic.
- Improve six intersections to better manage traffic movement and reduce congestion
- Integrate pedestrians and bicyclists into the design of new road construction and existing road improvements.

### 2.2.1 Street Improvements

The underlying objective for the road system is that the City streets and rights-of-way will be accessible, attractive, and safe. They would also serve all residents and businesses and increase economic opportunities while contributing to the livability of the City.

Although many streets in the planning area, require maintenance improvements, the following table lists proposed road improvements for the planning area. NIRPC and the City are encouraged to consider

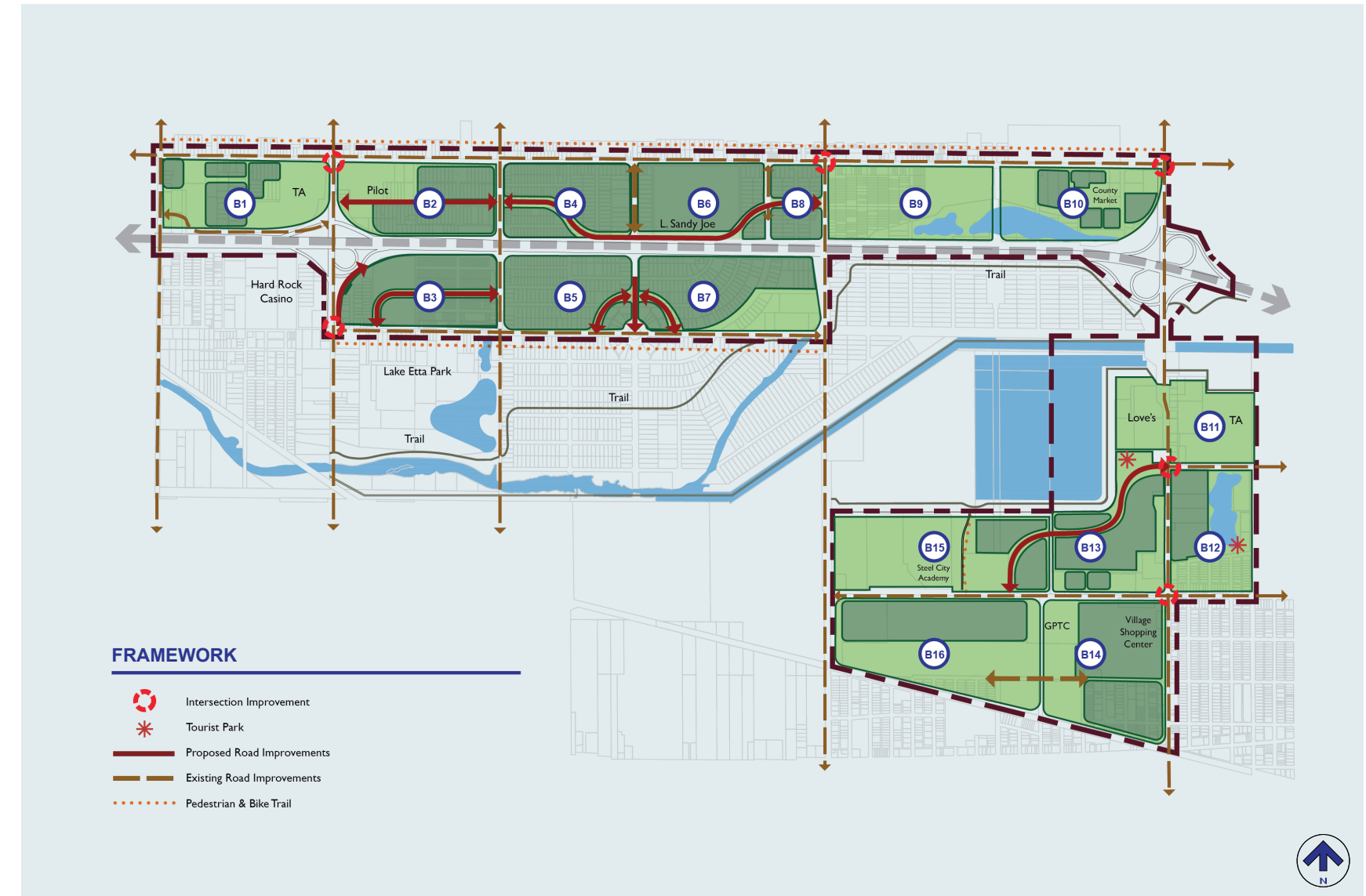


EXHIBIT 13 - FRAMEWORK PLAN

planning and design of roads for multi-modal uses and to the extent possible incorporate principals of “Complete Streets” in its design.

### 2.2.2 Pedestrian and Bicycle

The Plan proposes several projects that will enhance connectivity and improve the use of alternative modes of transportation. In general, proposed pedestrian and bicycle facilities are expected to improve connectivity and ensure the existence of an integrated system with transit. The recommended improvements aim to:

- Connect bicyclists to desired destinations such new employment centers, existing commercial districts, transit stops, and other destinations;
- Provide the most direct and convenient routes possible;
- Provide an alternative bike route where a bicycle trail, path or sidewalk may not be available;
- Include public improvements that could be implemented with proposed infrastructure improvements.

As identified in the previous Table, all street improvements are expected to include sidewalks and one, Chase Street, will include a bike lane. New trail construction is also proposed for Burr Street, Clark Road and Chase Street to connect to Little Calumet River Trail as well as on 35th Street. The bicycle network improvements can be implemented over time. Some of the bicycle lanes and shared-use paths will be constructed as part of future roadway improvements to support land development projects.

### 2.2.3 Transit

Consistent with the principles of transit supportive developments, encouraging multi-modal and active transportation helps reduce Vehicle Miles Traveled (VMT), which in turn improves the quality of the urban environment. GPTC currently serves the planning area via two routes. It is recommended that the 25th Avenue route be extended to Burr street to complete the loop, once the sufficient demand exists.

PROPOSED TRANSPORTATION IMPROVEMENT TO ADDRESS NEEDS

Location	Needs
1 25 <sup>th</sup> from Colfax to Burr	Reconstruct road 2 lane w/left turn lane At Burr. Construct bike trail
2 Burr and 25 <sup>th</sup>	East approach: provide left turn lane
3 25 <sup>th</sup> from Burr to Clark	Reconstruct road 2 lane w/ 1 right turn Construct bike trail
4 Chase and 25 <sup>th</sup>	Extend WB left turn lane, ADA, signal Improve radius in SW corner
5 Chase fr. 25 to bridge	Reconstruct to two-lane with right at 25 <sup>th</sup> Restripe pavement to - lane with bike lanes
6 Clark from 25 <sup>th</sup> to 4 lane	Reconstruct to 4 lanes, including sidewalks
7 Taft and 25 <sup>th</sup>	Extend WB left turn lane, ADA, Signal
8 25 <sup>th</sup> from Clark to Grant	Convert WB shoulder lane and sidewalk to bike lane
9 25 <sup>th</sup> from Clark to Grant	Reconstruct 25 <sup>th</sup>
10 25 <sup>th</sup> and Clark	Extend NB left turn lane
11 29 <sup>th</sup> from Burr to Clark	Reconstruct with left turn lanes at Burr, Clark and Chase Provide sidewalks
12 Chase from Little CalTrail to I-80,94 bridge	Reconstruct to 4-lane, including sidewalks
13 Clark from 29 <sup>th</sup> to 4 In	reconstruct to 4 lanes with sidewalks
14 Right turn/ramp Lane for NB Burr to EB I-80/94	Construct additional ramp lane
16 Grant and 32 <sup>nd</sup>	Reconstruct east approach to 3-lanes
17 35 <sup>th</sup> from Grant to Chase	Reconstruct to 2 lanes w/ left turn at Grant Bike trail
18 Chase from 29 <sup>th</sup> to 35 <sup>th</sup>	Reconstruct to 2 lanes incl bridge Bike trail to Little Cal trail

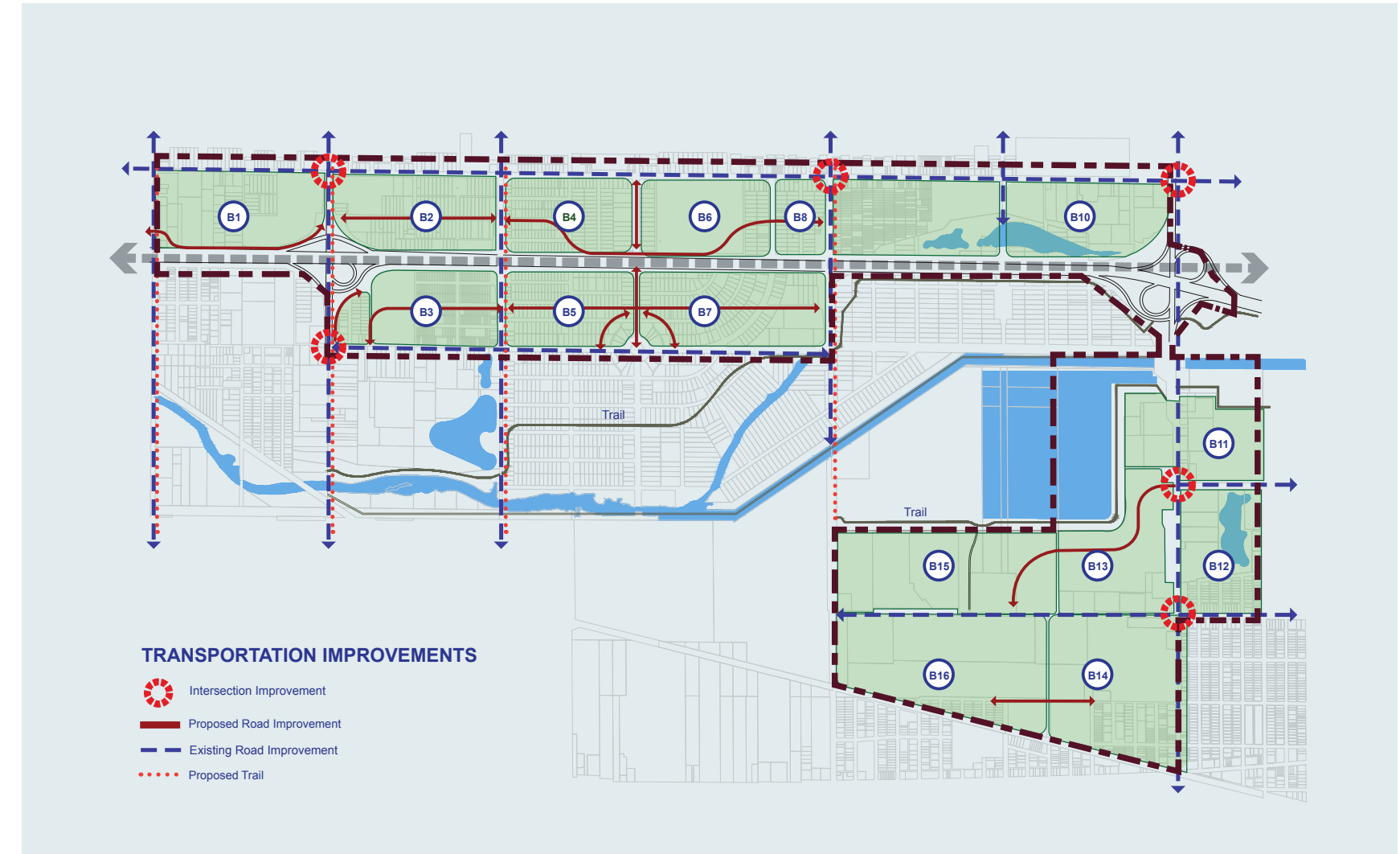


EXHIBIT 14 - PROPOSED ROAD IMPROVEMENTS



### 2.3 INFRASTRUCTURE

The infrastructure needs are exacerbated by an area that has traditionally experienced flooding and drainage issues. The planning area generally has adequate utilities and capacity to address the needs for future e-commerce development. Block Groups #5 and 7, however, currently do not have access to sewer and water. The City should partner with Gary Sanitary District (GSD) to extend sewer to these blocks proactively to ensure availability of these blocks for development. Storm water management is also an important consideration for development of the area.

### 2.4 DEVELOPMENT

The plan places greater emphasis on development of TDL, as market conditions find significant demand for such uses. Development of the TDL facilities would be most appropriate along I-80/94 frontage, where highway access can easily be obtained. Parcels south of 25th Avenue and north of 29th Avenue offer the most immediate opportunity for TDL facilities. There are several parcels of land that remain vacant, farmed, or are otherwise available for development. These parcels can be developed for TDL facilities, business parks or similar uses. The development strategy for the planning area consists of the following activities:

- Make strong effort to complete land assembly for the planning area, where opportunity exists for redevelopments.
- Focus on block groups as a single planning unit for development, as larger shovel ready sites can better attract larger developments.
- While Gary market can strongly support TDL facilities of up to 200,000 s.f. structures or even higher, a mix of uses and sizes increases diversity and sustainability of the planning area. Conversations with local brokers, and the success of redevelopment efforts on the Kennedy Avenue interchange, indicates a potential for consideration of a multistory commerce center in the planning area.
- Establish two separate revitalization districts, one for I-80/94 corridor and one for Grant Street corridor, to capitalize on the

market demand for industrial uses, to assemble land, and to create larger parcels for light industrial or production businesses requiring smaller spaces.

- Place supportive commercial uses, i.e., restaurants, west of the Burr Street to take advantage of synergy created by the Hard Rock Casino.
- Revitalize Grant Street corridor by promoting adaptive reuse and infill development along with mixed uses.
- Former Lake Sandy Joe site, Block Groups # 5, 7 and # 13, offer highest short-term opportunity for development. Priority for development should be placed on these block groups. Block Group 16 offers great opportunity for TDL development.
- As the usage of electric vehicles becomes more popular, opportunity exists to capture more of travelers' time during recharging. As such, an outdoor tourist center which provides services such as recreational, dining or family activities should be supported within walking distance of the existing travel centers.

### 2.5 URBAN FORM

The urban design framework and context supports policies which aim to enhance aesthetic quality of the planning area, create a strong identity, remove conflicting uses, and expand opportunity for interaction. The proposed developments in the area should benefit from a much higher-level of architectural design and articulation. This will help transform the character of the planning area from a tired and underutilized land to a well-defined area with signature buildings that are well integrated with the surrounding environment.

The City of Gary is encouraged to develop appropriate zoning and urban design guidelines for the subarea as a whole. Such guidelines must promote strong visual identity for the subarea. The zoning should also be restrictive for type of uses permitted to create a stronger opportunity for the narrower list of industrial uses permitted. The guidelines must further aim to maintain the neighborhood context while creating an aesthetically desirable character.

Redevelopment opportunities in the middle section of the subarea can expand this traditional theme while removing existing objectionable uses. On the frontage section of I-80/94, fully-articulated modern buildings with ample public spaces could act as the heart of the I-80 Corridor with uses that are visually connected to the highway and bring vitality to the corridor but also to adjacent uses. The following strategies could change the image of the planning area from what it is today to two well-defined urban corridors which supports a variety of uses, have vitality, and link pedestrians to transit and work. Future development guidelines must at least support the following strategies:

#### Change Image

- Establishment of two gateways, one for each interchange. Burr Street gateway should include more vibrant street amenities, including public arts, while the Grant Street gateway should appreciate the neighborhood and retail character.
- Parcel configuration is an important factor in developing an identify for the planning area. While planning at the block group lessens the number of curb cuts and reduces traffic impact, the parcel layout will allow better allocation of space for different activities (i.e., parking).
- Creation of a walkable campus, at the block group level, should be encouraged in development of the subarea where feasible. Inclusion of large public art installations along the expressway could be part of a PUD amenity package to create a visually an enticing feel.
- Establish prominent gateways and arrival zones at the Burr and Grant streets interchange entry points.
- Place buildings away from the street, particularly the 25th Avenue (30'-60').
- Place smaller buildings closer to the interchange and intersections.
- Maintain visual identity: residential for 25th Avenue, retail and commercial for Grant Street.
- Buildings fronting expressway should be architecturally articulated with different materials and textures to allow for variation and

- attractive facades, with mass and bulk broken down vertically.
- Commercial developments should benefit from much higher levels of architectural designs and articulations
- Incorporate open space, plazas and casual spaces to allow for interaction and placemaking.
- Include streetscaping and other amenities in all proposed road improvements.
- Smaller building with multiple stories should be permitted particularly at intersections.
- To the extent practical, place parking lots away from the view of the expressway, 25th and 29th Avenues.
- Require use of green building principles which include green roofs and permeable parking lots.
- Partner with the Little Calumet River Basin Commission to improve river corridor edges along streets crossing the Little Calumet River.

The City should remain flexible on design policies and take advantage of opportunities arising from private development proposals where possible. For example, should the Lake Sandy Joe property be developed, the City could accomplish several functional and urban design objectives. The pedestrian connection between Grant Street and Marshall Street can be ensured, while creating an urban plaza amenity at the center point of the building (see illustrative site diagram). Such space would not only perform the functional role of providing rest and retreat, but would also add to overall visual interest of 25th Avenue and the pedestrian experience.

The strategies and policies outlined above are presented in more specific form for each block group in the following pages. The proposed uses are abbreviated based on desired type of use.

### 3. DEVELOPMENT BLOCK GROUPS

The following presents alternative development strategies, transportation improvement needs and potential opportunity for each block group. In most block groups, multiple treatment strategies may be considered to maintain flexibility or to better address needs of a block group. A generalized recommended zoning classification is also provided.

#### Block Group 1

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>TDL, Commercial, Residential, Institutional</li> <li>Predominant Use: TDL, Commercial</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Commercial, TDL, Redevelopment</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>25th Ave. Improvement</li> <li>27th Ave. Extension west</li> <li>Calhoun St., Colfax St. Improvements</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Visual Identity, Neighborhood Commercial</li> <li>Adjacency, Edge Treatment</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-3, M1 (TDL)</li> </ul>



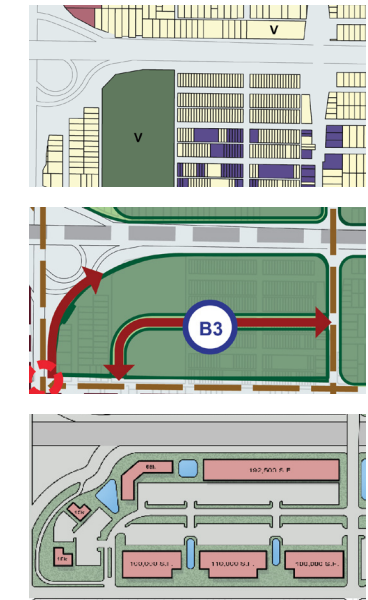
#### Block Group 2

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>TDL, Residential, Vacant Land</li> <li>Predominant Use: TDL, Residential</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>TDL, CC, BP, Redevelopment</li> <li>25th Ave. Frontage: Business Park</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>25th Ave. Improvement</li> <li>27th Ave. Improvements</li> <li>Clark Road Improvements</li> <li>Ped/Pedal Connectivity</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Gateway Treatment</li> <li>Burr Street Bridge Improvement</li> <li>Building Scale, Set back</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B3, M1, IF</li> </ul>



#### Block Group 3

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Residential, Natural Land, Institutional</li> <li>Predominant Use: Vacant Land</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Hwy. Commercial, TDL, BP, Institutional</li> <li>29th Ave. Frontage: Business Park</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>Frontage Road (28th Ave.)</li> <li>29th Ave. Improvement</li> <li>29th &amp; Burr Intersection Improvement</li> <li>Burr St. EB Ramp Improvement</li> <li>Clark Road Improvements</li> <li>Ped/Pedal Connectivity</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Gateway Treatment</li> <li>Burr Street Bridge Improvement</li> <li>Building Scale, Business Park</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B3, M1</li> </ul>



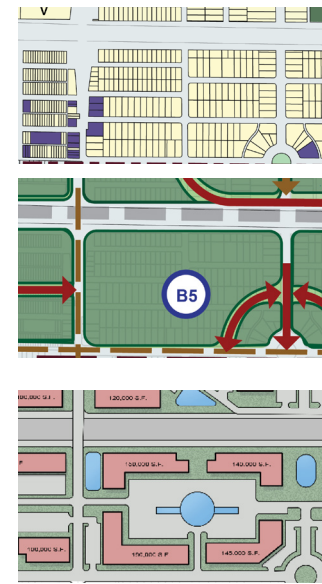
#### Block Group 4

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Scattered Residential, Open Space</li> <li>Predominant Use: Vacant Land</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>TDL, CC, IF</li> <li>25th Ave. Frontage: BP, CC</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>26th /Frontage Road</li> <li>25th Ave. Improvements</li> <li>Clark Road Improvements</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Visual Identify, Residential</li> <li>Building Scale, Business Park</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B3, M1</li> </ul>



### Block Group 5

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Open Space, Scattered Residential, Institutional</li> <li>Predominant Use: Vacant Land</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>TDL, BP, CC, IF</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>29th Ave. Improvements</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Visual Identify, TDL, Industrial Park</li> <li>Building Scale, Business Park, 29th Ave. Frontage</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B3, M1 (TDL)</li> </ul>



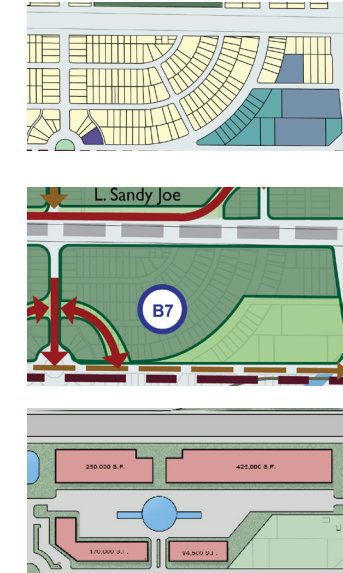
### Block Group 6

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Landfill, Vacant Land</li> <li>Predominate Use: Vacant Land</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>TDL, BP, CC, IF</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>25th Ave. Improvements</li> <li>Frontage Road (26th Ave.)</li> <li>Chase St. Intersection</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Visual Identity, Business Park</li> <li>25th Ave. Blvd. with ped. Pedal amenities</li> <li>Building Setback, Facades</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-3, M1 (TDL)</li> </ul>



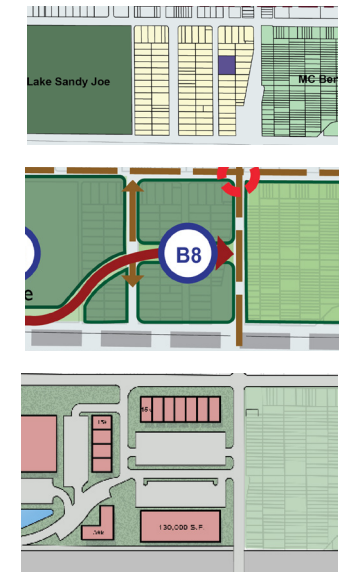
### Block Group 7

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Horse Boarding, Scattered Residential, Institutional</li> <li>Predominant Use: Vacant Land</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>TDL, BP, CC, IF</li> <li>29th Ave. Frontage: BP</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>29th Ave. Improvements</li> <li>Chase St. Improvements</li> <li>Ped/Pedal Connectivity</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Building Facades</li> <li>Visual Identify, Industrial Park</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-3, M1 (TDL)</li> </ul>



### Block Group 8

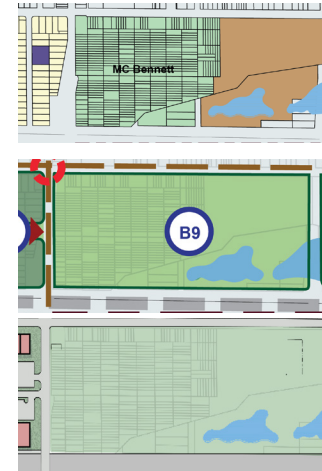
<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Scattered Residential, Institutional</li> <li>Predominant Use: Vacant Land</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>TDL, CC, BP</li> <li>25th Ave. Frontage, BP, MD Residential</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>28th Ave. Improvements (Frontage Road)</li> <li>25th Ave. Improvements</li> <li>Jennings St. Improvement</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Visual Identify, BP, Residential</li> <li>25th Ave. Blvd.</li> <li>Building Facades</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B3, M1, R4</li> </ul>





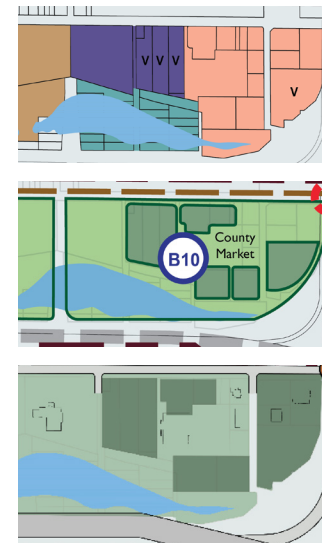
### Block Group 9

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Park, Open Space, TDL</li> <li>Predominant Use: Vacant Land, Truck Sales</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Neighborhood Park, BP CC,</li> <li>TDL on Expressway Frontage</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>25th Ave. Improvements</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>25th Ave. Blvd.</li> <li>Visual Identify, Residential</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B3, R4*</li> <li>* The City currently does not have any plans for redevelopment of this block</li> </ul>



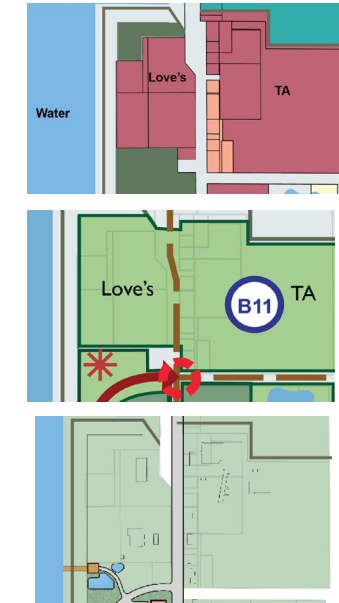
### Block Group 10

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Retail Commercial, Medical, Vacant Land</li> <li>Predominant Use: Retail Commercial</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Commercial, TDL, Redevelopment</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>25th Ave. Improvements</li> <li>25th &amp; Grant Intersection Improvement</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>25th Ave. Blvd.</li> <li>Gateway Treatment</li> <li>Grant Street Bridge Visual Improvement</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-5</li> </ul>



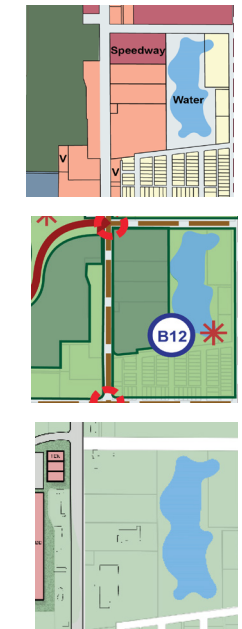
### Block Group 11

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Service Center, Retail Commercial</li> <li>Predominant Use: Truck Service Center</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>TDL, Highway, Retail Commercial</li> <li>Visitor Rest Area</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>Grant Street Improvements</li> <li>Access Management</li> <li>32nd Ave. Intersection Improvements</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Gateway Treatment</li> <li>Building Facades</li> <li>Visual Identity, Commercial</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-5</li> </ul>



### Block Group 12

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Commercial Retail, Service Center, Residential</li> <li>Predominant Use: Retail Commercial, Residential</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Commercial Retail</li> <li>Highway Commercial</li> <li>Recreation, public space</li> <li>Residential Neighborhood Conservation</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>32nd &amp; Grant Intersection Improvements</li> <li>Access Management</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Building Facades</li> <li>Streetscaping</li> <li>Ped/Pedal Connectivity</li> <li>Visual Identify, Commercial</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B5, R2</li> </ul>



### Block Group 13

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Agricultural Land, Retail Commercial</li> <li>Predominant Use: Retail Commercial, Agriculture</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Commercial Retail</li> <li>Highway Commercial</li> <li>TDL, PDR, IF</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>32th Ave. Extension, West</li> <li>32nd &amp; Grant St. Intersection Improvements</li> <li>Pedestrian Connectivity</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Retail Corridor</li> <li>Building Facades</li> <li>Visual Identity, Neighborhood Commercial</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-5, M1 (TDL)</li> </ul>



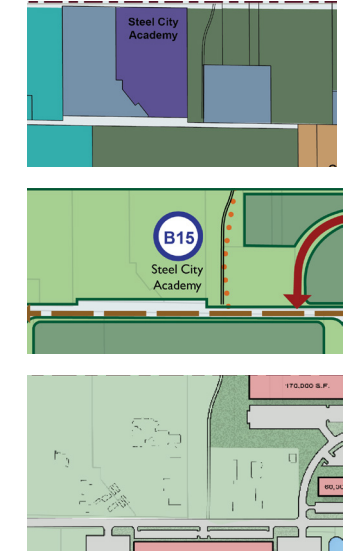
### Block Group 14

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Retail Commercial, Warehousing, Storage</li> <li>Predominant Use: Shopping Center</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Commercial Revitalization</li> <li>Redevelopment</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>35th Ave. Improvements</li> <li>35th &amp; Grant St. Intersection Improvements</li> <li>37th Ave. Improvements</li> <li>Ped/Pedal Connectivity</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Building Facades</li> <li>Visual Identity, Commercial Retail</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-5, M1 (TDL)</li> </ul>



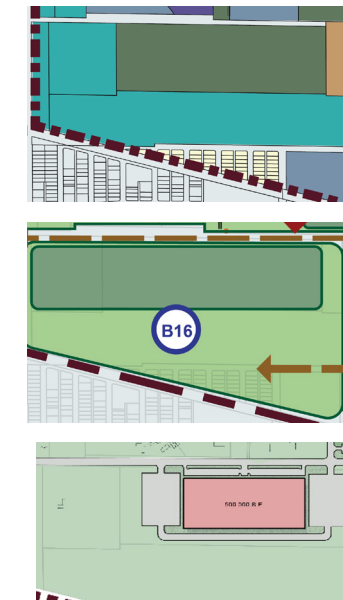
### Block Group 15

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Agricultural Land, Vacant Land, Institutional</li> <li>Predominant Use: Agriculture, Institutional</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>Commercial, TDL, Redevelopment</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>25th Ave. Improvement</li> <li>27th Ave. Extension west</li> <li>Calhoun St., Colfax St. Improvements</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Building Facades</li> <li>Visual Identity, Business Park</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>B-3, M1 (TDL)</li> </ul>



### Block Group 16

<b>EXISTING LAND USE</b>	<ul style="list-style-type: none"> <li>Agricultural Land, Natural Land</li> <li>Predominant Use: Agriculture, Wooded Area</li> </ul>
<b>FRAMEWORK PLAN STRATEGY</b>	<ul style="list-style-type: none"> <li>PDR, TDL, Business Park, IF</li> </ul>
<b>TRANSPORTATION</b>	<ul style="list-style-type: none"> <li>35th Ave. Improvements</li> <li>Pedestrian Connectivity</li> </ul>
<b>URBAN FORM</b>	<ul style="list-style-type: none"> <li>Building Facades</li> <li>Visual Identity, Business Park</li> </ul>
<b>PROPOSED ZONING</b>	<ul style="list-style-type: none"> <li>M1 (TDL)</li> </ul>





**LEGEND, DEVELOPMENT BLOCK GROUPS**

<b>BP:</b>	Business Park, smaller scale cluster of buildings that typically include office space and light industrial uses ranging from 20,000-60,000 s.f. of area
<b>CC:</b>	Commerce Center, multi-story business and office buildings often occupied by one or more uses and include a large distribution or warehousing space.
<b>HC:</b>	Highway Commercial, inclusive of retail, business, office, eating establishments, hotels
<b>IF</b>	Industrial Flex, Structures with primary use for industrial production, distribution typically 100,000 s.f. or higher that can be divided into smaller compartments.
<b>Institutional:</b>	Uses consisting of Religious establishments, schools, medical and related uses.
<b>Mix Use:</b>	Mix Uses consisting of both residential and commercial mixed uses.
<b>NC:</b>	Neighborhood Conservation
<b>OD</b>	Overlay or Special District zoning which provides design guidance for development of the area.
<b>OP:</b>	Open Space, Parks, Agricultural Land, Natural Areas
<b>PDR:</b>	Production, Distribution and Repair Industries
<b>R:</b>	Residential, Inclusive of all types of residential
<b>RD:</b>	Redevelopment, including Land Assembly and Acquisition and disposition of land
<b>RE:</b>	Revitalization of the Existing Use
<b>TDL:</b>	Transportation, Distribution, and Logistics including those of service stations and warehousing
<b>M1</b>	Light Manufacturing District
<b>R2</b>	Single family residential District
<b>B5</b>	Highway Commercial District

## 4. Workforce Development

While job development may be outside the scope of this planning initiative, development without adequate local supply of trained workforce, will not fully address the needs of Gary residents. Although it appears an appreciable number of trained labor force exists in the area, the City remains a job exporter. It is important that adequate efforts and resources are employed to ensure opportunities for Gary residents for new jobs. It is important to address this issue upfront. The following strategies are recommended:

- Partner with Indiana Workforce Development to expand available local labor pool.
- Work with TDL businesses to promote career pathways for Gary’s unemployed and underemployed residents.
- Incorporate the use of the on-the-job training program early on with potential businesses as conversation is underway for development of a parcel.
- Include access to the development site at the front end of development to guarantee access to a broader population of the City.



*DEVELOPMENT CONCEPT*



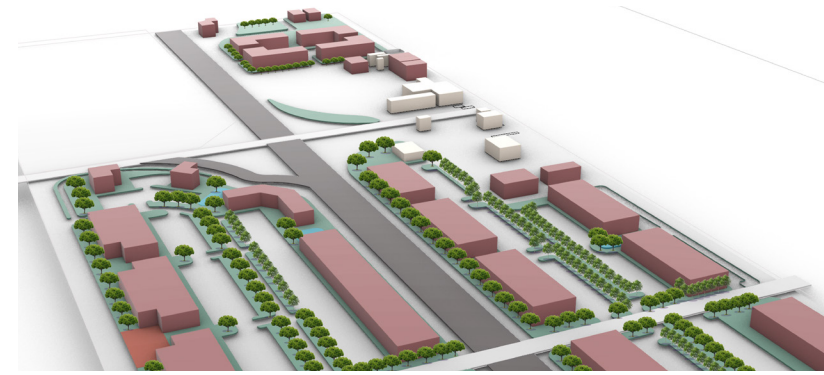
# 4. Development Concept

## 1- Exploring the Options

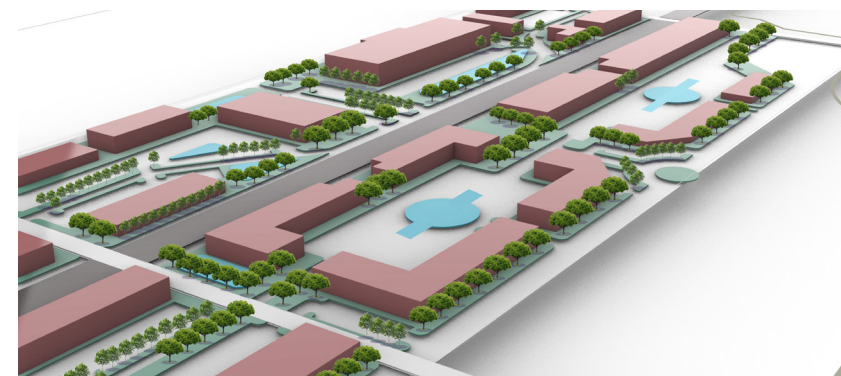
The following section explores potential development options for the planning area. The development concept illustrates only one option for organization of land use, placement of buildings, location of parking and the overall internal and external circulation. It also identifies potential locations for some of amenities for the public realm or developments. It is expected that future users will have differing needs and thus will require alternate layout for their development. The City must remain flexible while maintaining the overall broad goals for the planning area.

The Concept Plan presents some of the opportune improvements identified in the framework plan. Additional sketches are provided to better illustrate specific element. The opportune improvements are listed below and generally identified on the Concept Plan.

- A. I-80/94 Bridge Aesthetic Enhancement
- B. Gateway and arrival Zone improvements
- C. Signature Building
- D. Streetscaping
- E. Intersection Improvement
- F. Frontage Landscaping
- G. Public Plaza
- H. Pedestrian Pathway
- I. Separated bikeway
- J. On street bikeway
- K. Internal Road Improvement
- L. Visitor Center
- M. Storm Water management



WEST REACH - BLACK OAK



CENTRAL REACH - I-80/94 CORRIDOR



EAST REACH - GLEN PARK

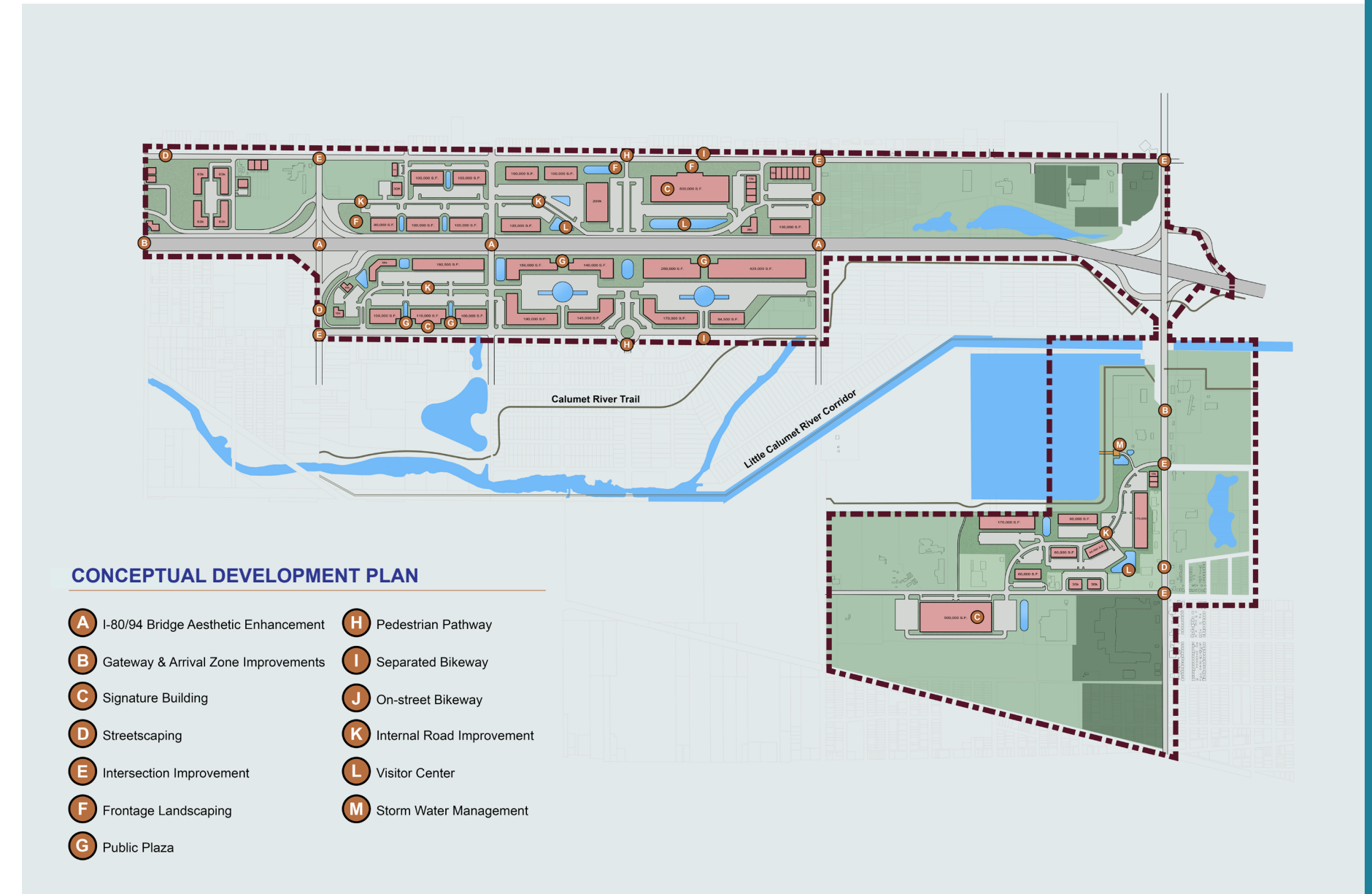


EXHIBIT 15 - E-COMMERCE CONCEPT PLAN

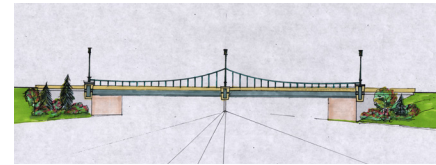


**I- 80/94 Bridge Aesthetic Enhancement**

The road crossings over the expressway offer the first welcome opportunity to the traveling public. Aesthetic improvement of the four bridges and incorporation of public art will improve identify and help in branding the planning area.



I- 80/94 BRIDGE ENHANCEMENT AND PUBLIC ARTS CAN ADD TO VIBRANCY OF THE CORRIDOR



**N. Gateway and arrival Zone Improvements**

Creation of a welcoming arrival zones with ample street amenities and landscaping will improve the visual impact of the entryways to the planning area.

A VIBRANT ENTRY WILL SIGNIFICANTLY ADD TO THE BRANDING OF THE GATEWAY AREAS



**O. Signature Building**

Buildings along expressway and corner locations can offer significant visual impact on travelers and the visitors. These buildings should employ a higher degree of architectural articulation and materials to foster a better image for the City.

A DISTRIBUTION CENTER WITH PROPER ARCHITECTURAL ARTICULATION CAN IMPROVE THE IMAGE OF THE I- 80/94 CORRIDOR



**P. Streetscaping**

Streetscape amenities create a visual impression beyond the trees and sidewalks. They create a positive impression which attracts visitors to come back. While the entire planning area could benefit from streetscaping, Burr Street, Grant Street and 25th Avenue are critical corridors for street beautification and improvements.

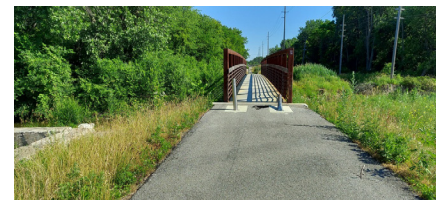
FRONTAGE LANDSCAPING AND SETBACK CAN REDUCE THE IMPACT OF THE USE ON SURROUNDING AREAS.



**Q. Intersection Improvement**

Improvements on six proposed locations offer an opportunity to introduce street amenities in different locations. These could include plazas, rest areas and small-scale landscaping.

CONNECTING TO EXISTING TRAIL PROVIDES BOTH RECREATION AND MOBILITY TO THE PLANNING AREA



**R. Frontage Landscaping**

Front yards offer an opportunity for additional landscaping. Landscaping could enhance the visual impact of larger buildings facing any street.

**S. Public Plazas**

Plazas offer an opportunity for interaction and create a sense of place. Plazas also offer an excellent opportunity for placement of public arts,

signage, seating, or even taking a bite for lunch.

**T. Pedestrian Pathway**

Streets and pedestrian paths allow circulation between buildings in the block group, particularly where a campus environment can be created.

**U. Separated Bikeway**

Separated bikeways not only provide an alternative mode to reach jobs, they are also safer, particularly in areas where heavy traffic is anticipated.

**V. On-street Bikeway**

On-street Bikeways can be accommodated in some streets without major road construction such as Chase Street south of 25th Avenue to the bridge.

**W. Internal Roadway**

Internal roadways play a critical role in access and distribution of traffic. To the extent practical, these roads should include street landscaping and alternative transportation.

**X. Storm Water management**

In addition to onsite retainage of storm runoff, the use of green roofs, permeable pavers and asphalt will substantially reduce the need for storm water capacity.

**Y. Visitor Center**

Visitor Centers can provide a respite place for the travelling public. They can also offer small business opportunities, i.e., as farmers markets, food trucks, and exercise center, to cater to travelers and families while waiting for a car recharge or just a stretch.



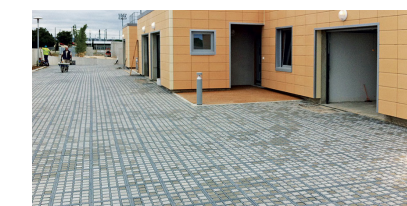
INTERNAL ROADS AND GREEN SPACE CAN ADD TO THE VALUE OF TDL DEVELOPMENT



DISTRIBUTION BUILDINGS WITH ATTRACTIVE FRONTAGE



FLEX BUILDING WITH ATTRACTIVE FACADE FOR SMALLER USERS



GREEN ROOFS AND PERMEABLE PAVERS CAN SIGNIFICANTLY RETAIN SURFACE RUNOFF AND REDUCE THE NEED FOR ONSITE WATER STORAGE.



OUTDOOR VISITOR CENTER CAN BRING VISITORS TO THE CITY, IT ALSO MAKE THE LITTLE CALUMET RIVER AS A RESOURCE FOR THE CITY AND THE REGION..





5

***NEXT STEPS***

# 5. NEXT STEPS

This chapter highlights a list of the major action steps and specific activities that should be taken to implement different strategies or projects in the Subarea Plan. These steps or policies behind them were initially identified in different sections of the Plan. But as the planning area continue to evolve, changes are expected and modifications should be accepted to respond to technology or market conditions variations.

## 1. Catalytic Actions

An important step toward the Plan implementation should be the identification of plan elements that are considered “catalytic” projects that would begin to attract desirable land-use mixes and developments in the planning area. Many such projects are identified in the Framework Plan. It is important that NIRPC and the City identify certain elements as critical to the implementation of the Subarea Plan. These elements must be given primacy in implementation decisions. The following lists some of the activities that will require prioritization.

1. Establishment of a regulatory structure to promote TDL facilities and to establish visual identity for the area. Included in the work will be the required amendments to the Comprehensive Plan, Zoning code and establishment of an Overlay Zoning District and Design Guidelines.
2. Establishment of two, one for the I-80/94 Corridor and one for the Grant Street Corridor, Revitalization Districts to allow a more robust process for land assembly, acquisition and future funding.
3. Development of east and west gateway zones with ample street amenities and improvements.
4. Transportation improvements and streetscaping should be integrated into any development or revitalization efforts as such activities lay the foundation for a new framework for the planning area.

5. Completion of other activities, such as sewer extension, which will assist in creation of shovel ready sites for development.

It is important to embrace an in-built modularity as a tool for flexibility in response to changing market conditions. Because most of the proposed improvements and projects are tied to the block groups framework, there are opportunities to take on development projects in almost any direction or order. If the market demands a change in emphasis or capacity, it should be accommodated without discarding the planning principals. Thus, a block of TDL facility north of 25th Avenue is equally valid as a new business park on 29th Avenue, as long as the project is supported by market needs and trends.

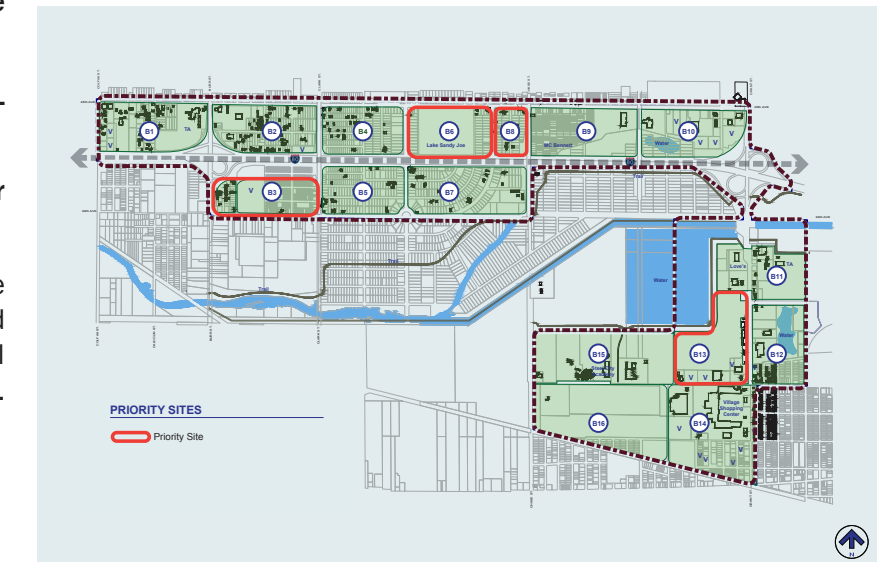
## 2. Priority Sites

The implementation of the subarea plan may take several years to allow for market forces to address the needs. Planning at the block group will allow for more focused implementation schedule while seeking appropriate funding for the required improvements.

Available data and the presence of private interests suggests that it would be prudent for the City and NIRPC to initially focus on a number of specific sites rather than the whole planning area. These sites exhibit higher development potentials and enjoy greater private interests. Our analysis indicate, taking market conditions into consideration, that four block groups offer the highest potential for development at this point among all sites. The block groups that offer highest potential include the following:

1. **Block Group #6, for TDL facilities containing former Lake Sandy Joe site.**
2. **Block Group #8, for TDL or related facilities that require smaller flex space.**
3. **Block Group #3, for Highway Commercial facilities and TDL facilities .**
4. **Block Group #13, for TDL facilities that require mid to larger floor space**

These block groups can be planned for development as the first phase of implementation. Activities in other block groups can be implemented on an on-going basis, as substantial land acquisition and assembly will be required to make them “shovel ready” sites for TDL development.



PRIORITY BLOCK GROUPS FOR IMPLEMENTATION



### 3. Plan for Funding

Available funding is the most important factor affecting success of any plan. Most of the outlined recommendations can be funded through a variety of sources including Regional Sources, City of Gary resources, private resources or other outside organizations. The City must commit to a long-term capital improvement plan which is dedicated to the E-Commerce subarea. It should be noted most of activities will happen in the future or as development occurs. It is imperative that the City has the necessary funding in place for infrastructure or other improvements. The following table provides the anticipated costs solely for infrastructure and road improvements. The City and NIRPC must consider developing partnership to ensure adequate funding for the next ten years.

	Location	Work Description	Estimated Costs
1	25 <sup>th</sup> from Colfax to Burr	Reconstruct road 2 lane w/left turn lane	\$ 2,600,000
		At Burr. Construct bike trail	\$ 1,400,000
2	Burr and 25 <sup>th</sup>	East approach: provide left turn lane	\$ 1,250,000
3	25 <sup>th</sup> from Bur to Clark	Reconstruct road 2 lane w/ 1 right turn	\$ 2,700,000
		Construct bike trail	\$ 700,000
4	Chase and 25 <sup>th</sup>	Extend WB left turn lane, ADA, signal	\$ 800,000
		Improve radius in SW corner	\$ 300,000
5	Chase fr. 25 to bridge	Reconstruct to two-lane with right at 25 <sup>th</sup>	\$ 1,900,000
		Restripe pavement to - lane with bike lanes	
6	Clark from 25 <sup>th</sup> to 4 lane	Reconstruct to 4 lanes, including sidewalks	\$ 1,700,000
7	Taft and 25 <sup>th</sup>	Extend WB left turn lane, ADA, Signal	\$ 950,000
8	25 <sup>th</sup> from Clark to Grant	Convert WB shoulder lane and sidewalk to bike lane	\$ 5,000,000
9	25th from Clark to Grant	Reconstruct 25 <sup>th</sup>	\$ 12,000,000
10	25 <sup>th</sup> and Clark	Extend NB left turn lane	\$ 400,000
11	29 <sup>th</sup> from Burr to Clark	Reconstruct with left turn lanes at Burr,	\$ 7,000,000
		Clark and Chase Provide sidewalks	
12	Chase from Little CalTrail to I-80,94 bridge	Reconstruct to 4-lane, including sidewalks	\$ 2,200,000
13	Clark from 29 <sup>th</sup> to 4 ln	Reconstruct to 4 lanes with sidewalks	\$ 1,500,000
14	Right turn/ramp Lane for NB Burr to EB I-80,94	Construct additional ramp lane	\$ 1,700,000
16	Grant and 32 <sup>nd</sup>	Reconstruct east approach to 3-lanes	\$ 1,000,000
17	35 <sup>th</sup> from Grant to Chase	Reconstruct to 2 lanes w/ left turn at Grant	\$ 5,000,000
		Bike trail	\$ 1,000,000
18	Chase from 29 <sup>th</sup> to 35 <sup>th</sup>	Reconstruct to 2 lanes incl bridge	\$ 7,500,000
		Bike trail to Little Cal trail	\$ 350,000
19	Sewer Improvement	Block Group 5 and 7	\$ 2,000,000
<b>Short Term Priority</b>			<b>\$ 25,500,000</b>
<b>Midterm Priority</b>			<b>\$ 33,750,000</b>
<b>Long Term Priority</b>			<b>\$ 1,700,000</b>
<b>Total</b>			<b>\$ 60,950,000</b>

POTENTIAL BUDGET SCHEDULE

### 4. Other Steps

The following Table outlines a series of action steps for implementation of the Plan. These actions are derived from the recommendations presented in Chapter 3. The listed actions are not prioritized, as many steps within them may be overlapping with others. Nonetheless, all items listed should be priority items and reviewed on an annual basis to ensure relevancy.

	ACTION STEP	TIMELINE
<b>LAND USE</b>		
1.	Establish a Revitalization Districts and Allocation area for the two designated subdistricts (Black Oak and Glen Park)	2022
2.	Acquire properties throughout the area with focus on high priority block groups	On going
3.	Develop marketing material to Promote the Corridor as a TDL District with ample amenities	2022
4.	Work with Village Shopping Center to start revitalization and reoccupation	2022
5.	Update zoning code to address many deficiencies of the current code	2023
6.	Initiate neighborhood conservation for the residential blocks in Glen Park	2023
<b>TRANSPORTATION</b>		
7.	Develop a capital improvement plan to implement all public improvements	2022-2023
8.	Appropriate funding to improve local street on an annual basis	2023-2028
9.	Improve 25 <sup>th</sup> Avenue consistent with the Subarea Plan	2023-2028
10.	Implement priority road improvements as funds become available.	2023-2033
11.	Work with the Little Calumet River Basin Commission to connect to Little Cal Trail as road projects are implemented	2023-2033
12.	Work with GPTC to extend 25 <sup>th</sup> Ave. route to Burr Street to complete the loop.	2025
<b>INFRASTRUCTURE</b>		
13.	Work with Gary Sanitary District to extend sewer to Block Group 5&7	2025-2028
<b>DEVELOPMENT</b>		
14.	Complete land assembly for the priority block groups	2022-2025
15.	Partner with Little Calumet River Basin Commission to acquire or market available sites for TLD and related uses (BG 13, 15, and 16)	2022-2023
16.	Market available shovel ready sites to local and regional developers, realtors	On going
17.	Partner with Little Calumet River Basin Commission to develop an outdoor tourist center at 32 <sup>nd</sup> and Grant street	2023-2025
18.	Work with interested developers for Block Group 6 and 3 to expedite redevelopment.	2022-2023
<b>URBAN FORM</b>		
19.	Establish robust code enforcement to remove eyesore and non-conforming uses	On going
20.	Complete final design for streetscaping and other improvements with high priority	2023-2025
21.	Design Gateway plans to improve both interchanges	2023-2025
22.	Work with INDOT to obtain approval for Interchange beautification.	2023-2025
23.	Complete and adopt visually attractive intersection design for six critical intersections and implement as roads are improved	On going
24.	In cooperation with the Little Calumet River Basin Development Commission improve river basin edges along crossing roads with appropriate landscaping, public arts and other amenities.	2023-2030

IMPLEMENTATION ACTION SCHEDULE