

LIVABLE CENTER PLAN 2025



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

City of Gary
Department of Community Development



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BROADWAY

6TH AVE

GARY HOUSING AUTHORITY
CENTRAL OFFICE

GENESIS

INTRODUCTION

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1.1 Project Summary

The City of Gary announced a new initiative for the northern part of the City called Gary Northside Revitalization Plan in 2012. The Northside Initiative aimed to promote a sustainable process for redevelopment and preservation of several neighborhoods. The three neighborhoods of Horace Mann, Downtown and Emerson are part of the Northside Initiative. These same neighborhoods are also included in the Northern Indiana Regional Planning Commission (NIRPC) as a part of 2040 Comprehensive Regional Plan (CRP) to promote livable community concept efforts.

The 2040 CRP supports the development of land use plans in several identified areas in the three county area which integrate transportation with land use, environment, and economic development. The CRP has named these special areas as “Livable Centers”. The Centers are expected to combine a variety of development tools to create a plan which not only enhance quality of life, but also create opportunities for revitalization, employment, and access to alternative modes of transportation. The Gary Livable Center Plan 2025, aims to develop such policies and implement strategies for the three neighborhoods.

In 2014, the City was awarded a grant to prepare new land use and development policies for the three neighborhoods. The grant, funded by Department of Transportation and through NIRPC, aims to promote the following objectives:

- Improving transit access;
- Enhancing quality of life;
- Reducing emissions; and
- Provide more efficient mobility alternatives.

The City, as a part of a three county area, is included in the list of non-attainment communities by the Environmental Protection Agency (EPA) due to failure of meeting emission requirements. The grant requires recipients to develop land use policies which support identified objectives and implement strategies which will enhance alternative transportation, improve access and expand quality of life.

The Livable Centers Plan for the Horace Mann, Downtown and Emerson neighborhoods builds upon existing planning efforts by the City of Gary, NIRPC, several local agencies, and private entities active in the area. The Plan is also intended to amend the City’s current Comprehensive Plan with additional policies, design guidelines, and zoning requirements. The Plan will further provide strategies to revitalize the three neighborhoods, promote green infrastructure, and improve pedestrian linkages.

1.2 Definition of Livable Centers

NIRPC's Livable Centers Initiative is part of a regional strategy designed to influence growth and development of the region for the next twenty five years. The region is expected to add 170,000 people and 80,000 new jobs by 2040, according to recent projections by NIRPC. The initiative aims to implement in part some of the 2040 Comprehensive Regional Plan (CRP) objectives of integrating transportation, land use, environment, social equity, and economic development. Among the goals of the Plan are to create vibrant, revitalized and accessible neighborhoods - Livable Centers - in different communities.

The Livable Centers Initiative aims to concentrate future growth within a defined perimeter around central locations, which are defined within each community. In Gary, the proposed Livable Centers is defined as the three neighborhoods of Horace Mann, Downtown, and Emerson. Livable Centers promote the following principal objectives:

- Support existing communities, leveraging available public investment;
- Promote local walkability, offering pedestrians and bicyclists safe alternative to driving
- Provide a mix of uses; in an integrated pattern which promotes ease of movement between them and coordinate land use and transportation planning.
- Promote regional connectivity between Livable Centers, including being supportive of public transportation.
- Facilitate safe and comfortable use of transit by appropriate design for the streets.
- Create compact, mixed uses to promote interaction and social involvement
- Expand access to a variety of transportation modes to enhance quality of living while promoting sustainability.

Sustainable Revitalization

The City of Gary and community stakeholders in recent years have realized that many parts of the City are deteriorating due to lack of investment, available resources, and sustainable practices. Through a series of early community outreach efforts, the City and residents have come to public recognition that to maintain a viable community and quality of life, a new set of thinking should be employed to preserve the core of the City, namely Broadway and 5th Avenue. Improvements to Broadway and 5th Avenue can stimulate economic opportunities and once again establish these corridors as the City's major resources for revitalization.

The City of Gary has many resources that can foster revitalization, as it has the internal structure in all three neighborhoods that can support a mixed-use environment and attract a high-density mix of white-collar and blue-collar jobs through a mix of retail, residential, restaurant, and mid-size businesses. For Gary to accomplish the goal of revitalization, the City must attract institutions, businesses, residents, and retail back to Broadway and 5th Avenue. Infrastructure improvements are needed that will create an attractive environment for pedestrian that also will appeal to businesses and retailers. These improvements will expand the City's ability to create a desirable central location for community gatherings that contains access to housing, transit, jobs, retail, services, and entertainment.

The 2025 Livable Center Plan aims to provide recommendations that will encourage a walkable atmosphere by improving pedestrian access to transit, which will result in increased transit usage, promote a pedestrian-friendly community, stimulate revitalization, and create an environment that is attractive to developers, businesses, and residents. The recommended strategies and policies will bring residents back into the core of the City.

LEGAL MANDATE

This Amendment to the current Comprehensive Plan is based on the analysis of land uses and transportation features, development trends, economic feasibility, natural land features, and community input for three neighborhoods in the City of Gary. The Amendment aims to update the 2008 Comprehensive Plan, which serves as the foundation for development decisions for the City of Gary.

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

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

Indiana Code 36-7-4-502 and 503 state the required and permissible contents of the plan which includes:

- A statement of objectives for the future development of the jurisdiction;
- A statement of policy for the land use development of the jurisdiction; and
- A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

1.3 Definition of Project Area

Exhibit 1 shows the project study area for the Livable Centers Plan. Interstate 90 and the South Shore Line tracks generally form the north boundary of the study area, while a series of active and abandoned rail lines comprise the remaining boundaries. This study area is made up of three neighborhoods, from east to west:

- Emerson: with Delaware & Virginia Streets as the western edge;
- Downtown: with Delaware & Virginia Streets as the eastern edge and Madison Street as the western edge; and
- Horace Mann: with Madison Street at the eastern edge.

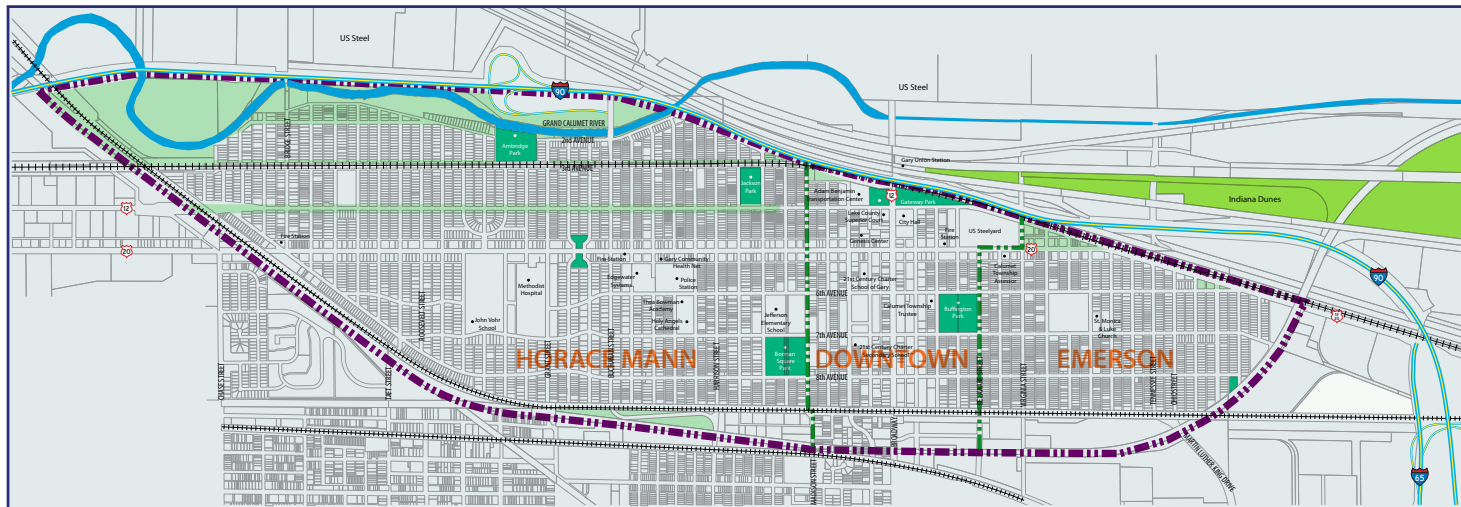


EXHIBIT 1 - PROJECT AREA

1.4 Planning Process

The planning process for this Livable Center Plan started in February 2015. With its boundaries fixed and substantial level of decline in recent decades, Gary's decisions about growth and development will be less about expanding territory and more about qualitative aspects of the community and revitalization. The Livable Center Plan, therefore, should tell less about where development must go and more about how development should be preserved, what it should look like, and how it could reshape the community. The primary goal for the planning process was:

1. Create a tool to address multiple, interrelated community issues;
2. Develop a community vision for three neighborhoods;
3. Identify citizen priorities;
4. Establish strategies and policies for plan implementation; and
5. Update the 2008 Master Plan.

The Arsh Group used several techniques to obtain information and allow residents to participate in the development of the Plan. These include data analysis, trends and review of existing conditions, Community Visual Preference Survey, and a Community Visioning Workshop. The Arsh Group also held six community meetings among the three neighborhoods to encourage community input and review different elements of the plan.



PLAN ORGANIZATION

The Livable Center Plan, referred in this documents as “The Plan”, comprises eight chapters, each describing one element of the Plan. The Plan chapters consist of the following:

Chapter One:

Introduction presents the planning process, organization of the plan and the statutory basis for the Plan Amendment.

Chapter Two

Neighborhood Profile will provide an overview of planning area’s existing demographic and economic conditions in 2015. The Chapter highlights social and physical character of City and the neighborhoods.

Chapter Three

Market Assessment presents an analysis of the current market conditions in the planning area related to residential, retail, industrial, and other markets. The chapter also examines current trends in urban development, and identifies appropriate new development types and locations for each category.

Chapter Four

Transportation and Infrastructure Assessment presents an analysis of the existing road and infrastructure network. Included in the analysis are discussions about current capacity, usage issues, and general opportunities for short-and long-term improvements.

Chapter Five

Framework Plan describes broad objectives and outlines strategies for the various plan elements. The Framework Plan also offers opportunities, as well areas needing attention, in the land use plan.

Chapter Six:

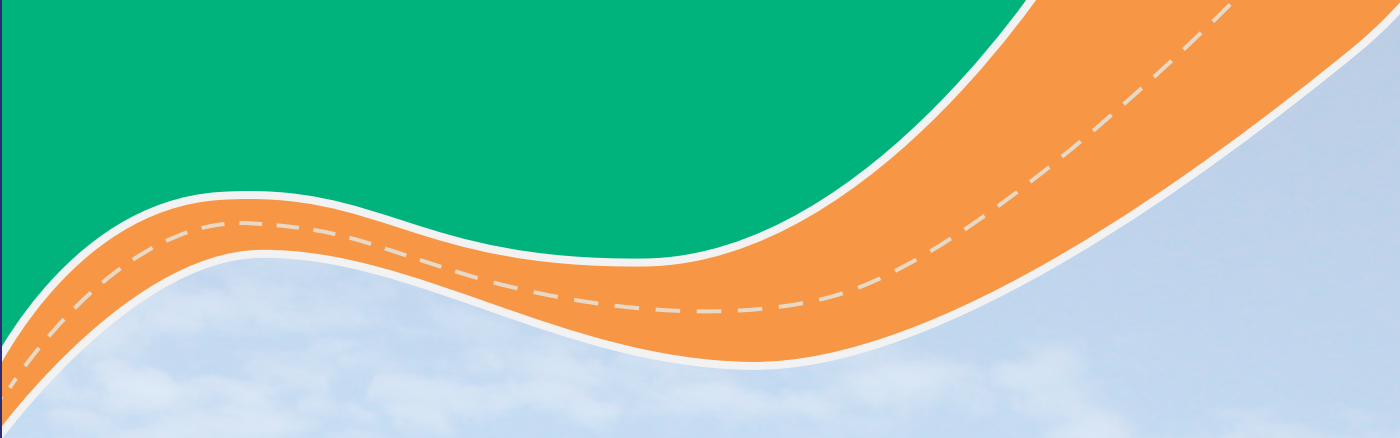
Future Plan presents the future land use plan and transportation plan for the three neighborhoods. The chapter focuses on how existing, underutilized land and roadways can be mined to provide new, more contemporary and attractive amenities for the study area. A significant part of the chapter focuses on the proposed urban form of the study area, with a list of policies that should be enforced to promote and implement the Livable Centers plan.

Chapter Seven

Subarea Plan describes two special districts within the planning area and provides a general overview of how the City envisions these areas will develop in the future. The subareas consist of the 5th Avenue Corridor, (US Highway 20) and the Broadway Corridor (Indiana Highway 53). The Subarea Plans address topics such as access needs, development and redevelopment opportunities, building form and character, and other objectives by providing a set of policies and development guidelines for the areas to direct future developments.

Chapter Eight

Implementation provides the necessary administrative and action steps 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 can be used by the decision makers in the Town to guide future growth and development.



AREA PROFILE



2.1 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 borders. Gary lies approximately 25 miles of downtown Chicago and 140 miles northwest of downtown Indianapolis. Several Interstate 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 is another major interstate highway in Gary, running east/west generally along the Little Calumet River corridor.

Due to its location along Lake Michigan, the area has long been attractive to industries for ease in shipping and receiving goods. Several other major industries, including AcelorMittal and BP/Standard Oil, are also located on or near Lake Michigan. The Port Of Indiana, located between Portage and Burns Harbor, is a major shipping and cargo hub in the region. Not only does it serve both of the major steel plants in the area, it hosts a variety of other industrial uses onsite. These industrial uses have given the region a reputation as a major industrial hub, which continues to this day. Nevertheless, the area has several large preserved areas. The Indiana Dunes National Lakeshore is the largest protected area, spanning over 15 miles of lakeshore and over 15,000 acres in area. The Marquette Greenway is a regional initiative to bring pedestrian access back to the lakefront. Gary's Marquette Park, in the northeastern part of the City, is a cornerstone for this project.

During the last century, Gary was the largest city in Lake County, about 60% larger than its nearest rival - Hammond - and it was the center of a growing regional economy in Lake County. Today, that regional economy has expanded into Porter, LaPorte, Jasper, and Newton Counties. While steel is still an important industry, the regional economy is now more diverse. Within the Northwest Indiana regional economy, Health Care and Social Assistance is the leading employment sector with approximately 15.1% of the total, followed by Manufacturing with 14.8% and Retail Trade with 11.6%. Distribution of employment by sectors which account for 3.0% or more of the regional employment is shown in Exhibit 2.

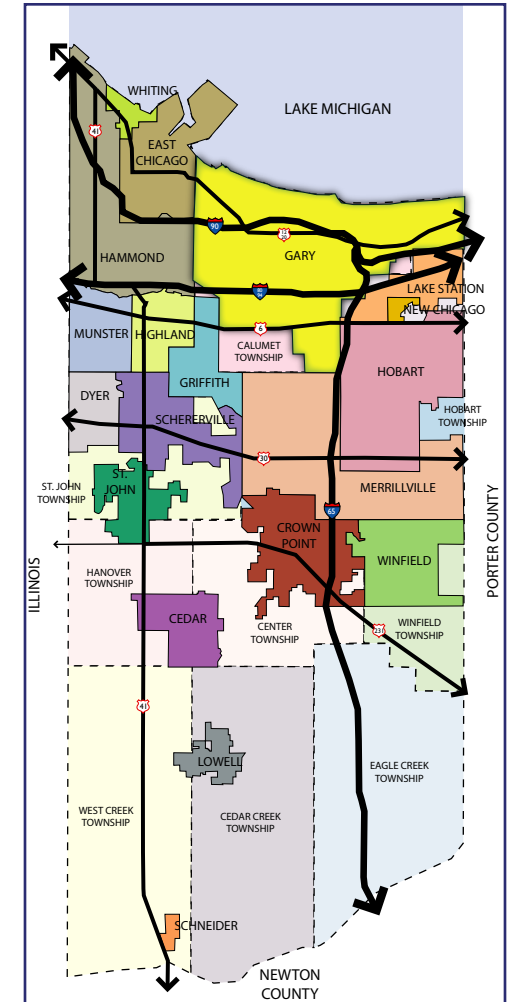


EXHIBIT 2 · REGIONAL MAP

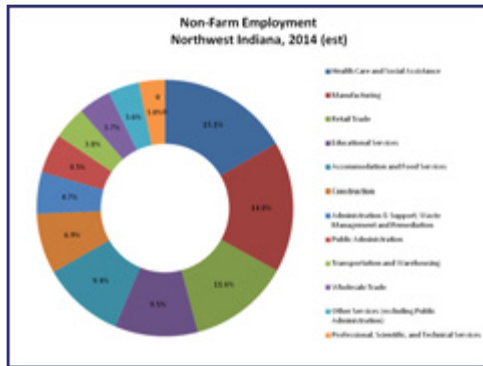


EXHIBIT 3 · NON-FARM EMPLOYMENT IN NW INDIANA, 2014 (EST.)

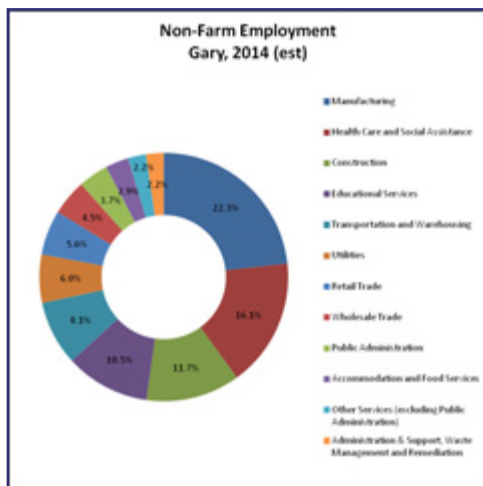


EXHIBIT 4 · NON-FARM EMPLOYMENT IN GARY, 2014 (EST.)

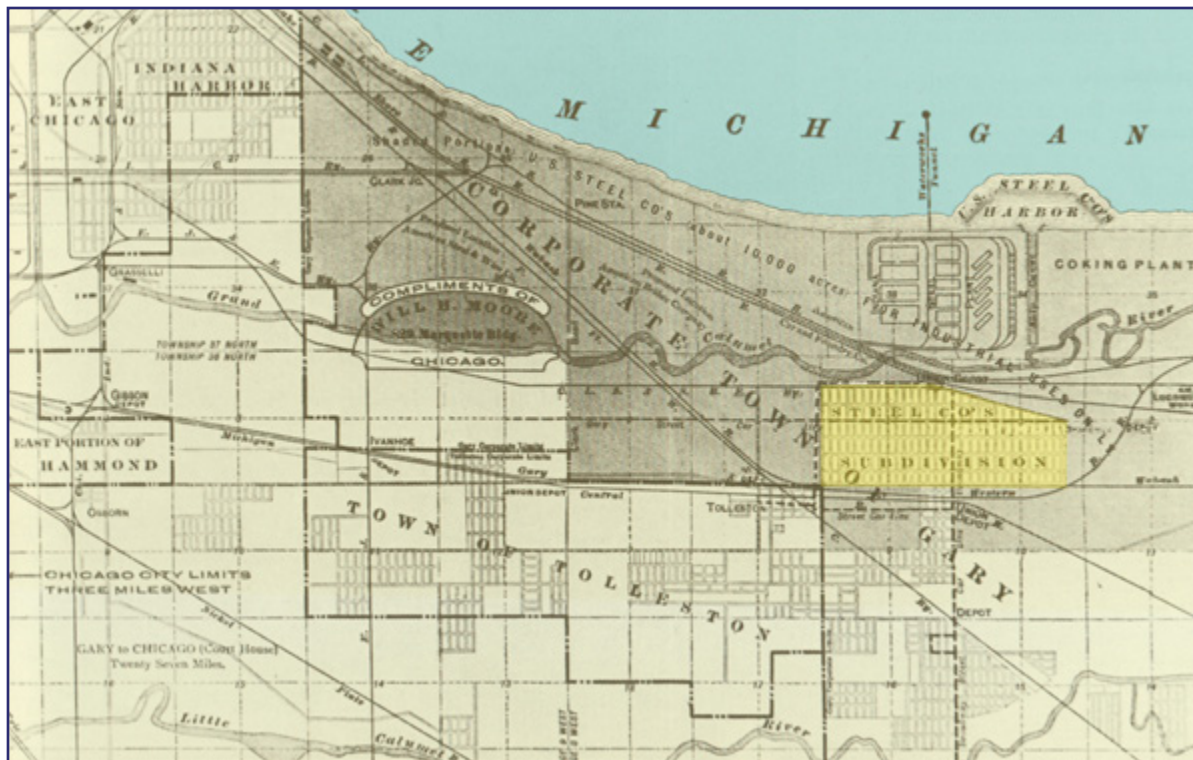
A balanced economy is generally considered a positive factor. However, in Northwest Indiana, quality jobs in goods production and professional services have recently remained stagnant or declined while lower-paying jobs in retail trade and food service are expanding. Although the regional economy added approximately 6,000 jobs between July 2014 and July 2015, the unemployment rate in Northwest Indiana was still 6.2% compared to 4.8% for the state of Indiana.

Northwest Indiana benefits from being a part of the larger metropolitan Chicago economy but it is also overshadowed by this same economy. Gary and Hammond, with between 75,000 and 80,000 population, are the largest cities in the region, but much of the economic activity is scattered throughout eight small communities, each of which has between 25,000 and 37,000 in population. There is no strong urban center which can provide the focus for the region that Gary once provided.

The dispersion of jobs and population from the more populous northern sections and Lake and Porter counties to the less urban southern areas has continued over the past decade. This dispersion is occurring at the same time that cities nationwide are recentralizing and developing vibrant, walkable urban cores that provide a strong economic stimulus for their regions. Northwest Indiana could benefit from having a central focus and replacing blight with new development in Gary would have a positive impact on the entire region. Gary could become Northwest Indiana's walkable urban center.

2.2 City History

The City of Gary was founded in 1906 by the United States Steel Corporation as the home for its new plant. The new city was named after the chairman of U.S. Steel, Elbert H. Gary. Although never intended as a company town in the model of Chicago's Pullman neighborhood, U.S. Steel, under its subsidiary (the Gary Land Company), provided utilities, streets, sidewalks, landscaping, and some housing for its workers. This first subdivision of the City included the current Gary Downtown area, as well as parts of today's Horace Mann and Emerson neighborhoods. Thanks to new migration and annexation of neighboring towns, Gary quickly began to grow in size and stature. Within three years of its founding, the population grew from 2,000 to 16,802 in 1910. Ten years later, the city's 1920 Census showed that the population tripled to 55,378. At the height of its growth, the city had a population of more than 178,000.



ORIGINAL GARY LAND MAP, 1906. FIRST US STEEL SUBDIVISION INCLUDES EMERSON AND EASTERN DOWNTOWN

Many new opportunities were created as a result of the steel industry. This industry fostered the development of many unique communities. As an anchor and model for future development, renowned architects and planners were commissioned to design the Gateway to the City in 1924. Many of Gary's most recognizable buildings, particularly in the Downtown and Horace Mann neighborhoods, were also built during this time. Completion of this gateway project in 1930, along with other major undertakings by notable architects including Frank Lloyd Wright, influenced residential neighborhood design.

Like many similar industrial communities, Gary's economic prosperity has risen and fallen with those of the steel industry. Over the years, Gary saw its fortunes sag in tandem with various economic downturns, especially with the Great Depression. Positively, Gary typically soared in good times, especially in wartime and post-war periods. The decades of the 1920's and 1950's, in particular, saw rapid growth of population and civic pride in Gary.



US STEEL SITE, 1906



7TH AVENUE & JEFFERSON, 1906



BROADWAY & 6TH AVENUE, 1923



HOTEL GARY, c. 1940



DOWNTOWN GARY & US STEEL (TOP), 1951



BROADWAY & 6TH AVENUE, 1968

The most recent and most long-lasting downturn in Gary began in the 1960's, when the city entered an economic downward spiral of decline brought on by layoffs at the steel mills, combined with increasing out-migration to suburban communities to the south. The older manufacturing cities of the Midwest and Northeast, in addition to losing retail and office jobs to the suburbs, also began losing manufacturing jobs to Southern states and other countries. The impacts of migration to the suburbs were somewhat mitigated as long as the Gary Works was near peak production. But changes in the steel industry in the 1970's brought new competition from steel mills overseas and from specialty mills. As the new competition siphoned business from the older integrated mills, employment at the Gary plant began to decline. The trends strengthened during the 1980's and 1990's, with employment in the South Works plant declining to a level that is almost one quarter of its total employment one decade earlier.

Despite several efforts over the past three decades to revitalize the city – including the construction of the Genesis Center, Adam Benjamin Transportation Center, and U.S. Steelyard, as well as converting Hotel Gary to a senior residential building – the City remained unable to cover most of its financial and infrastructure obligations. Subsequently, there was a loss in population: a decrease of 12% during the 1990 to 2000 period. As a direct result of the loss of population, a myriad of related issues occurred. Homes became dilapidated, local businesses closed, property taxes increased, and schools and infrastructure fell into disrepair. At the same time, the City saw an increasing demand for social and public needs. During this time, the condition of existing housing reached unprecedented deterioration due to abandonment and lack of maintenance. In recent years, however, the City has begun several initiatives to address its most pressing issues. This includes the recent demolition of the long-abandoned Sheraton Hotel, as well as a continuing program to demolish abandoned and dilapidated homes and structures. The mid-1990's saw the opening of two lake-based casinos in Buffington Harbor: today's Majestic Star and Majestic Star II, while the recent expansion of Gary/Chicago International Airport (scheduled for 2016 completion) will encourage new commerce and business in the City and region.

While the city's overall population continues to decline – less than 80,000 according to the 2012 Census estimates – the leadership of Gary and its proud residents are not without hope as they seek to improve their city and bring it closer to its heyday.

2.3 General Area Summary

The study area for this Livable Centers Plan is three distinct neighborhoods in the north side of Gary, which are described in more detail below. The Indiana Toll Road (I-90) generally serves as the northern boundary of the study area, with a series of winding railroad right-of-ways (some abandoned) serving as the western, southern, and eastern project boundaries. Although not officially part of the study area, the northern terminus of I-65 at 5th Avenue (U.S. Highway 12/20) is also a major access point for the study area and has the potential to bring several visitors to the neighborhoods.

The Horace Mann neighborhood spans from the western end of the study area east to Madison Street. The Indiana Toll Road (I-90) serves as the northern boundary for the neighborhood. 4th and 5th Avenues serve as the major east-west thoroughfares in the neighborhood. Horace Mann is also accessible via the Indiana Toll Road at Buchanan Street.

The Downtown neighborhood is bordered by Madison Street on the west, with Delaware Street serving as the eastern boundary up to 5th Avenue, where it jogs around US Steelyard to Virginia Street. Several major thoroughfares and transportation ways run through Downtown. 4th & 5th Avenues run east-west through the neighborhood, and Broadway runs north-south through the center of the neighborhood. In addition to these main roads, Downtown is also accessible via the Indiana Toll Road at Broadway. At the intersection of 4th Avenue and Adams Street is the Adam Benjamin Metro Center, which is a multi-modal transportation facility. From here, passengers can access the South Shore rail line travelling to South Bend and Chicago, local bus service via the Gary Public Transportation Corporation, and regional & national intercity bus service via Greyhound Lines.

The Emerson neighborhood is bordered by Delaware and Virginia Street to the west. As with the other neighborhoods in the study area, 4th & 5th Avenues serve as major east-west thoroughfare in the neighborhood. The northern terminus of I-65 sits about 1/3 mile east of the neighborhood boundary, and provides another major access point into the neighborhood.

The street network in the study area is generally on a grid pattern, though in some of Horace Mann's historic districts, the streets are more curvilinear. There are no cul-de-sacs in the area, although many streets between 8th Avenue and the Norfolk-Southern railroad tracks terminate as a dead end street. The same situation occurs north of 2nd Avenue between Chase Street and Taft Street. Most of the residential streets between Grant Street and Ohio Street are one-way streets, which include on-street parking. Broadway and 5th Avenue also offers off-street parking on both sides of the street, though there are no markings to delineate specific spaces.

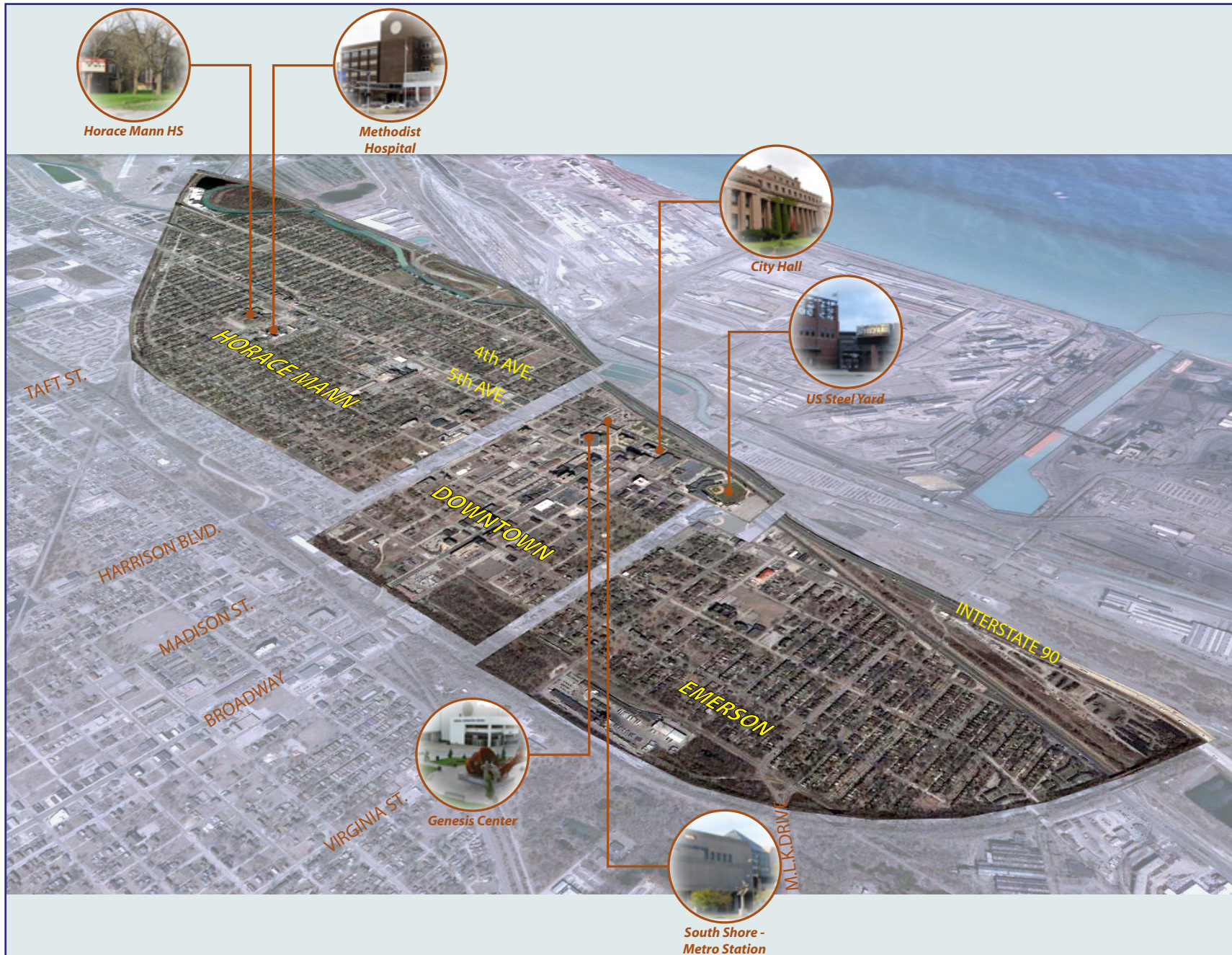


EXHIBIT 5 · STUDY AREA & SELECTED INSTITUTIONS

2.4 Demographics Profile

The Gary Livable Centers Plan study area is made up of all or part of six different census tracts (CTs):

- Horace Mann includes all of CT 104 and 128, plus portions of 102.03 and 102.05
- Downtown includes the far southern & western portions of CT 102.05, and the western portion of CT 105.
- Emerson includes all of CT 106, plus the southeastern portion of CT 105.

Because the geographic areas represents only portions of various CTs, some of the demographic analysis summarized below has been estimated to create the overall neighborhood profiles.

The total population in the study area is approximately 10,357, or 13% of Gary's total population. Horace Mann is, by far, the largest of the three neighborhoods in both area and population. Horace Mann's population is 7,358, compared to 1,514 for Downtown and 1,485 for Emerson. Adults ages 35-54 are the largest population group in Horace Mann and Emerson, while seniors (age 65 and above) represent the largest population group in Downtown. The latter is likely due to the presence of larger and denser senior developments, particularly the senior housing facility at the former Gary Hotel building. Females represent over 60% of the population of Emerson, well above the citywide level of 54.7%. Horace Mann and Downtown, while both having higher female populations over males, are closer to citywide levels: Horace Mann slightly higher at 56.4% and Downtown slightly lower at 53.2%

All of the neighborhoods in the study area feature higher percentages of multi-family housing than the rest of the City as a whole. The majority of Downtown's housing units are multi-family: just over 30% of Downtown's residential buildings have 5 or more units, while another 22.8% have 2-4 units per building. Nearly 1/3 of housing units in both Horace Mann and Emerson are multi-family residential, which is still more than double the percentage compared to the entire City. Much of the land between Buchanan Street and Rhode Island Street is zoned and used for multi-family housing, covering all three neighborhoods. The plethora of historic apartment buildings along 5th Avenue also contributes to the higher levels of multi-family housing in Horace Mann. There are also several more scattered sites in all three neighborhoods that are classified as multi-family housing.

All three of the study area neighborhoods have higher unemployment levels compared to citywide levels (20.4%) and countywide levels (11.6%). Horace Mann and Emerson have similar unemployment levels at around 26%, while Downtown's unemployment sits above 30% for residents over the age of 16, and 29.8% for adults between the age of 20-64. Similarly, the median income for families is generally lower compared to the City as a whole; however, Census Tracts 104 & 128 in Horace Mann have higher median income levels than the citywide average, due to many high income households occupying the single-family residential areas of the Horace Mann neighborhood.

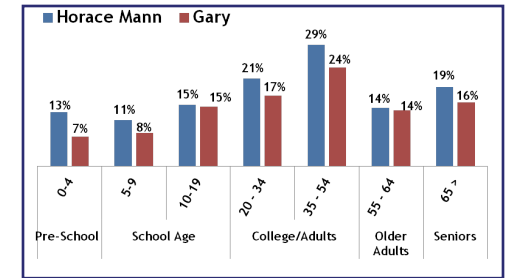


EXHIBIT 6 · HORACE MANN AGE DISTRIBUTION

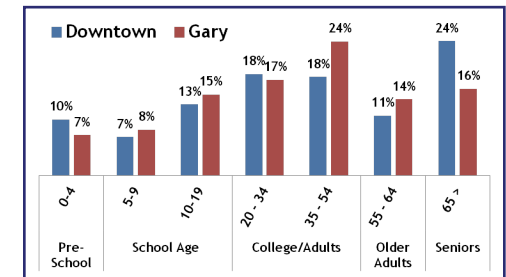


EXHIBIT 7 · DOWNTOWN AGE DISTRIBUTION

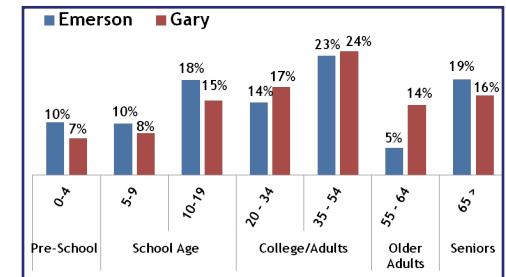


EXHIBIT 8 · EMERSON AGE DISTRIBUTION

2.5 Land Use Profile



HISTORIC APARTMENTS ON 5TH AVENUE



GRAND CALUMET RIVER



SOUTH SHORE RAIL LINE LOOKING WEST

Horace Mann

Most of the land uses in the Horace Mann neighborhood are residential in nature, with a mix of single-family and multi-family uses. Eight different residential historic districts have been established in Horace Mann, offering a wide variety of architectural styles and housing designs. Retail uses in Horace Mann are mostly found along 5th Avenue, generally east of Buchanan Street. Limited manufacturing uses are found at the edges of the neighborhood, mostly located south of the railroad tracks.

Several public and civic uses are found in the center of the neighborhood, acting as an anchor, with Methodist Hospital being the largest of these uses. Two smaller health facilities in Horace Mann are Edgewater Systems and Community HealthNet. Immediately to the west of Methodist Hospital are the former Horace Mann High School and John Vohr Elementary School. While both buildings are vacant, they still have potential to be used as a future major use due to their location in the neighborhood and their overall good condition. There is a third closed school building - Ambridge Elementary School, located at 4th Avenue and Rutledge Street - however, it is in poorer condition. The only active public school in the study area is in the Horace Mann neighborhood: Jefferson Elementary School. One charter school is found in Horace Mann: Thea Bowman Academy, covering kindergarden through 6th grade. Along 5th Avenue are two fire stations and one police station. Several churches are located in Horace Mann, including Holy Angels Cathedral and Bethlehem Lutheran Church.

Horace Mann is also home to several parks and open space areas. Three larger parks – Ambridge, Borman Square, and Jackson – are located in the neighborhood. The Grand Calumet River also runs through the northern section of the neighborhood. Along the river is the first section of the Gary GreenLink trail system, running from Bridge Street east to Roosevelt Street. An on-street bikeway connects the Gary GreenLink to Ambridge Park.

The South Shore rail line runs through Horace Mann between 2nd Place and 3rd Avenue at ground level before transitioning to an elevated line around Van Buren Street. Not only does this create an eyesore in the neighborhood, it hampers the accessibility of the far northern sections of the neighborhood by limiting the number of street crossings. Off-street parking is somewhat scarce in the neighborhood. Only a handful of uses along 5th Avenue have feature parking lots, most of them fairly modest in size. Methodist Hospital does have several off-street parking lots directly fronting Grant Street, 7th Avenue, and Garfield Street.

Downtown

With Broadway bisecting the Downtown neighborhood, much of this neighborhood is devoted to commercial uses. As part of Gary's first subdivision, many of the city's major civic uses are located here. Lake County Superior Court and Gary City Hall are located along 4th Avenue, on the west and east sides of Broadway respectively. Though more recently constructed, Calumet Township Trustee's office adds to the civic uses in the neighborhood. Along 5th Avenue are two regional entertainment facilities: the Genesis Center at 5th & Broadway and U.S. Steelyard, a minor-league baseball stadium at the east end of the neighborhood. The stretch of Broadway in Downtown is part of the Gary City Center Historic District. While many of the historic buildings are currently vacant, they still stand as a visual reminder of Gary's earlier days. Some of these have, or are in the process of, being repurposed, such as the Sears, Roebuck and Company Building (currently used for City offices), Hotel Gary (now Genesis Towers), and the Gary State Bank (under renovation for a bank data center.) At the southern end of the Downtown neighborhood is the remnants of the elevated Indiana Harbor Belt Line, an abandoned railroad. A bridge currently passes over the crossing at Broadway, but is slated for demolition in conjunction with planned renovations to the road in 2016.

While no public schools currently exist in Downtown, 21st Century Charter School of Gary operates two schools: an elementary school at 556 Washington Street and a secondary/high school at 724 Washington Street. A fire station is located along 5th Avenue immediately west of the US Steelyard. A handful of smaller churches are also found in Downtown. One former prominent church that stands abandoned is the historic City Methodist Church. Though abandoned and decaying, the site has been used as a backdrop for several films.

Two significant parks are located in Downtown. Gateway Park sits at the northern entrance to Gary at 4th Avenue, stretching across both sides of Broadway. The park also houses the Gary Land Company Building, the oldest structure in Gary. Further south is Buffington Park, bordered by 6th Avenue, Delaware Street, 7th Avenue, and Connecticut Street. A limited amount of residential development is located in the Downtown neighborhood, primarily in multi-story buildings. Some newer residential development has occurred just off of Broadway, with the Horace Mann Apartments near 6th Avenue and Washington Street being among the larger planned developments.

Off-street parking in Downtown is generally plentiful. There is a parking garage at 5th Avenue and Washington Street. A second parking garage is located at 4th Avenue and Adams Street to support the Genesis Center. Several off-street parking lots are also provided, mostly to serve the larger uses in the neighborhood. Many of these lots are found fronting the street, breaking up the existing building wall.



GARY CITY HALL, WITH FORMER SHERATON HOTEL SITE IN FOREGROUND



NEWER HOUSING IN DOWNTOWN



GARY STATE BANK BUILDING



NEWER HOUSING IN EMERSON



OLDER HOUSING IN EMERSON



DUNES COURT APARTMENTS

Emerson

Much of the Emerson neighborhood is residential in nature, with some scattered commercial uses along 5th Avenue and US Highway 12/20. Residential uses in Emerson are varied, with a mixture of single-family and multi-family residential in most blocks. Some newer multi-family housing has been developed just south of 5th Avenue on Carolina, Rhode Island, and Vermont Streets.

There are no major park or public facilities in Emerson, save for a small park at 8th Avenue and Mississippi Street, and the Calumet Township Assessor's office on 5th Avenue. Two former schools sit abandoned on 7th Avenue between Carolina Street and Rhode Island Street: Emerson School and Spaulding School, both currently in very poor condition. A handful of modest churches are scattered throughout Emerson, with Ss. Monica and Luke Church (645 Rhode Island Street) being the largest.

Parking in Emerson is mostly limited to on-street areas, with only a handful of off-street parking lots to be found, mostly along 5th Avenue. At the southern end of the Emerson neighborhood is the remnants of the elevated Indiana Harbor Belt Line, an abandoned railroad. This elevated right-of-way curves around the southern and eastern neighborhood boundaries, eventually running into the Indiana Dunes National Lakeshore. A large bridge on this line spans across US 12/20, and is in deteriorating condition.

2.6 Zoning & Building Profile

General Zoning

Most of Horace Mann and Emerson is zoned for residential uses, with over 75% of the land in each neighborhood zoned as such. Much of the multi-family residential zoning in Horace Mann is located north of 5th Avenue and east of Polk Street. The area around the Methodist Hospital Campus is zoned as a Special District, which also includes the Edgewater Systems For Balanced Living and a Police Station. Some of the residential homes between the two uses (north of 6th Avenue) are also included in this special district zoning. Residential zoning in Emerson is split fairly evenly between single-family and multi-family zoning. Horace Mann has a slightly higher ratio of single-family housing to multi-family housing. In contrast, only 26% of Downtown is zoned for residential uses, with the vast majority of that zoned for multi-family housing.

Most of the business & commercial zoning in the study area is found in the Downtown neighborhood. Over half of the Downtown neighborhood is zoned for commercial uses, generally on and within two blocks on either side of Broadway. Commercial zoning is far less prevalent in Horace Mann and Emerson, with less than 7% of land in each neighborhood zoned for such uses. The business/commercial zoning that does exist in these neighborhoods is generally found along 5th Avenue and US Highway 12/20.

Manufacturing zoning accounts for 21% of the land in Downtown, the highest such percentage of the three neighborhoods. In the entire study area, manufacturing zoning is mostly found south of the Norfolk-Southern railroad tracks. Some of this land, however, includes the many of the civic and governmental uses north of Broadway in Downtown.

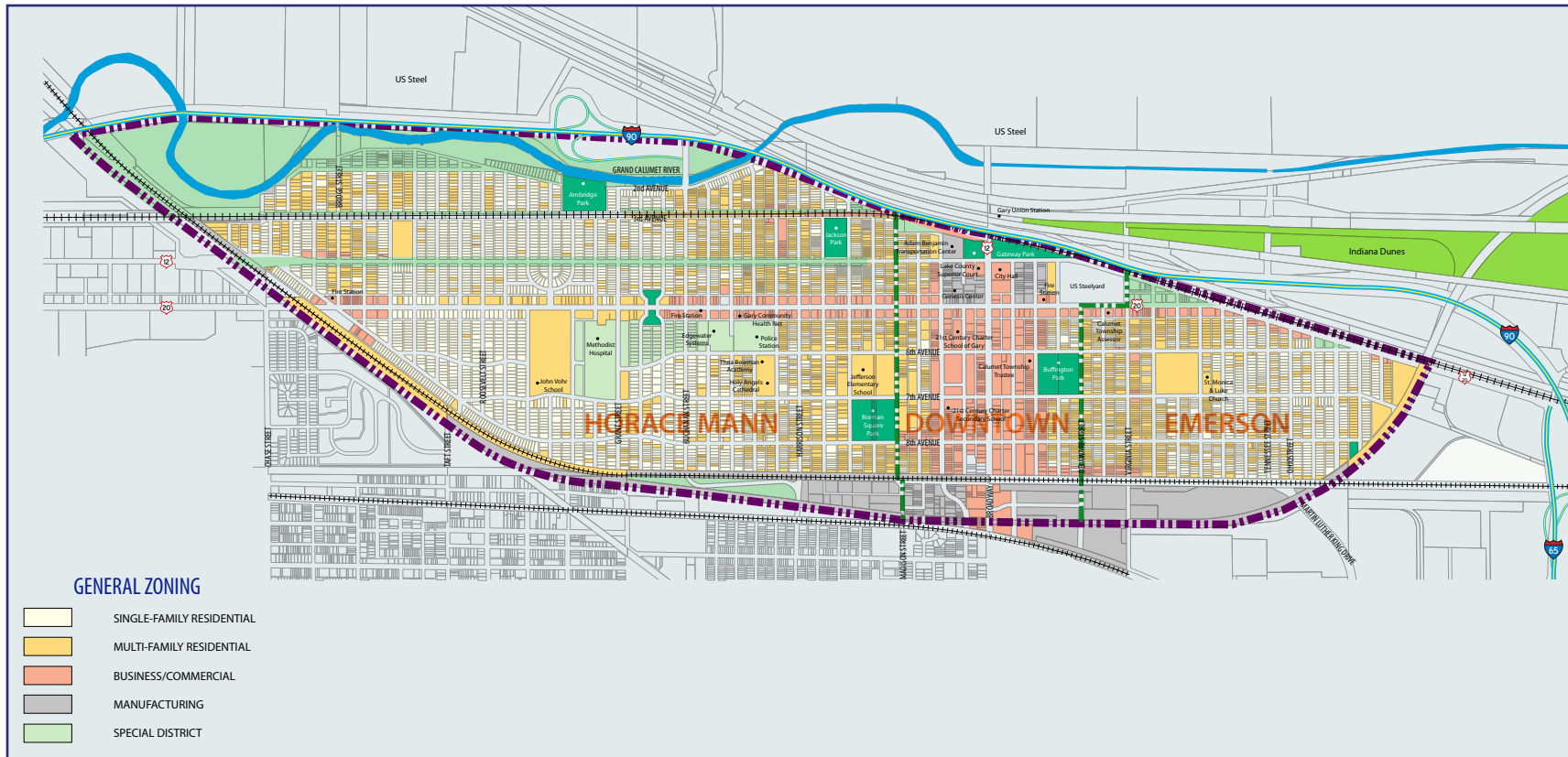


EXHIBIT 9 · STUDY AREA ZONING (SOURCE: GARY PARCEL SURVEY · MARCH 2015)

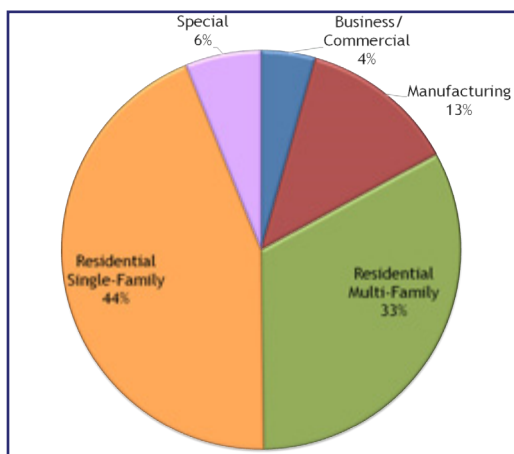


EXHIBIT 10 · HORACE MANN ZONING

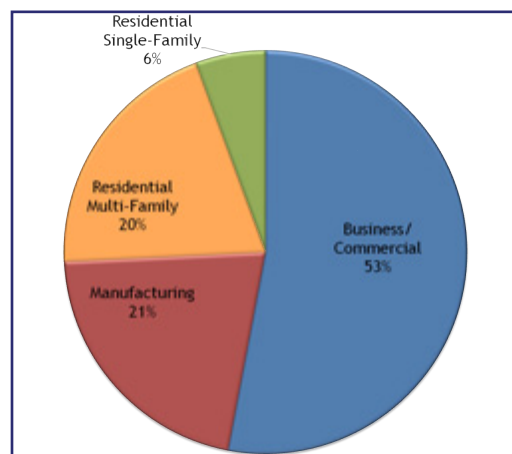


EXHIBIT 11 · DOWNTOWN ZONING

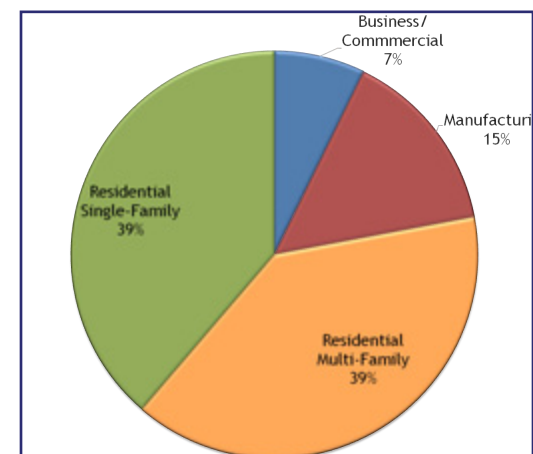


EXHIBIT 12 · EMERSON ZONING

Structure Condition

Much of the existing structures in Horace Mann appear to be in stable condition. While only 32% of structures in Horace Mann were rated as Excellent (the lowest among the three neighborhoods), 87% of the existing structures were rated as Fair or better, the highest such combination in the study area. In general, the southwestern portion of the neighborhood shows the highest building quality (bordered by 5th Avenue and Buchanan Street.) However, there are also several pockets of quality housing and buildings north of 5th Avenue, generally in and around the established historic districts.

Approximately 59% of the structures were rated as Excellent in Downtown: the highest among the three neighborhoods. At the same time, however, 7% were rated as Dangerous, which is also the highest in the three neighborhoods. Most of the Poor and Dangerous structures are located within one block of Broadway.

The overall condition of existing structures in the Emerson neighborhood is varied. While there are many Excellent and Good structures, approximately 25% of the existing structures are rated as Poor or Dangerous. This is the highest such combination among the three neighborhoods. The location of the lower rated structures is similarly varied. While most of the Dangerous buildings are found west of Tennessee Street, the Poor-rated structures are mixed throughout the neighborhood.

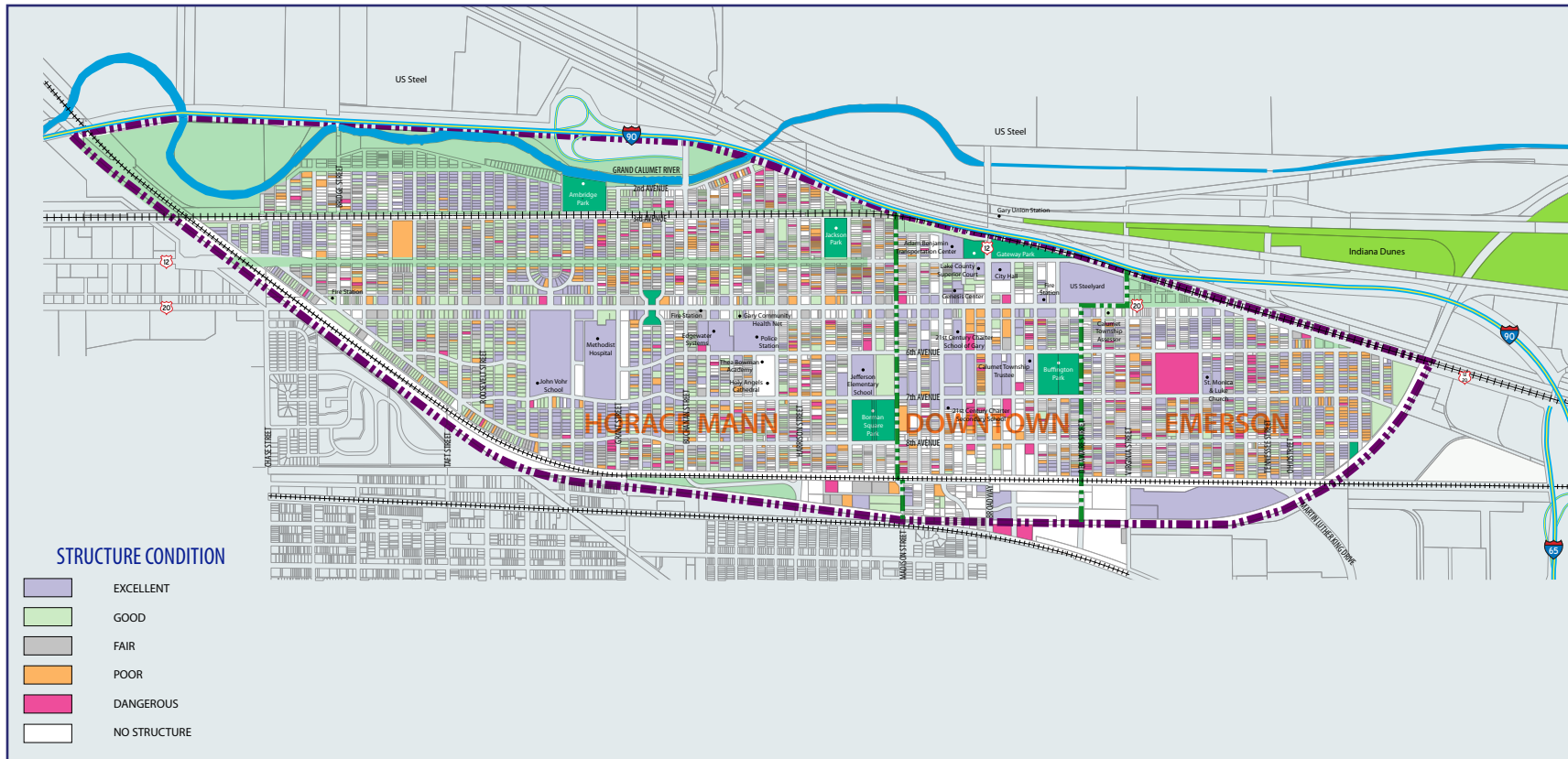


EXHIBIT 13 - STUDY AREA STRUCTURE CONDITION (SOURCE: GARY PARCEL SURVEY - MARCH 2015)

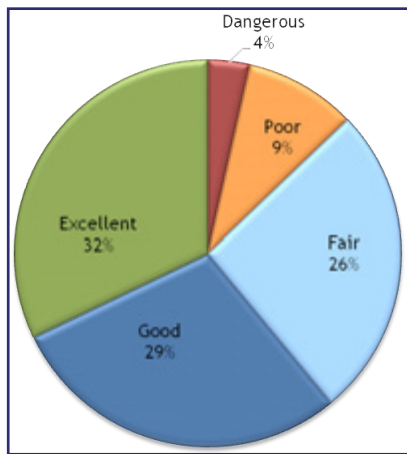


EXHIBIT 14 - HORACE MANN STRUCTURE CONDITION



EXHIBIT 15 - DOWNTOWN STRUCTURE CONDITION

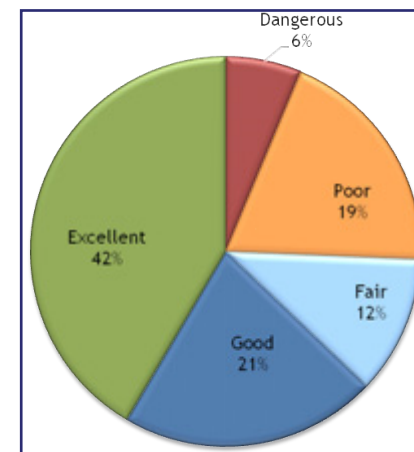


EXHIBIT 16 - EMERSON STRUCTURE CONDITION

Building Occupancy

Horace Mann has the highest level of building occupancy among the three neighborhoods, with 66% of the area currently occupied. The highest levels of vacant buildings and vacant land in Horace Mann are found east of Buchanan Street. There is also a pocket of higher vacancy around Bridge Street.

Both Downtown and Emerson have high levels of vacancy, with less than half of each neighborhood currently listed as occupied. The Downtown neighborhood has the highest amount of vacant land by percentage (47%) among the three neighborhoods, while Emerson has the highest amount of vacant buildings (21%). At the same time, Downtown has the lowest percentage of vacant buildings (11%) compared to the other study neighborhoods. Much of the vacant land in Emerson is found west of Rhode Island Street. At the same time, the concentration of vacant buildings is higher east of Rhode Island Street. Downtown's vacant land and buildings are scattered throughout the neighborhood, though the concentration is somewhat higher south of 7th Avenue.

Based on a rough estimate based on data obtained from the Gary Parcel Survey, there are 10,180 different property parcels in the census tracts that make up the study area. (For simplicity in presentation and analysis, all parcels from these tracts are included, even though some fall outside the study area.) Of these, approximately 13% of these are vacant parcels (1,332) listed as owned by the City and its agencies in this area. The agencies include the City of Gary, Gary Department of Redevelopment, and Gary Urban Enterprise Association.

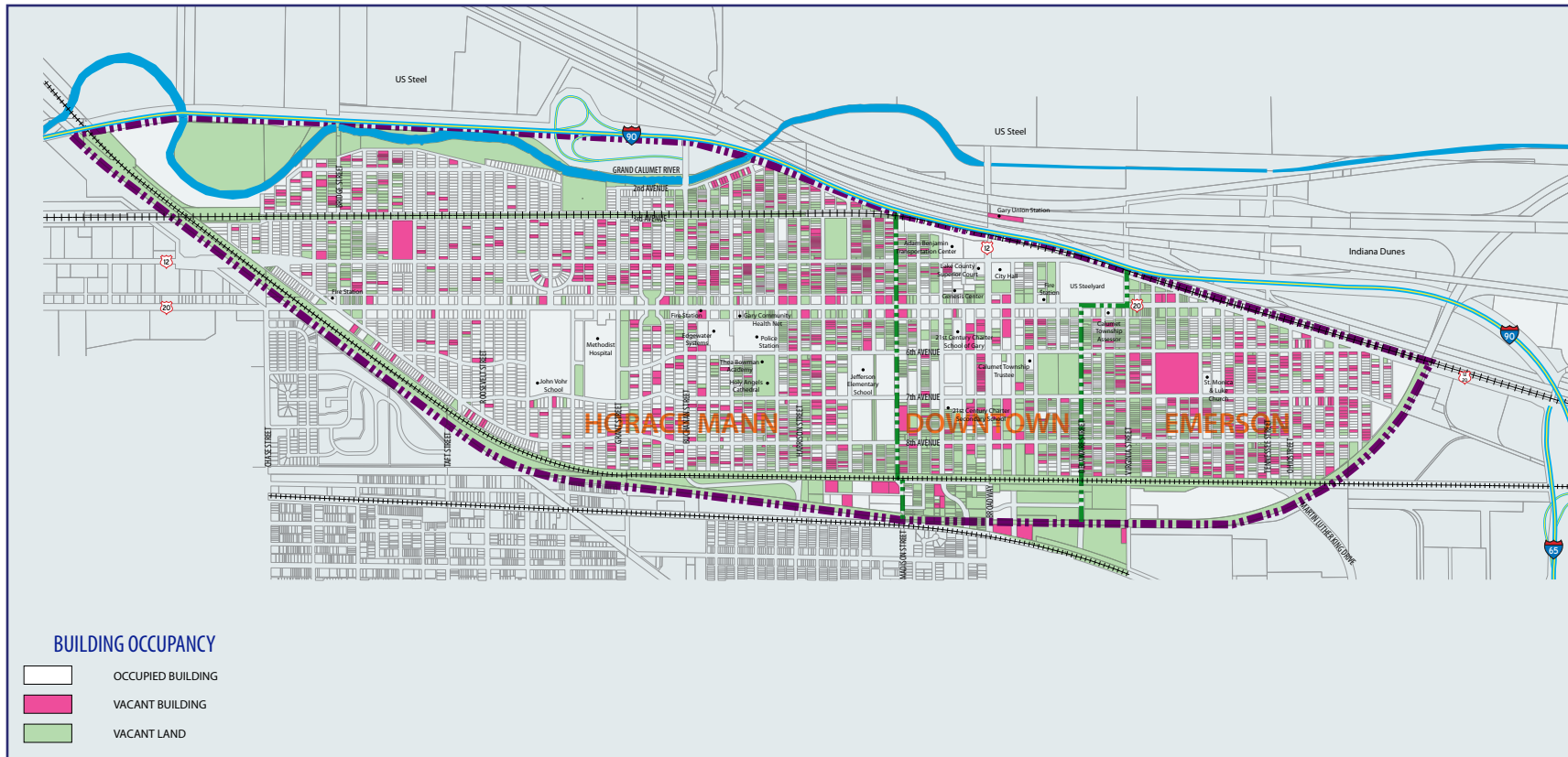


EXHIBIT 17 - STUDY AREA BUILDING OCCUPANCY (SOURCE: GARY PARCEL SURVEY - MARCH 2015)

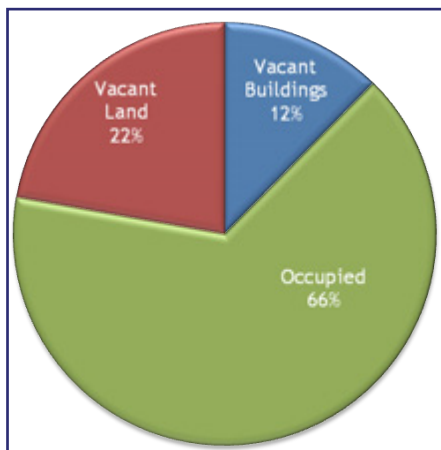


EXHIBIT 18 - HORACE MANN BUILDING OCCUPANCY

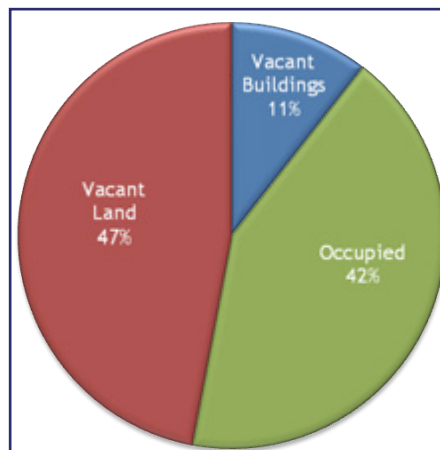


EXHIBIT 19 - DOWNTOWN BUILDING OCCUPANCY

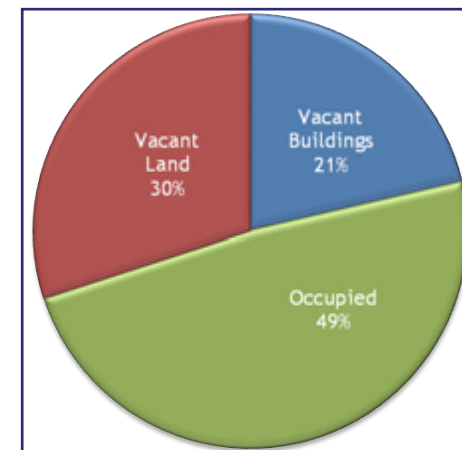


EXHIBIT 20 - EMERSON BUILDING OCCUPANCY



NWI VETERANS VILLAGE

MARKET ASSESSMENT

three

3.1 Existing Resources

Today, Gary's most important strength is a core of talent and dedicated public officials who are determined to rebuild the city. Through their efforts, the redevelopment of Gary, and of the Livable Center neighborhoods, has already begun:

- The Gary/Chicago International Airport has recently expanded its main runway and experienced a 33% increase in operations. The airport is attracting business because of its multimodal facilities and its special "enterprise" zone type tax incentives.
- The South Shore Commuter Rail Line and the local bus system share a downtown transit center and provide public transportation that is focused on downtown.
- The Gary South Shore RailCats professional baseball team has its home stadium in downtown Gary, within walking distance of City Hall and South Shore commuter station.
- The Northlake Campus of Methodist Hospitals is located just west of downtown Gary and serves as an anchor for a residential neighborhood of solid housing. The hospital has established the only trauma center in Northwest Indiana.
- A former bank building in the heart of downtown is being renovated and its banking floor restored for retail bank use. The rest of the building is to become a data center.
- Plans have been developed to make Gary's lakefront more accessible and to better link the lakefront to the rest of the city.
- Recommendations for stabilizing and revitalizing the neighborhoods around Indiana University Northwest and Ivy Tech Community College are being implemented.

Residential Market

Almost half of Gary's 30,000 households have annual incomes below \$25,000, and one in five (approximately 6,000) households have an income of less than \$10,000. While housing prices in Gary are low, the overall quality of the housing is only fair. Small bungalows in fair condition rent for \$750 to \$800, and a two bedroom apartment costs \$600 to \$650. Both are beyond the means of a household with a \$20,000 income. While there is a need for 10,000 or more units of quality, affordable housing in Gary, only about 6,500 units have been identified. This includes over 2,500 units of public housing, approximately 1,100 housing choice vouchers that can be used by the tenants to locate housing anywhere within the city, and an additional 2,800 units of subsidized housing. These 2,800 units include properties developed with Low-Income Housing Tax Credits (LIHTC) and other projects financed and/or insured by the U. S. Department of Housing and Urban Development (HUD). Not



US STEELYARD, HOME OF THE GARY SOUTHSHORE RAILCATS



METHODIST HOSPITAL · NORTHLAKE CAMPUS

Price	# Units
\$200,000-\$400,000	10
\$100,000-\$200,000	38
\$75,000-\$100,000	30
\$50,000-\$75,000	58
\$30,000-\$50,000	115

TABLE 1 - GARY HOME SALES SINCE 2012
(SOURCE: APPLIED REAL ESTATE ANALYSIS)

Category	Potential Ex.
Food at home	\$95,772,746
Food away from home	\$48,970,285
Alcoholic Beverages	\$8,523,072
Household furnishings/equipment	\$28,298,096
Apparel and services	\$32,522,250
Men and boys	\$7,551,143
Women and girls	\$13,476,174
Footwear	\$5,999,794
Drugs	\$9,139,874
Entertainment	\$24,036,560
Fees and admissions	\$11,102,423
Audio/visual equipment/services	\$18,261,057
Pets, toys, hobbies, and playground equipment	\$11,793,988
Other entertainment supplies, equipment, and services	\$6,915,651
Personal care products/services	\$11,850,061
Reading	\$2,149,459
Education	\$19,644,187
Tobacco products/Smoking supplies	\$6,560,523
Miscellaneous	\$14,485,485

TABLE 2 - POTENTIAL GARY PURCHASING POWER (SOURCES: ACS 5YR 2013; DEPARTMENT OF LABOR CONSUMER EXPENDITURE SURVEYS; APPLIED REAL ESTATE ANALYSIS)

only are many of the very-low income households not in affordable housing, the units they are in are typically either in poor condition, cost more than they can really afford, or both. There is, therefore, an immediate market for at least 1,000 decent, affordable housing units in Gary, with several hundred of those units that could be accommodated within the Livable Center planning area. Within this affordable category, at least 200 units of the housing should be reserved for persons aged 65 and older.

Market rate housing prices in Gary are currently too low to support new construction. Of the approximately 40,000 housing units in Gary, an estimated 25% are vacant. Just over 70% of Gary's housing is in single-family detached structures, with approximately 53% of the units being owner-occupied. In the past 2.5 years, there have been approximately 1,240 home sales in Gary. The highest prices were on Lakeshore Drive in the Miller neighborhood, where three units recently sold for more than \$400,000. Historic sales in Gary are shown in Table 1. Not shown in the table are another 700 units that sold for less than \$15,000. Most of these houses were in very poor condition, and the buyers may have been simply purchasing the properties for the land.

Retail Market

When more affluent households began leaving Gary, retailers followed. As a result, Gary residents now have to drive out of the city to purchase many of the goods and services they need. Although there are a few retail establishments scattered along Broadway, fast food establishments are the most prevalent type of retailer remaining in the city. However, the aggregate household income in Gary is still \$1.2 billion. Table 2 shows the estimated expenditure potential for Gary residents, based on the typical expenditure patterns for Midwestern households, as adjusted for household income, based on U. S. Department of Labor consumer expenditure surveys.

Other Commercial Markets

The City of Gary has approximately 657,000 square feet of leasable office space, approximately 130,000 of which is currently vacant. About 315,00 square feet (48%) of this space is located in Downtown Gary. Of the Downtown office space, 110,000 square feet is considered vacant. This includes 93,500 square feet of the 150,000 square feet available in the Gary State Bank building at 504 Broadway. The office vacancy rate in downtown is just under 35%, while only 5.9% of office space is vacant in the rest of the city. These figures are for leased space and do not include owner-occupied space. Thus, City Hall and the County Courts building are not included.

Within Downtown, the demand for office space is largely from government agencies and non-profit organizations. Many of the non-profit groups, along with a few small for-profit firms, provide medical related services. Within the rest of the study area, the demand for office space is generated almost exclusively by medical and medical-related uses.

Throughout Gary, outside of the study area, most of the office space is in small, free-standing buildings or strip centers, and is occupied by small real estate, insurance, medical, legal, and professional service firms. While some of these uses could eventually exist within the study area, they will find the area attractive only after it has developed a larger base of population and other jobs. Small, professional service firms will not be the economic drivers of redevelopment.

Because the Gary State Bank Building has such a dominant presence in Downtown, it's redevelopment has the potential to be a catalyst for additional investment and development. However, as a data center, the development will not house a significant number of jobs. The renovation will, however, provide Gary with its best quality office space. A little over half of the space in Gary can be considered Class B office space; the remainder is Class C space. There are no Class A office buildings in Gary, though market expansion in this area could occur in the long-term for Downtown. Similarly, the market for a hotel may develop as the Genesis Center expands its operation and is leased for more cultural and leisure events.

Light Industrial and Business Services Market

Gary has approximately 7.5 million square feet of industrial space; of which, less than four percent is vacant. Just a little less than one-third (32.6%) of this space is in zip code 46404, which encompasses much of the study area. Another 44% of the industrial space is in zip code 46402, the northern portion of which includes much of the Horace Mann neighborhood. Most of this space is in a few large, heavy industrial buildings of one million or more square feet that are just outside of the study area. There are about a dozen smaller industrial buildings of 5,000 to 100,000 square feet in size located within or immediately adjacent to the Downtown and Emerson neighborhoods. These buildings are fully occupied. Based on occupancy rates, the market for industrial space, including light industrial, appears very strong in Gary. However, as with office space, industrial buildings are older and rents tend to be considerably below what would be needed to support new construction. Because of the age of the buildings, none would be classified as "flex-space" buildings – easily adaptable to a variety of industrial and commercial uses. As the Downtown and Emerson neighborhoods redevelop, demand will be strongest for buildings that can easily house light industrial, office, and/or other tenants.

3.2 Trends

Nationally, new forces are driving urban development. There is a growing recognition that high density urban environments are a key part of creating an environmentally sustainable economy and lifestyle. Gary was once a walkable downtown and it has a public transportation system to reinforce the redevelopment of that walkable environment. The key to downtown revitalization will be creating both the physical and institutional environment that is conducive to redevelopment. The physical infrastructure plans and recommendations set forth in this report have been designed to reinforce market potential and create an attractive setting for new development. The institutional infrastructure includes mixed-use zoning that allows high density in the core, land control for easy transfer to end users, a coordinated approval process and short-term incentives.

Cities around the country that are experiencing redevelopment and revitalization are typically building on actions taken 15, 20, or even 30 years ago. Pittsburgh is a good example where the city implemented several initiatives aimed at physical and environmental cleanup. As a result of its Golden Triangle development efforts, Pittsburgh continued to attract residents during the post-war years when other cities were experiencing suburban flight. Although those earlier efforts suffered through several recessions and economic downturns, 30 years later, Pittsburgh has growing technology, research, and financial industries to replace the former steel mills.

After a couple of false starts and some daunting setbacks, Gary is now poised to move forward with its own transition. The City began the process by focusing on its strengths. A minor league baseball park was developed to draw residents and visitors back into Gary's central area, improvements were made to the Gary-Chicago International Airport that have helped attract private investment and new businesses around the airport, and the city is actively working to reinforce and reinvigorate the neighborhood around the campus of Indiana University Northwest and the northwest campus of the state community college, Ivy Tech. In addition, the City has promoted the renovation of the Gary State Bank Building for use as a bank and data center. The ornate original banking floor is being restored so that the space itself will become a draw to complement and reinforce the financial institution that will occupy the facility. Also on the near-term horizon is the renovation of another downtown building to house a culinary school. In addition to redefining the city's core, Gary officials are also developing plans and programs to reinforce and enhance another of its assets: its Lake Michigan shoreline. Although the Gary Works occupies a significant portion of Gary's Lake Michigan shore, one section of Gary, the Miller Beach neighborhood, abuts the lake and the Indiana Dunes National Lakeshore. The initial planning efforts for this neighborhood emphasize making the area more accessible and creating stronger links between the lakefront and the rest of Gary's north end, including downtown.

3.3 Development Opportunities

The Livable Center Plan seeks to complement and build on the other planning and development efforts that are underway. The first step is to identify several specific segments of market demand that can be met with initial development projects. The second part of the market assessment will focus on longer term development potential and actions that can be taken to realize that potential. In assessing the economic development potential for Gary, the project team compared the share of employment in Gary to the total employment in each sector within the region. With more than 32,000 jobs, Gary accounts for just over 10% of the employment in Northwest Indiana. Using the assumption that employment could be spread equally across the region, Gary’s 10% of the total would be a benchmark for its “fair share” of employment by sector. By that criterion, Gary has more than its share of employment in manufacturing, health care, construction, educational services, transportation and warehousing, utilities, and wholesale trade. Sectors where Gary falls well short of its “fair share” offer opportunities for future investment and development. Retail trade and accommodations and food service are two of the sectors for which would typically account for a higher percentage of a community’s employment. However, it is the lack of better paying jobs in professional, scientific, and technical services and administration and support that offer the greatest area of opportunity for economic development and revitalization. Jobs in these categories are typically office-based and benefit from being concentrated in urban centers.

Residential Market

Within the Horace Mann neighborhood, there is a supply of 1920s to 1950s vintage houses that are very low-priced: \$20,000 to \$50,000. Even though most of these structures would need some modernization and repair work, they still represent excellent value. Methodist Hospital is developing a residency program, and the housing stock within the Horace Mann neighborhood would provide excellent housing for residents from medical schools in Chicago and other major cities. This effort to attract young doctors to Gary provides the best short-term opportunity for attracting market-rate residents to the city.

Retail Market

While there are convenience stores and a small grocer capturing some of the existing potential in Gary, the city lacks a quality grocery store. Most residents still leave the city to purchase groceries, and some will continue to do so even if viable options are developed within the city. For some residents on the edges of the city, options in adjacent communities will be more convenient. However, the study area contains about 13% of Gary’s population, and a store located on Broadway near the southern edge of the planning area would be conveniently accessible to about one-third of the city’s population. Assuming sales of \$500 per square foot, the expenditure potential for food at home in Gary would

Job	Share of Jobs in Gary	Gary’s Share of Region’s Jobs
Gary Employment as a share of Northwest Indiana Employment		
Manufacturing	22.3%	15.5%
Health Care and Social Assistance	16.1%	11.0%
Construction	11.7%	17.6%
Educational Services	10.5%	11.5%
Transportation and Warehousing	8.1%	22.0%
Utilities	6.0%	58.8%
Wholesale Trade	4.5%	12.4%
Opportunity Industries		
Retail Trade	5.6%	5.4%
Public Administration	3.7%	8.6%
Accommodation and Food Services	2.9%	3.2%
Other Services (excluding Public Administration)	2.2%	6.5%
Administration & Support, Waste Management and Remediation	2.2%	4.9%
Professional, Scientific and Technical Services	1.0%	3.3%

TABLE 3 - GARY EMPLOYMENT SHARES
(SOURCE: APPLIED REAL ESTATE ANALYSIS)

typically support about 190,000 square feet of grocery stores. A clean, modern grocery store of 25,000 to 35,000 square feet is needed and could be supported within the study area.

Fast food restaurants absorb a major portion of the demand for food away from home in Gary. There is no full menu restaurant in Gary, so a significant portion of the food away from home expenditures of city residents is being captured by restaurants in adjacent communities. There is a need for a full-service restaurant in downtown Gary that would serve city workers, attendees at Genesis Center events, and patrons of the ball park. A restaurant that serves a range of foods would be most successful. In Chicago, just such a restaurant was staffed by students from the culinary program of one of the City Colleges of Chicago. There could potentially be a synergism between the planned culinary school in downtown Gary and the establishment of a new downtown restaurant.

There are currently more than 80 child care facilities listed in Gary on the Childcare Avenue website. Three of these appear to be located within the Horace Mann neighborhood. There are approximately 18,000 children under the age of 15 living in Gary, with about 12,000 under the age of 10. Approximately 70% of these children live in single-parent households. There may be a potential for an additional child care facility in the downtown area, both to serve existing employees and to serve as a potential amenity to offer when recruiting additional firms to locate in downtown.

Other retailing, especially comparison goods stores selling apparel and household items, will be more difficult to establish in the short-term. The large concentrations of retailing in adjacent communities give those centers a draw that would be difficult to compete with in a new, in-city retail center. An individual entrepreneur may be able create a distinctive shop for goods or services that would be successful in the heart of downtown, but the key to developing significant additional Gary retail, especially within the Livable Center area, will be an increase in both jobs and population to generate additional demand.

Other Commercial Markets

Even though steel and other metals firms provide the most immediate potential for new jobs in both Gary in general and within the Livable Center planning area, Gary must focus long-term on diversifying its economy. The City has already started the process by working to create a data center downtown. While the center itself will not create many jobs, it forms the basis for creating a technology infrastructure that will be crucial to attracting firms in the future. Within the Livable Center planning area, health care provides the most immediate opportunity for development focus.

Health Care and Medical Education

Methodist Hospitals, in the Horace Mann neighborhood, is an evolving institution that is developing greater recognition in the health care industry. It has recently established the only trauma center in Northwest Indiana and it is developing a residency program that will attract doctors from a variety of medical schools. This growing and improving institution can be the anchor for an expanded healthcare industry in Gary that includes the medical school at Indiana University Northwest and the variety of medical-related education programs at Ivy Tech. In addition, it provides an anchor for the surrounding neighborhood and its growth can be a catalyst to first stabilize and then revitalize the neighborhood.

In the downtown area, the short-term prospects are less tangible. Following are two suggestions for exploration.

- **Government** - The vast majority of persons working in downtown Gary are employees of various government agencies. One way to foster the redevelopment of downtown Gary would be to increase the number of government agencies; local, County, State and Federal located in downtown Gary. A larger nexus of government workers will create additional demand for food establishments, coffee shops, and other amenities that can, in turn, help attract non-government tenants.
- **Professional Services** - Downtown Gary is the location of two divisions of the Lake County Superior Court as well as the Gary City Court. This should provide a setting for at least one or two small law firms to locate their offices in downtown. Relocating other Superior Court divisions from Crown Point to Gary would provide an additional stimulus for law firms to locate in downtown.

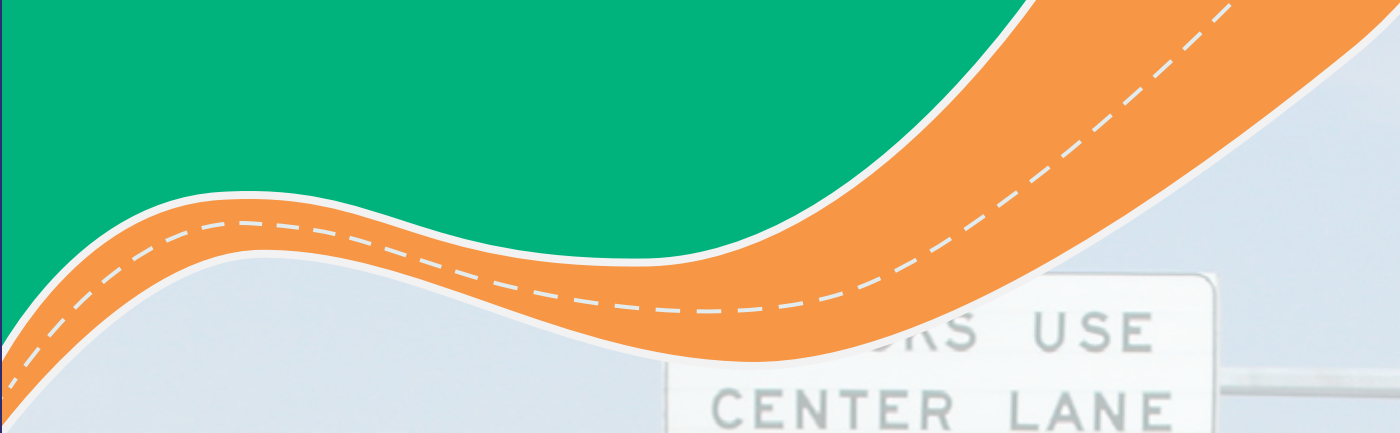
Throughout the communities adjacent to Gary are dozens of small professional services firms; architects, engineers, planners, accountants, real estate agents and firms consulting in a variety of fields. They are typically located in small office buildings or in free-standing structures. It may be possible to create an office environment in downtown Gary that would provide a similar low cost environment but have the added benefit of bringing together firms who could cross-sell their services to each other's clients. Renovating the multi-storied building on the east side of Broadway, just north of 5th Avenue, would provide a multi-tenant office environment in the core of downtown and would reinforce the redevelopment of the bank building across the street.

Industrial Potential

Although being a one-industry town was a major problem for Gary when the steel industry collapsed, the steel industry can still play a role in Gary's regeneration. In 2015, T & B Tube, a specialty steel manufacturing firm that produces a variety of steel tubing products, announced it will move from its South Holland, Illinois location into a building in Gary which is more than double the size of its existing facility. The move will involve a \$5.6 million investment in Gary and bring 100 jobs to the city. Another metals industry firm recently announced the location of a facility in La Porte. In making this move, the firm plans to install 2,000 feet of rail to connect to the South Shore Railroad. The Livable Center area has several sites with direct rail access that are suitable for industrial development. Other specialty steel manufacturing firms could benefit both from proximity to the Gary Works, Gary's lower cost of doing business, and its tremendous access to both highway and rail transportation.

The automotive industry provides another potential for expanding Gary's industrial footprint. With automobile assembly plants in Roanoke (near Fort Wayne), Lafayette, and Chicago, Gary would be a convenient, central location for firms that supply the auto industry. Although the industry is less focused on "just-in-time" delivery than it was ten to fifteen years ago, auto companies still do not like to maintain large inventories of parts. Having suppliers close by is still a positive. Also, the suppliers do not like to be dependent on one plant, having several assembly plants nearby could be a strong factor in seeking a location for a new facility. Several sites in or adjacent to the eastern portion of the planning area are suitable for industrial development.

Gary's greatest positive for new industrial/commercial development is its supply of inexpensive, vacant land in proximity to highways and rail lines. Gary can thus offer small companies in the heating and cooling, construction, and industrial supply fields a low-cost base for their operations throughout Northwest Indiana.



DRIVERS USE
CENTER LANE



INFRASTRUCTURE

four

4.1 Transportation

EXISTING CONDITIONS

A safe, clear, and efficient transportation network is an essential element to the vitality of a community. The Gary Livable Centers study area includes a variety of street and roadway types, including major arterials, secondary arterials, major collectors, and minor collectors. However, an effective transportation network cannot solely rely on automobiles. Vibrant downtowns and neighborhoods require a multi-modal network that can attract users of all types. Wide sidewalks with attractive amenities can encourage walking traffic. The presence of bike trails can attract users from outside the region without overtaxing the road network. A robust transit system can not only attract visitors from outside of the city, but also help individuals without access to automobiles move more freely throughout the larger region.

The Arsh Group and its consultants conducted an inventory of existing transportation facilities throughout the study area, including streets, traffic signals, bicycle/pedestrian trails, and public transportation. In addition, several existing plans, including the City of Gary Comprehensive Plan, Northwestern Indiana Regional Planning Commission 2030 Transportation Plan, Indiana Department of Transportation (IDOT) Multi-Year Program, were consulted to determine compatibility with long-range regional initiatives. The findings presented in this chapter will serve as the basis for proposing necessary transportation improvements to support future growth in the study area.

The study area (Horace Mann, Downtown, and Emerson neighborhoods) consists of state and locally maintained routes. The Indiana Toll Road (I-90) provides the northern boundary of a portion of the study area, and is under the jurisdiction of the Indiana Department of Transportation. State Route 53 (Broadway) runs north and south dividing the Downtown and neighborhood. It connects motorists from other City neighborhoods and other municipalities to the south. US Routes 12 & 20 (4th and 5th Avenues) run east and west down the middle of the Horace Mann, Downtown, and Emerson neighborhoods and provides an important link to the Gary Airport, East Chicago, Hammond, and Chicago to the west and the Aetna and Miller neighborhoods of Gary, as well as north Porter County to the east. The remainder of the roadway system within the study area is under City jurisdiction.

Road	Jurisdiction	Classification
Interstate 90	Contractual	Interstate
US 12/20	INDOT	Major Arterial
Broadway (SR 53)	INDOT	Major Arterial
Buchanan Street	City of Gary	Secondary Arterial Route
Grant Street	City of Gary	Major Collector Route
Harrison Street	City of Gary	Major Collector Route
Tennessee/Ohio Street	City of Gary	Major Collector Route
Virginia Street	City of Gary	Major Collector Route
All others	City of Gary	Minor Collector or Residential

TABLE 4 - ROADWAY CLASSIFICATION IN STUDY AREA

Functional Classification

Before the Horace Mann, Downtown, and Emerson neighborhood streets can be addressed, the functional classification of streets must be defined. As traffic volumes and street width do not determine the classification of the road; rather, the continuity, the land use the street serves, and the way the street functions in the community are the determining factors. Please refer to Tables 4-7 for the list of the Roadway Classifications and the Average Annual Daily Traffic Counts within the study area. The Transportation Plan exhibit depicts the locations of all the classified streets. The Plan also shows street function in the study, based on the American Association of State Highway and Transportation Officials (AASHTO) functional highway system in urban areas.

1. Interstate Expressway – Typical uses are for regional and national trips. These routes are divided highways with no direct access to fronting properties. Direct access is limited to periodic interchanges. The only expressway in the study area is the Indiana Toll Road (I-90).
2. Major Arterial – Many of the trips on a major arterial are trips that span an entire community and beyond to neighboring communities. However, they are meant to serve all types of trips. In many cases, properties fronting major arterials have limited access so as to not impede the traffic flow. Major arterials typically connect to other regional arterials and expressways to link cities and counties. Often under the jurisdiction of the State or County, these streets typically require a minimum of two lanes in each direction plus turn lanes. Traffic volumes greater than 15,000 vehicles per day can be expected.
3. Secondary Arterial – Also serving all types of trips, the primary use for secondary arterials are trips within the community. This street type is not meant to carry a significant amount of regional trips, however they do often connect to major arterials. The main purpose of the secondary arterial is to provide efficient traffic flow and increase the traffic capacity of the community. These roads also service adjacent land-uses with more access points than a major arterial. Secondary arterials do not normally penetrate residential neighborhoods. The majority of these streets is under the jurisdiction of the County or City and typically carries fewer than 15,000 vehicles per day.

Direction	Date	Total	Trucks (Single)	Trucks (Trailers)	%
Westbound	6/9 to 6/10	9694	2111	714	7
	6/10 to 6/11	9490	2046	696	7
	6/11 to 6/12	8959	1936	673	8
Eastbound	6/9 to 6/10	6445	985	545	8
	6/10 to 6/11	5035	862	449	9
	6/11 to 6/12	5970	899	482	8

TABLE 5 - TRAFFIC COUNTS, 4TH & MISSISSIPPI
(SOURCE: REL TRAFFIC COUNTS)

Direction	Date	Total	Trucks (Single)	Trucks (Trailers)	%
Westbound	6/23 to 6/24	8005	454	645	8
	6/24 to 6/25	8616	568	898	10
	6/25 to 6/26	7293	414	608	8

TABLE 6 - TRAFFIC COUNTS, 5TH & ELLSWORTH
(SOURCE: REL TRAFFIC COUNTS)

4. Major Collector – The primary use for major collectors is trips within the community similar to the secondary arterial, but do not provide the connectivity to neighboring communities. The major collector provides connections between arterials but should not carry many regional trips. Access points to residential, commercial, and industrial areas are found on these streets. Traffic volumes can vary depending on the community and continuity of the street. In the City of Gary, these streets are under jurisdiction of the City and carry between 5,000 and 10,000 vehicles per day.
5. Minor Collector – Also known as a neighborhood collector, these streets typically are meant to serve only vehicle-trips generated to and from residential subdivisions, business developments, or industrial parks in the community. Minor collectors fuse traffic to the major collectors and eventually arterials. They are not meant as through streets and normally are no longer than one mile. Minor collectors are under City jurisdiction and typically carry less than 5,000 vehicles per day.
6. Residential – Streets in the City are considered as residential unless designated as arterials or collectors. These streets are only meant to connect residences within a neighborhood to collector roadways.

Road	Cross Street	AADT (2013)
US12/20	Alabama	22534
US 12/20	Vermont	19759
4th Avenue	Rhode Island	9279
	Massachusetts	9747
	West of Broadway	9793
	Fillmore	9689
	McKinley	8626
	Marshall	7878
5th Avenue	Rhode Island	10072
	East of Broadway	10439
	Washington	12001
	Buchanan	10267
	East of Bridge	11815
Broadway (SR53)	Between 4th and 5th	5802
	Between 5th and 6th	7168

TABLE 7 - ANNUAL AVERAGE DAILY TRAFFIC IN HORACE MANN, DOWNTOWN, AND EMERSON NEIGHBORHOODS (SOURCE: INDOT)

Interstate Expressways – I-90

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

- Exit 10 with Gary Road near the Gary/Chicago International Airport
- Exit 13 with Buchanan Street
- Exit 15 with Broadway
- Exit 17 with U.S. 12/20, I-65 and 15th Avenue

Exits 13 and 17 have toll plazas. The Indiana Toll Road is currently owned by the Indiana Finance Authority and operated by the Indiana Toll Road Concession Company, a joint-venture between Spain’s Cintra Concesiones de Infraestructuras de Transporte and Australia’s Macquarie Atlas Roads.

Principal Arterials – U.S. 12, U.S. 20, S.R. 53 (Broadway)

U.S. 12 provides east-west access across northern Gary. It follows U.S. 20 entering Gary on the northwest side, splits from U.S. 20 at Bridge Street, and is one-way westbound through the City to just past the Stadium District at Vermont Street. The one-way section is named U.S. 12 (4th Avenue) and provides three travel lanes with left turn lanes at major intersections. Throughout the study area, parking is prohibited on this 38 foot pavement width. Past the Stadium District near Vermont Street, it merges with U.S. 20 again. One mile past this merge, U.S. 12/U.S. 20 has an interchange involving I-65 and the Indiana Toll Road. Just before Clay Street, it again diverges from U.S. 20 and is called U.S. 12 (E. Dunes Highway). Sidewalks along 4th are standard residential 5 foot width in most sections.

U.S. 20 also provides east-west access across northern Gary. It enters Gary on the northwest side with U.S. 12. At Bridge Street, it becomes a three-lane, one-way eastbound arterial to complement U.S. 12 through the city. It is named U.S. 20 (5th Avenue) and provides left turns at major intersections. Parking is permitted on both north and south sides in most areas along this 56 foot pavement section. U.S.20 merges with U.S. 12 past the Stadium District at Vermont Street at the east end of the study area. Sidewalk widths are variable, ranging from 5 to 6 feet in residential areas to 8 to 10 feet in commercial areas closer to Broadway.

In 2004, a proposal was advanced which would change the roadways to two-way streets, with the City taking over responsibility of the roadways from INDOT. The proposal included the rerouting of truck traffic to the Indiana Toll Road. The proposal was submitted to INDOT, but the matter was never advanced. Nonetheless, changing the streets to two-way traffic would increase the opportunity for redevelopment along the roadways and the rerouting of truck traffic would improve the air quality and reduce the limited number of trucks within neighborhoods. One drawback could be a decrease in the truck traffic to local industry on these routes.

The multiple-one way streets will need to be reviewed for optimization of access during redevelopment initiatives in Downtown and near the Stadium. Many intersections along U.S. 12(4th Avenue) and U.S. 20 (5th Avenue) have drainage issues that need to be addressed. U.S. 12 from the Indiana Toll Road to the western City limit was in the process of being turned over to the City of Gary from INDOT. This transfer needs to be revisited as it could possibly provide Gary the opportunity for reconfiguration of the roadway to accommodate economic development near the Gary/Chicago International Airport. The re-routing of U.S. 12 will assist with the FAA (Federal Aviation Administration)-approved Master Plan for the airport expansion.

S.R. 53 (Broadway) is a 100 foot, north-south arterial which traverses through the center of the City. It is located in the heart of the Downtown district. Broadway provides two travel lanes in each direction with left turn lanes at major intersections. Parking is permitted on both east and west sides. Sidewalks along this commercial area are a minimum of 10 feet, with sections reaching 15 feet in width.

Principal Arterial Jurisdictions

The Indiana Toll Road is included in the National Highway System (NHS). The NHS identifies highways that possess the greatest national importance to transportation, commerce, and defense in the United States, making these roadways eligible for Federal-aid projects. Other eligible roadways include any roads that are not classified as local roads. All the collector roadways in Gary are classified as urban major or minor collectors, and are therefore eligible.

The Indiana Toll Road, U.S. 12, U.S. 20, and S.R. 53 are also included in the National Truck Network, which allows the passage of trucks of specified minimum dimensions and weight. For a semitrailer operating in a truck tractor semitrailer combination, the length limitation is 48'-6". Lengths up to 53' are allowed without a permit by conforming to a kingpin-to-rear-most axle distance of 40'-6". Semitrailers that are consistent with 23 CFR 23 658.13(h) may operate without a permit provided the distance from the kingpin to the center of the rear axle is 46' or less. The maximum gross vehicle weight is 80,000 pounds.

INDOT identifies U.S. 20 through Gary as Indiana Extra Heavy Duty Highways. These highways were designed to carry heavy loads to allow steel manufacturers located along the southern end of Lake Michigan to ship double coils of steel into Michigan auto markets. The maximum gross vehicle weight is 134,200 pounds.

Road	From	To
US 12	West limit	East limit
US 20	Vermont	19759
Adams	4th Avenue	8th Avenue
Bridge	River	5th Avenue
Broadway (SR 53)	North limit	South limit
Buchanan	River	5th Avenue
Grant	West limit	East limit
Madison	4th Avenue	South limit
Massachusetts	4th Avenue	South limits
Ohio	Tennessee	US 20
Tennessee	Mason	US 20
Vermont	Mason	US 20
Wabash	US20	Grant
Washington	4th Avenue	8th Avenue
2nd Avenue	Grant	Buchanan
8th Avenue	Grant	Virginia
9th Avenue	Chase	Grant

TABLE 8 - EXEMPT TRUCK ROUTES IN HORACE MANN, DOWNTOWN, AND EMERSON NEIGHBORHOODS (SOURCE: SCHEDULE V1, CITY OF GARY MUNICIPAL CODE)

Road	Cross Street	Traffic Actuated
4th Avenue	Ohio	Y
	Tennessee	Y
	Virginia	Y
	Broadway	Y
	Adams	Y
	Buchanan	Y
	Grant	Y
	Taft	Y
	Bridge	Y
5th Avenue	Ohio	Y
	Tennessee	Y
	Virginia	Y
	Connecticut	Y
	Broadway	Y
	Adams	Y
	Madison	Y
	Tyler	Y
	Buchanan	Y
	Grant	Y
	Taft	Y
Bridge	Y	
Broadway	4th	Y
	5th	Y
	6th	N
	7th	N
	8th	Y

TABLE 9 - SIGNALIZED INTERSECTIONS IN STUDY AREA

All principal arterials in Gary that are freeways, expressways, U.S., and S.R., except I-90 (the Indiana Toll Road), are under the jurisdiction of the Indiana Department of Transportation (INDOT), in terms of ownership and maintenance. Due to the high volume of traffic within the region's road networks, current travel times and roadway conditions are available for the principal arterial roadways from the Gary-Chicago-Milwaukee Corridor (GCM) Transportation website.

Truck Routes

Designated truck routes are intended to direct trucks to suitable roads such as expressways, arterials, or collectors, and to prevent trucks from using local residential streets. Within the City of Gary, certain weight restrictions exist on all streets not designated as exempt from the provisions of Section 71.57 of the municipal code. The streets within the study area which are exempt are identified in Table 8.

Intersections

Table 9 shows the active signalized intersections in the study area. There are nine signalized intersections along 4th Avenue within the study area. From east to west, they include Ohio, Tennessee, Vermont, Broadway, Adams, Buchanan, Grant, Taft, and Bridge. 4th Avenue is a three lane one-way westbound configuration, with standard 13 foot lane width, no parking, and actuated signals at Virginia, Tennessee, Ohio, Broadway, Adams, Buchanan, Grant, Taft, and Bridge. Many of the signalized intersections are in close proximity to each other and some including Vermont, Adams, Buchanan, Taft, should be examined to determine if warrants are satisfied to support the continuation of these signals.

There are twelve signalized intersections along 5th Avenue within the study area. From east to west, they include Ohio, Tennessee, Vermont, Connecticut, Broadway, Adams, Madison, Tyler, Buchanan, Grant, Taft, and Bridge. 5th Avenue is a three lane one-way eastbound configuration, with actuated signals at Ohio, Tennessee, Virginia, Connecticut, Broadway, Adams, Madison, Tyler, Buchanan, Grant, Taft, and Bridge. Many of the signalized intersections are also in close proximity to each other (for example Ohio, Tennessee, and Vermont, or Broadway, Adams, and Madison.) Some intersections, including Vermont, Adams, Tyler, and Buchanan, should be examined to determine if warrants are satisfied to support the continuation of these signals. The travel lanes are excessively wide, and parking is provided along most of the street on both north and south sides.

There are five signalized intersections along Broadway within the study area, at 4th, 5th, 6th, 7th, and 8th Avenues. Broadway is a four lane two-way northbound-southbound configuration, with actuated signals at 4th, 5th, and 8th Avenues. All of the signalized intersections are in close proximity to each other (only one block apart). The intersections at 6th, 7th, and 8th should be analyzed to determine if warrants are satisfied to support the continuation of these signals. Left turn lanes are provided

at 4th, 5th, but these lanes are only seven feet wide and as such considerably less than the design manual permits.

There are four intersections (6th & Tennessee, 8th & Tennessee, 8th & Washington, and 6th & Madison) in the study area which were signalized, but are not currently functioning. Much of the apparatus, including mast arms, however, remains in place.

Federal Aid Routes

There are a number of federally designated streets in the City of Gary, and in the study area, which are eligible to receive funding from the Federal Highway Administration (FHWA). These funding categories include Surface Transportation (STP), Congestion Management (CMAQ), and Highway Safety Improvements (HSIP). These funds are administered by the Northwestern Indiana Regional Planning Commission, and are typically used for widening/resurfacing roadways, street lighting, signalization and channelization improvements, pedestrian and bicycle paths, etc. Typically these streets are arterials or collectors and have connections to other federally designated streets. Within the study area they include 4th Avenue, 5th Avenue, Broadway, Buchanan, Grant, Harrison, Tennessee, Ohio, and Virginia.

TRANSIT NETWORK

Public Transportation

The Gary Public Transportation Corporation (GPTC) operates ten routes in Northwest Indiana. Five of these comprise the Local Network, which include routes that operate completely within City of Gary limits. The other five Regional Network routes reach Calumet Township, Crown Point, East Chicago, Griffith, Hammond, Hobart and Merrillville. The Adam Benjamin Transportation Center is located at the north central portion of the study area on 4th Avenue. This multimodal commuter hub was built in 1984, and includes a central bus terminal, the downtown Gary station for the South Shore Line, operated by the Northern Indiana Commuter Transportation District, and a stop for Greyhound Lines.

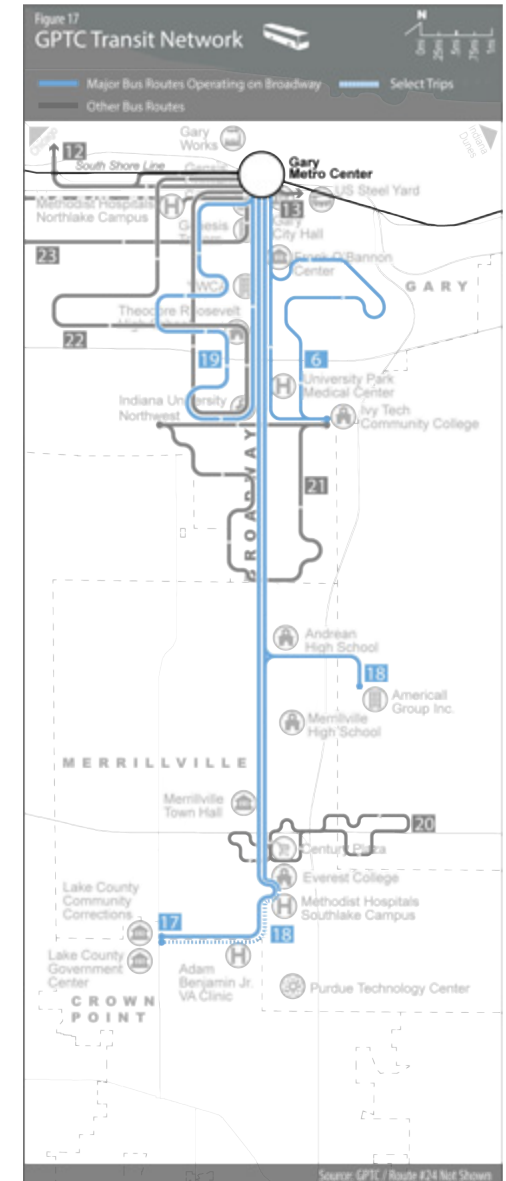


EXHIBIT 21 - GPTC TRANSIT NETWORK IN GARY AND BROADWAY (SOURCE: TYLIN INTERNATIONAL)

Path	From	To
Grand Calumet Trail	West limit	AB Multi-modal
Buffington Harbor Trail	Grand Calumet Trail	Buffington Harbor
Clark Road Connector	Grand Calumet Trail	Little Calumet Trail
Little Calumet Trail	West limit	Iron Horse Heritage Trail
Iron Horse Heritage Trail	Grand Calumet Trail	Little Calumet Trail
County Line Connector	Little Calumet Trail	Wells Street Beach
Marquette Trail Extension	AB Multi-modal	East limit

TABLE 10 - GARY GREEN LINK MASTER PLAN

PEDESTRIAN NETWORK

Bicycle and Pedestrian Trail System

The City of Gary has prepared a plan – the Gary Green Link – for preserving open space within the City, and linking it via a system of bike and pedestrian trails. The Gary Green Link Corridor, when fully implemented, will connect all parts of the City with this trail system. Some areas have already established trails (Gleason Park, Indiana Dunes National Lakeshore); these trails would be linked to new trails and roads designated for biking, as well as to the precious open space that is to be protected within the City.

The Grand Calumet River Trail, which is adjacent to the Grand Calumet River, just north of Downtown, begins at the Adam Benjamin Multi-modal Transportation Center (ABMTC) and heads west into Hammond, along the north edge of the study area. Also along the north edge of the study area, the Marquette Trail Extension begins at the Multi-modal Center and connects with an existing trail (Indiana National Lakeshore Trail) connecting Wells Street Beach, West Beach, and points east.

The Little Calumet Trail follows along the river from west corporate limits to Lake Street in Miller. It is tied to the Marquette Trail by the combination of the Iron Horse Trail and County Line Connector. The Little Calumet Trail is connected to the Grand Calumet Trails by a north-south path, Clark Road Connector. The seventh trail identified in the Green Link Corridor is the Buffington Harbor Trail, which heads northwest from the Grand Calumet Trail west of the study area.

The bicycle path system follows the American Association of State Highway and Transportation Officials (AASHTO) design standards as follows:

- Shared-Use Path – These facilities are designed for pedestrians and bicycles use only and do not connect to any motor vehicles traffic lanes. A sidewalk is not considered a shared-use path because they are typically not as wide and not meant for bicycle use.
- Bicycle Lanes – These are lanes usually designated with a line specifically for bicycles that are normally adjacent to motorist traffic lanes.
- Signed Bicycle Routes – These types of routes are typically shared with roadways and only specify bicycle use by signs (not separate lanes). They often connect to other bicycle facilities and offer a safer route than a regular road.

The existing and future bicycle paths depicted on the Bicycle Trail Plan traverse through neighborhoods, right-of-ways, and downtown areas in the City. The bicycle trail key provides information about each path including: name, location, jurisdiction, owner, type of path, length, and estimated construction cost. This map also shows key areas in the City that would be of interest to bicyclist like schools, parks, and forest preserves. Future connections are shown to Gary's neighboring communities.

Pedestrian Access

Within the three main corridors, Broadway, 4th Avenue, and 5th Avenue, sidewalks are relatively new, and in good condition. On 5th Avenue, the walks are in most locations 10' wide west of Virginia Street, and 5' wide east of Virginia. The sidewalk is in poor condition at Georgia and 5th. Further east there are a few gaps where there are no walks, and what sidewalk is there is next to the curb. At 5th and Martin Luther King, there are no crosswalks or sidewalks. Sidewalks on the north side of 4th are not present east of Pennsylvania. West of Pennsylvania, the sidewalk is 5' in width. Further west, the walk narrows in spots to 4', and is in poor condition. Crosswalks and ADA ramps are present on the north side of 4th.

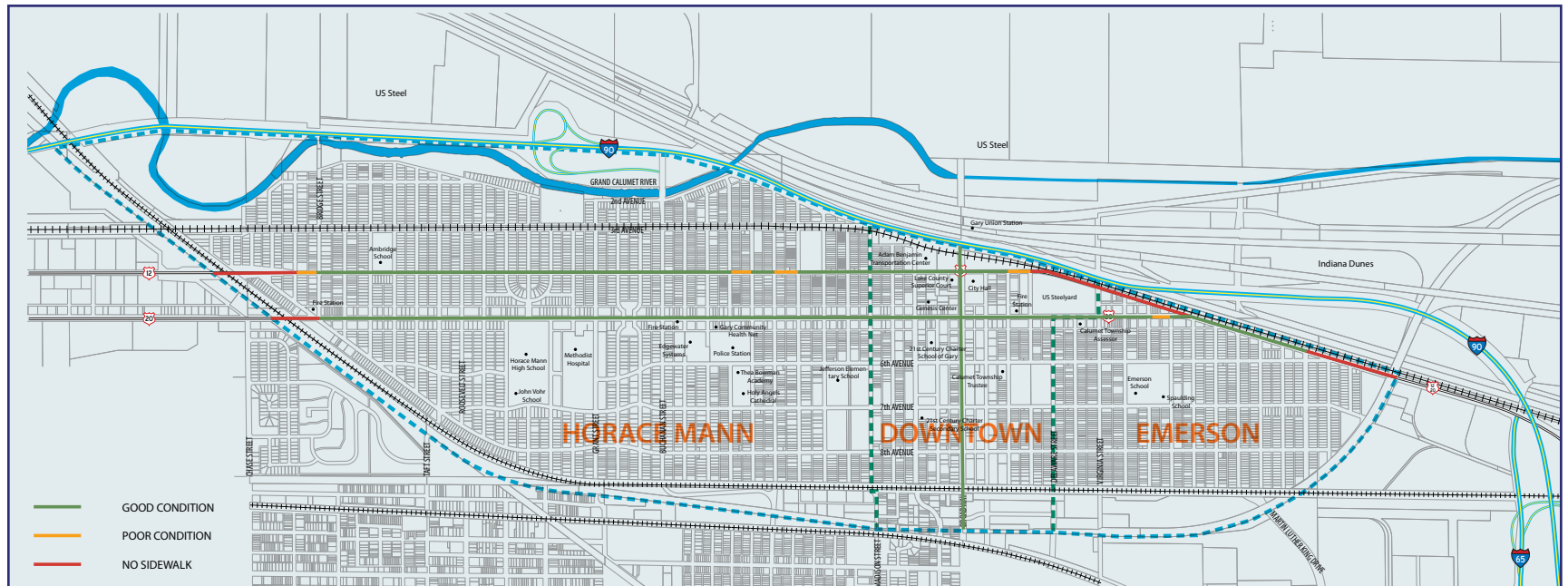


EXHIBIT 22 - SIDEWALK CONDITIONS ON MAJOR CORRIDORS

On the south side of 4th, sidewalks do not exist at Connecticut and east in an area which attracts a high number of pedestrians. West of Connecticut, most of the walk is 5' in width, with the exception of the walk near the Railcats Stadium and Broadway where the walk widens to 10'. Further west at Marshall, another gap exists. The crosswalk pavement markings on 5th are faded at Adams, Madison, and Tyler. At Tyler and 5th there is rough pavement which could pose a tripping hazard. The ped signal on the northeast corner at Bridge Street and 5th, for northbound is missing. At Taft and 4th, only partial ped indicators are present. Faded crosswalks exist on 4th at Buchanan and Broadway. There are no ped signals on 4th and Tennessee or Ohio. On 4th and 5th Avenues, sidewalks do not run through private drives, which in some cases are in poor condition and could pose a tripping hazard.

OPPORTUNITIES

Signalized Intersections

Several of the signalized intersections along 4th, 5th, and Broadway should be examined in order to determine if the signals should remain or be removed. These will include along:

- 4th - Vermont, Adams, Buchanan, and Taft;
- 5th – Ohio, Tennessee, Vermont, Adams, and Madison;
- Broadway – 6th, 7th, and 8th Avenues.

Traffic patterns on these streets have changed since signal installation, and the recommended changes in future land uses and lot configuration further justifies an examination of these signal warrants. Intersections which were signalized and found to be unwarranted, but still have signal apparatus remaining, should have these mast arms, controller cabinets, etc. removed.

Left Turn Lanes

The adequacy of intersection channelization should be examined, and especially whether left turn lanes are located and designed appropriately for today's traffic volumes and patterns.

4th and 5th Avenues

The adjacent land use along 4th changes from industrial in the extreme eastern portion of the study area to Civic and Transportation oriented centrally, and to the west primarily residential. In contrast, land uses along 5th are primarily commercial. Heavy truck traffic through this area conflicts with the land uses along both 4th and 5th. In 2004, a proposal was advanced to remove truck traffic from 4th and 5th, and re-route the trucks to the Indiana Toll Road. In addition, both 4th and 5th would become two-way streets, and come under City jurisdiction for maintenance. A newer proposal

would change both 4th and 5th into two-way streets; however, 4th Avenue would become a truck route, while 5th would be converted into a commercial and office campus boulevard. If this change is implemented, residents who live on or adjacent to 4th would require shielding by eliminating residential intersections with 4th and turning the streets into a curvilinear pattern, similar to the current condition of Cleveland, Arthur, Garfield with 5th Avenue. In addition, the Adam Benjamin Transportation Center is located north of 4th, and with heavy pedestrian access to this facility from the south, a grade separated walkway should be considered. The existing elevated walkway from the parking garage to the transportation center may be an impediment to truck travel, and as such should be evaluated.

Much of the 4th Avenue neighborhoods west of Adams were originally subdivided for small lot single family use, with the lot orientation on an east-west axis. As a result, intersections (centerline to centerline) are only about 330 feet apart. Since these north-south residential streets then connect to 5th Avenue, the resulting block configuration can be limiting in areas where land uses are changing from small lot grid to large lot complex. In addition, each intersection represents a potential traffic conflict location, which reduces the caring capacity of 5th Avenue. As a result, the minor intersections should be examined for conversion into parking lot access rather than streets. This would also help to separate commercial uses from single family development to the north.

Removal of On-street Parking

In order to convert 4th and 5th to two-way traffic, it may be necessary to eliminate parking on one or both sides of the street. A possible solution to restore this parking could include the installation of several small parking lots every few blocks along 5th Avenue, either in-between or behind redeveloped retail buildings. These lots should have access from the north-south street, rather than directly from 5th Avenue. The exact location, size, and access point would depend in large measure on the size and nature of the redevelopment which occurs.

Closure of Streets

To calm neighborhoods immediately north and south of 5th Avenue, opportunities exist to close some streets to car traffic and create open and public space for use by the neighborhoods or patrons of businesses. Street closures must be evaluated on a block-by-block basis as redevelopment occurs.

Changes to Adams at Parking Garage

In order to eliminate a point of congestion near the interface between the Civic and Transportation Districts, a discussion should take place concerning the rerouting of Adams Street in between 4th and 5th Avenues. Reorienting the access to the parking garage from 4th Avenue to Adams, would eliminate a serious point of conflict on 4th which has visibility issues and a high rate of turn movements to and from the Adam Benjamin Transportation Center. This is especially important if east and west truck traffic is concentrated on 4th Avenue. The remainder of the property between 4th and 5th, on the west side of Adams to Jefferson should be acquired and used for parking and small site office use.



THIS CONCEPT FOR ADAM BENJAMIN CENTER PARKING RECONFIGURATION IMPROVES TRAFFIC FLOW WHILE ADDING OVER 20 SPACES TO CURRENT LOT

Adam Benjamin Access

The current access to the Adam Benjamin Multimodal Transportation Center results in congestion which can be reduced. Conflicts exist with the 4th Avenue entrances, which are currently shared by bus and car traffic. The intersection of Adams and 4th Avenue becomes congested with westbound traffic turning both south and north to enter the parking garage and other at-grade parking areas. Added to this congestion are northbound to westbound turns from Adams onto 4th, while at the same time vehicles exiting the lot north of 4th are traveling southbound to westbound. The unusual orientation of the building results in a difficult lot configuration with tight aisles and turns exceeding 90 degrees. The Washington Street entrance should be physically disconnected from public parking. The triangular shaped lot west of the Center should have access from Adams and/or Jefferson Streets only. Parking should also be reconfigured to reduce the confining traffic pattern required to maneuver through the lot, and to reduce wasted space. A reconfigured signage plan should also accompany these physical improvements.

River Oriented Open Space

Discussion should take place concerning the revised land use in the northwest part of the study area. A portion of the property north of the NICTD tracks from Jackson west to Chase Street is rather isolated having access points at Bridge, Rutledge, and Taft. One possible future land use could be a river front-oriented open space park area. Better access from this area to the Civic District should be studied. West 2nd Avenue near Monroe could be extended with a grade-separated crossing of the South Shore Tracks near 3rd Avenue and a vehicular and pedestrian connection to the Adam Benjamin Transportation Center and points south.

Traffic Calming

Traffic calming is the practice of managing traffic speeds/volumes and mitigating the impacts of air pollution, noise, crashes, and making the neighborhood safer for motorists, bicyclists, and pedestrians. Many forms of traffic calming often increase the opportunities for green space in public right-of-ways as well.

The primary goal of traffic calming is reducing the speed of motor vehicles, especially in areas that attract pedestrians and bicyclists. The Traffic Calming Policy uses three approaches which can be used alone or in concurrence and are described below:

1. Enforcement – Increased police enforcement is effective at targeting high speeds during specific times. However, the police department does not have sufficient resources to provide continuous enforcement over a sustained period in all neighborhoods. Therefore, while speeds are rapidly reduced with an officer present, they also return to their previous level when the targeted enforcement moves to other areas. The police department does select specific streets to enforce each month.
2. Education – Education is the process of making drivers aware of their speeds in relation to the neighborhoods they are traveling in. Several programs exist to notify drivers of their responsibility to obey traffic laws. One example is the “Share the Road” sign to identify that both bicycles and automobiles have rights and responsibilities while using the roadway. In addition, mobile digital speed indicators can be used to remind drivers of their current speed.
3. Physical Changes – To help control excessive speeds or unwanted cut-through traffic, physical modifications can be made to a roadway to force cars to slow down, or to deter unnecessary traffic. These physical changes can be as simple as on-street parking and planting trees between the sidewalk and curb, to constructing speed tables to slow traffic.

All three of these measures should be evaluated for effectiveness throughout the study area.

Pedestrian/Bicycle Improvements

The sidewalk is in poor condition at Georgia and 5th and should be replaced. On 5th east of Georgia, there are a few gaps which should be addressed by adding sidewalks. At 5th and Martin Luther King, crosswalks and sidewalks should be added to provide a continuous pedestrian corridor. West of Jefferson, especially where the walk narrows in a few locations to 4' and is in poor condition, the walk should be replaced.

Sidewalks should be installed on the south side of 4th, at Connecticut and east to the end of the residential area. Most of the walk is 5' in width, with the exception of the walk near the Railcats Stadium and Broadway, where the walk widens to 10'. Further west at Marshall, a gap should be addressed by installing new walk. The crosswalk pavement markings on 5th are faded at Adams, Madison, and Tyler, and should be re-applied. At Tyler and 5th the rough pavement which could pose a tripping hazard should be replaced. The ped signal on the northeast corner at Bridge Street and 5th, for northbound is replaced. At Taft and 4th ped indicators should be added where missing. Faded crosswalks on 4th at Buchanan and Broadway should be re-applied. Ped signals on 4th at Tennessee and Ohio should be added. On 4th and 5th sidewalks should run through private drives, especially ones which are in poor condition and could pose a tripping hazard.

4.2 Infrastructure

SANITARY AND STORM SEWER

The existing sanitary sewer system in the study area is a collection of 10" and 12" sewers in residential neighborhoods draining into collectors and interceptors ranging from 15" to 96". There are a number of overflow or relief structures in this combined sewer system, which outfall into the Grand Calumet River along the northern edge of the study area. In general, the sanitary flow is to the northwest to the treatment plant located along the Little Calumet River.

This system ranges in age from 75 to 90 years old and is primarily a combination of vitrified clay for smaller sewers and concrete pipe for larger collectors and interceptors. A few of the oldest sewers are made of brick. The system has not seen significant replacement or maintenance. There has also not been a comprehensive sewer cleaning program in the target area. Since the residential block orientation in most of the study area is on a north-south grid (with houses facing east and west), the sewers are located in alleys approximately 330 feet apart. Some of the larger sewers collect flow at each residential intersection and are located in street rights of way, such as 6th, 7th, and Virginia. So then in most cases, flow originates from taps in small sewers flowing north or south into the larger sewers, which then carry sanitary flow west and north.

According to operations employees at the Gary Sanitary District, this combination system has overflow issues quite frequently. Flow is controlled by a series of weir structures which permits a certain maximum flow to reach the plant, but when that flow is exceeded, it spills over the weir within control structures, and exits to the Grand Calumet River. The Gary Sanitary District is currently cleaning, televising, and assessing the structural condition and flow characteristics of the combined sewer system in part of the study area. From Bridge to Broadway, north of 5th, sewers are being studied to find leaks, misalignment, roots, and other problems. The study, which should be concluded by the end of the summer, will determine candidate locations for sewer lining and spot replacements. So far, the study has found serious root intrusion, open joints, cracks, and several sewer misalignments. Also, several service connections, which appear to be out of operation, are contributing clear water, since they apparently were not appropriately capped. Staff plans to move to the area south from 5th to 9th Avenues next, and conduct the same type of study. Long-range plans are to then move from Broadway to Virginia Street in the east half of the study area, where they expect to find a similar situation.

Dry weather plant capacity is not an issue since the plant is permitted to treat 120 MGD, while the current demand ranges from 40 to 60 MGD. During significant wet weather conditions, flow will be accepted at a rate of 140 MGD, and any exceedance will be diverted to the river.

WATER

Water service to Gary is provided by Indiana American Water. The utility is capable of providing 54 MGD, which is sufficient for the City's current population and potential future development. No known plans to upgrade or expand the utility's infrastructure exist; however, the company continually reviews and upgrades the plant as needed to meet water quality, system delivery, and reliability.

OPPORTUNITIES

Based on the sizes of the current sewers and the anticipated land uses in the project area, the current sewer system is adequate to handle the sanitary flow; however, significant maintenance would be required. When the new land uses are introduced, and the lot configuration is altered, the sewers which are no longer being used should be carefully disconnected and sealed, to avoid clear water sources from being introduced into the sewer system. The City Building Department should work closely with the Sanitary District to require and supervise the appropriate method of sealing unused building sewers. In addition, the Sanitary District should outline the necessary improvements to the sewer system within the study area, and require these improvements to be a part of the redevelopment effort. The sewers which are anticipated to remain in use after redevelopment should be cleaned, televised, and if necessary, repaired by lining or conducting point excavation and replacement.

The U.S. Environmental Protection Agency defines "sustainability" as "the ability to achieve continuing economic prosperity while protecting the natural systems of the planet and providing a high quality of life for its people." This definition sets the framework for being responsible stewards of the resources in the City of Gary.

The goal of sustainability is generally viewed as a process to create communities that work efficiently and elegantly as biological systems. In this process, residents can achieve and maintain, with minimal capital, a high quality of life well into the future. The outcome of these efforts should be not just safer drinking water, cleaner air, and healthier habitats, but also stronger economic base and - most importantly- empowered and engage residents.



FRAMEWORK PLAN

five

5.1 Vision

The General Plan typically reflects the community's wishes and concerns. These wishes and concerns are expressed in the form of a vision for the community as outlined by the residents and as they are identified in development policies.

The vision for the 2025 Livable Center Plan is derived from consultations, input of the residents and the City's overall vision for the Gary Northside Redevelopment. The priority issues, goals and objectives identified in this Plan, represent the wishes of the residents as expressed in six different community meetings and three consultative meetings with the stakeholders. Through these meetings and consultations, the following issues and desires emerged:

- Significant disinvestment in the neighborhoods is a major issue, ranging from vacant & dilapidated buildings, to vacant land, to the lack of basic upkeep at several properties throughout the neighborhoods.
- Despite this, there remains high levels of pride in the neighborhoods. Any proposals should attempt to maintain the existing framework of the neighborhoods.
- There are few quality amenities and job centers in the area. Where major amenities do exist, such as the Metro Center, Genesis Center, City Hall, Court House, and US Steelyard, most act as an "island" with no complementary uses to spur supporting development and attractions.
- Traffic is a problem, both with high levels of vehicular and truck traffic, but also a lack of pedestrian pathways. Transit services are generally seen as favorable, but more could be done to expand service and coverage.
- Much of the city's infrastructure and zoning code is outdated, making it difficult to encourage new, quality development to the area.

The vision for the three neighborhoods consists of the following aspiration:

An area that is a thriving cultural, commercial, recreational community, offering unique living and working opportunities for the residents and visitors. This area celebrates sustainability in a pedestrian-friendly, aesthetically pleasing environment that is regionally connected.

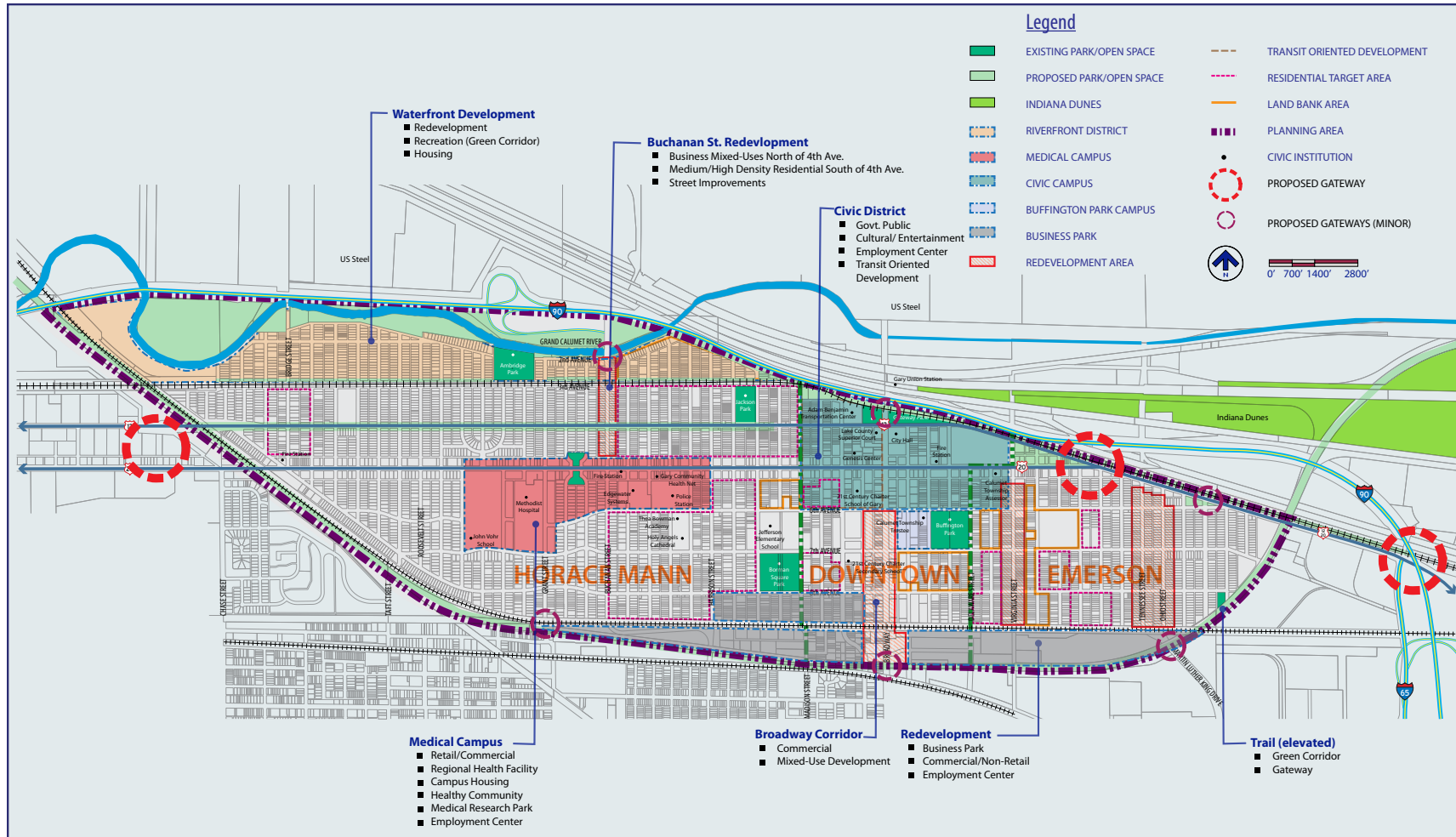


EXHIBIT 23 - FRAMEWORK PLAN

5.2 Plan Principles

Livability is, in large part, determined by the physical form of the city. This built form must encourage well-being through the availability of sustainable choices and opportunities which ensure quality of life. The following principles are typically included for livable communities:

- A mix of land uses
- Compact design and increase density, where possible
- Walkable communities and active transportation
- Distinctive, attractive neighborhoods with a strong sense of place
- Open space, natural beauty, and critical environmental areas
- Direct development toward existing neighborhoods
- Variety of transportation and housing choices
- Community and stakeholder collaboration in development decisions

Against this backdrop of livability principles, the Arsh Group team has reviewed the land use, circulation, market, and environmental conditions of the three neighborhoods in order to integrate the community's vision into the Livable Center Plan. In order to realize this vision and provide an organizational framework for the overall 2025 Livable Center Plan, the planning efforts are categorized in five specific topics:

1. Land Use
2. Transportation and Infrastructure
3. Development
4. Sustainability
5. Aesthetics and Urban Design

5.3 Goals & Strategies

LAND USE

The Livable Center Plan aims to serve as a policy guide, balancing different interests but responding to the local and regional needs. The community envisions a place where new uses blend with established developments and where quality development remains a high priority. The vision outlined by residents see distinctive residential neighborhoods that accommodate the varied needs of diverse residents:

- A vibrant Downtown that creates opportunities for interaction and caters to both residents and visitors.
- Commercial districts along the two major corridors that meet the shopping needs and provide employment.
- Open and public spaces that are well landscaped and maintained, and offer a range of recreational and interaction opportunities.

In development of land use goals, several policy principals have been employed. These principals aim to maintain the fabric of the Northside neighborhoods while allowing for changes to meet today's market needs.

- Retain existing residential neighborhoods and principal commercial corridors, allowing for infill development and uses that are compatible in function and scale to existing development.
- Allow for modest intensification of selected key sites that are economically underutilized or contain marginal uses, have the potential for achieving significant benefits to the City, and can be designed to be compatible with adjacent uses.
- Allow for a change of use on selected parcels or blocks to improve the economic viability and compatibility with adjacent uses.

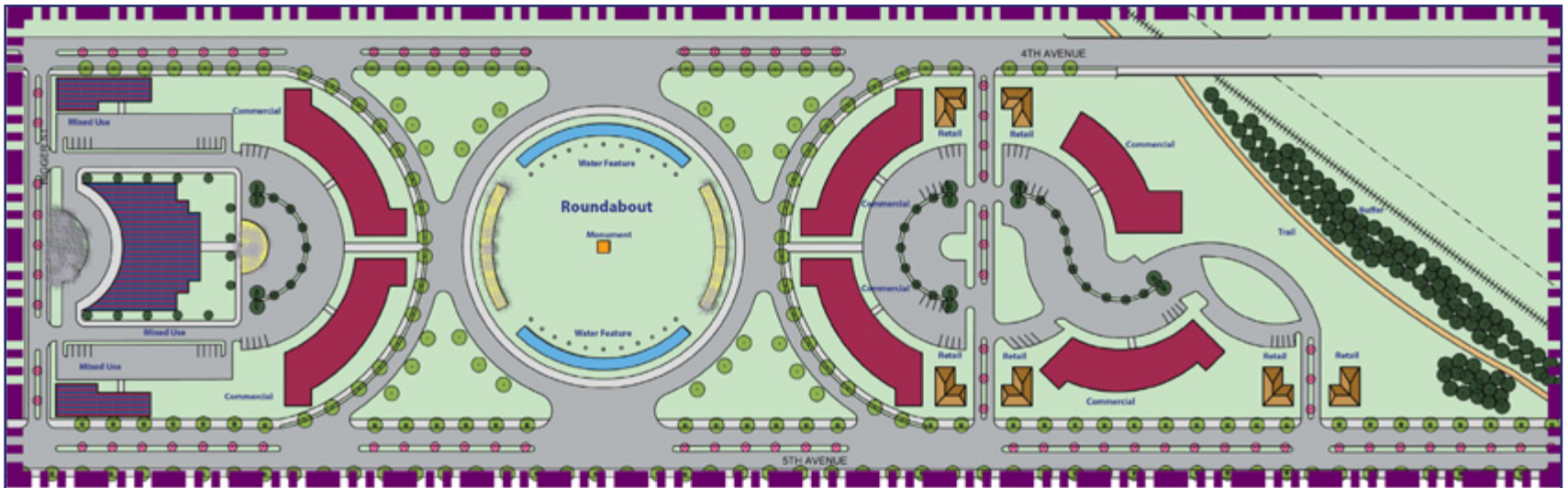


PROTOTYPE FOR INFILL BUSINESS SERVICES DEVELOPMENT ON VIRGINIA STREET

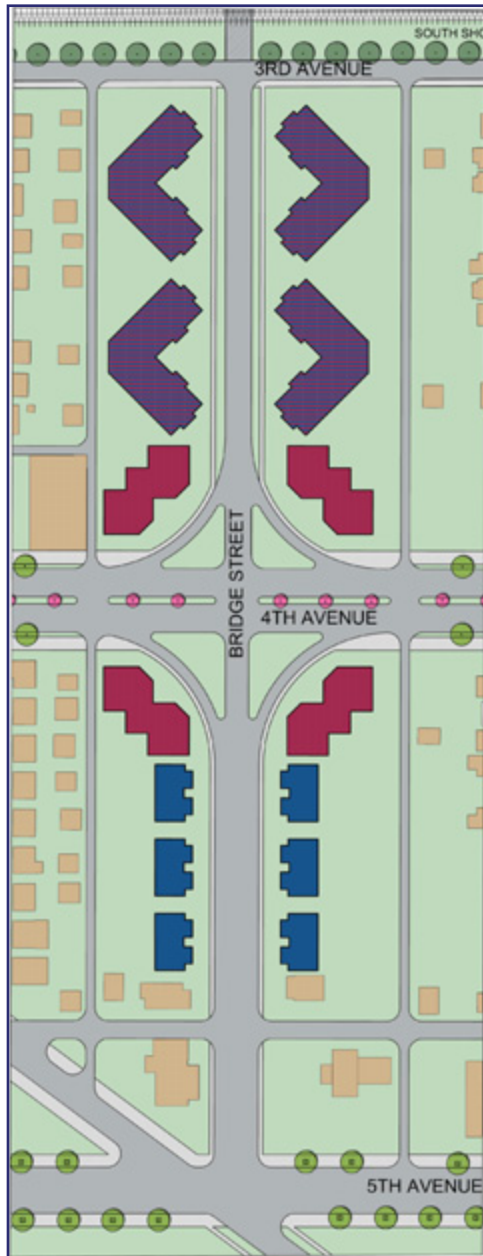
GOAL 1: Target Development Around Neighborhood Assets

Objectives & Action Steps

1. Drive development in the western gateway area and around Gary-Chicago International Airport.
 - Focus beautification, demolition, and blight elimination at city entrances.
 - Improve inventory of publicly-owned parcels through site assembly.
 - Standardize incentive packages and market them.
 - Prioritize and seek funding for infrastructure reinvestment.
 - Install gateway signage and fund improvements to lighting.
2. Spur medical district development in the Horace Mann area, focused on campus-style development.
 - Partner with Methodist Hospital to develop an employer-assisted housing model, including both rehab of existing homes and new construction.
 - Focus new housing on infill opportunities that stabilize neighborhoods and create greater density.



PROTOTYPE FOR WEST GATEWAY DEVELOPMENT



PROTOTYPE FOR INFILL BUSINESS SERVICES DEVELOPMENT ON BRIDGE STREET

3. Focus on transit-oriented development in Downtown Gary, on Broadway, and near Gary Metro Center.
 - Partner with NICTD and GPTC to develop a plan to modernize/reconstruct Gary Metro Center and South Shore station.
 - Offer incentives through TIF, facade programs, and grant funding to encourage retail development to support Metro Center customers.
 - Modernize parking structures and zoning regulations to allow for more consistent pedestrian traffic downtown.
4. Redevelop the residential neighborhood south of the Grand Calumet River (Rivershore).
 - Focus and prioritize blight elimination and demolition in the neighborhood.
 - Revise zoning to encourage development of larger lot sizes.
 - Increase open and public space along the Grand Calumet River.
 - Create pedestrian connections between open space, Gary Green Link, parks, and housing.

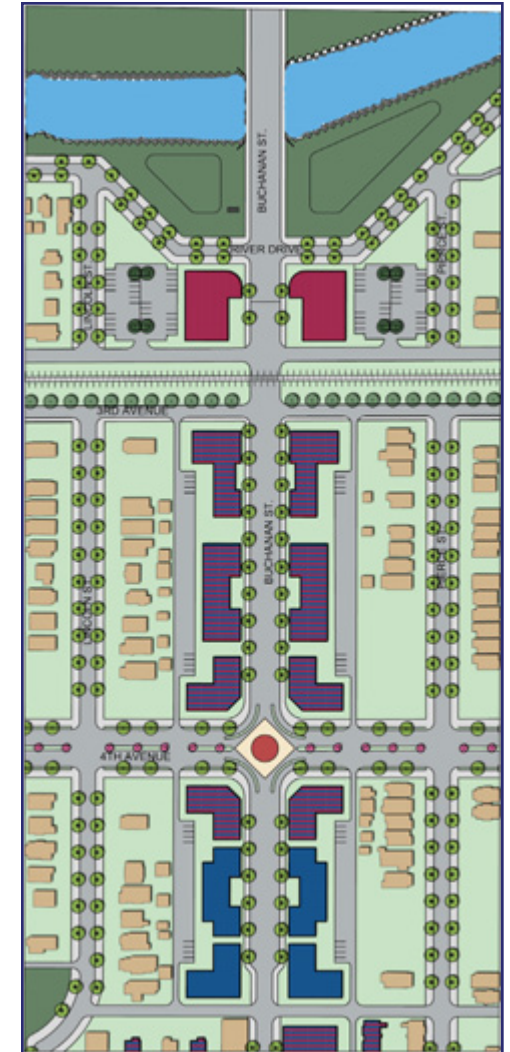
GOAL 2: Increase Density and Mixed-Use Development

Objectives & Action Steps

1. Update and enforce Gary's smart growth ordinance and link regulations to the zoning code.
 - Review existing zoning code.
 - Create overlay districts that emphasize shared parking facilities.
 - Actively promote and encourage live-work spaces and smart growth aspects of existing city regulations.
 - Establish an incentive program, using TIF or other city funds, that reward mixed-use and sustainable development.
2. In cooperation with anchor institutions (Methodist Hospital, health care providers, Gary Housing Authority, etc.), create a plan for infill housing on stable blocks.
 - Target demolition and blight remediation to stabilize neighborhoods in high-occupancy residential areas.
 - Partner with Lake County Landbank Authority to assemble sites on major thoroughfares.
 - Concentrate medical offices and supporting facilities along 5th Avenue to create a connection between Methodist Hospital, municipal public safety facility, and health department.
 - Identify a CDFI or other financial institutions to take the lead in housing development and offer support through HUD funding, TIF funding, and other resources as they are available.
3. Create zoning overlay districts along 5th Avenue and Broadway to foster accessible, quality development.



LIVE/WORK BUILDING CONCEPT



CONCEPT FOR MIXED-USE DEVELOPMENT ON BUCHANAN STREET, NORTH OF 5TH AVENUE



POTENTIAL ADAPTIVE REUSE SITES: 475 BROADWAY (TOP), HISTORIC BROADWAY BUILDINGS (CENTER), AMBRIDGE SCHOOL (BOTTOM)

GOAL 3: Foster Adaptive Reuse and Historic Preservation

Objectives & Action Steps

1. Invest in the preservation and adaptive reuse of the district’s viable, remaining historic structures.
 - Support the use of historic preservation tax credits through local matches and identification of developers versed in using them for projects.
 - Create an inventory of historical assets in the Horace Mann, Downtown, and Emerson neighborhoods.
 - Offer incentives through TIF, facade programs, and grant funding to encourage adaptive reuse of buildings.
 - Coordinate with partner agencies, such as the Lake County Landbank Authority, to gain site control of targeted structures.
2. For historic structures that are no longer viable, pursue creative reclamation of their historic elements.
 - Build on existing deconstruction program to facilitate the use of building materials from obsolete buildings in redevelopment projects.
 - Coordinate with partner agencies, such as the Lake County Landbank Authority, to gain site control of abandoned buildings.
 - Pursue both public and private funding to finance the costs of property acquisition, restoration, and deconstruction.
 - Where possible, reinforce facades of historic buildings such as Methodist Church, Gary Union Station, and Memorial Auditorium to create unique cultural attractions (ruins gardens.)

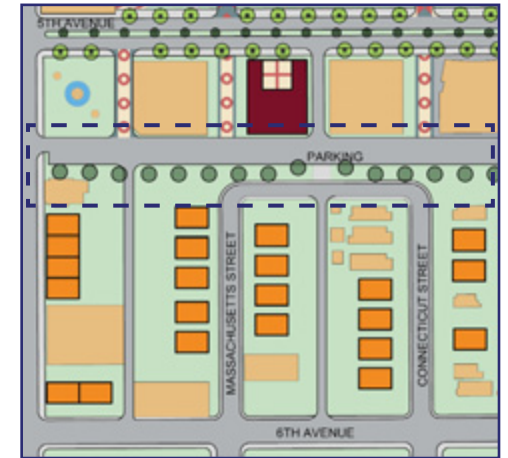


BEFORE/AFTER EXAMPLE OF A VACANT BUILDING TRANSFORMATION (SOURCE: PMC PROPERTY GROUP)

GOAL 4: Make Downtown Vibrant

Objectives & Action Steps

1. Create zoning overlay districts that foster accessible, quality development.
 - Encourage shared parking and adjust parking regulations to increase the use of shared facilities.
 - Focus development guidelines to leverage the Gary Metro Center as a TOD opportunity.
2. Create a walkable Civic Center Campus.
 - Consolidate public offices and agencies in the footprint of the Civic District.
 - Implement plan for a public space on the site of the former Sheraton Hotel.
 - Develop incentives, like facade grants and TIF funding, to encourage businesses to locate downtown and concentrate professional offices and complementary services.
 - Connect Gary Metro Center, City Hall, Lake County Courthouse, Hudson-Campbell, Centier Bank building, Frank O'Bannon building, US Steelyard, and ArtHouse through signage, consistent design elements, and the Civic Center designation.
3. Promote Downtown outdoor events and arts activities through partnership building, public space development, and community organizing.
 - Support municipal initiatives like Food Park that utilize public spaces downtown and reinforce downtown as a viable place for business and recreation.
 - Increase programming on the former Sheraton site.
 - Establish Wi-Fi hotspots in strategic downtown locations.
4. Pursue funding for green infrastructure, landscaping, and beautification concentrated in the Downtown area and on main corridors.
5. Support ongoing food truck development in Downtown Gary through marketing, infrastructure reinvestment, and a revision to city ordinances.



CONCEPTS FOR SHARED PARKING ACCESS, CONVERTING STREETS TO PLAZAS, AND RECONFIGURING STREETS TO PROTECT NEIGHBORHOODS



CONCEPTS FOR TOD DISTRICT CENTERED AROUND ADAM BENJAMIN TRANSIT CENTER

TRANSPORTATION & INFRASTRUCTURE

The Livable Center Plan area includes several major arterials, commercial corridors, and trails, as well as a host of other pedestrian facilities. These roadways and facilities are currently strained by the lack of connectivity as many of the roads are one way streets or suffer from a variety of impediments including those of truck traffic. Numerous curb cuts, congestion, and heavy traffic volumes are major issues for the neighborhoods.

The primary goal for the Plan is to make traffic flow safer through reducing congestion, slowing traffic, and enhancing transportation options. The Plan also aims to expand transit opportunities. Transit options will be expanded to capitalize on available resources by improving the bus shelters, pedestrian environment, sidewalks, connection to surrounding trails, and providing better pedestrian crosswalks.

Development of the transportation goals have been guided by not only resident's views, but also the following guiding principles:

- Preserve and protect rights of way as a community resource.
- Re-differentiation of the corridors into pedestrian-oriented, mixed-use, high activity, and general automobile oriented segments.
- Upgrade of the public infrastructure to maintain current levels of service.
- Recognition that the acceptable level of service for pedestrians, bicyclists and transit must also be fiscally sustainable.

The infrastructure needs of the community are exacerbated by an area that traditionally experiences drainage issues due to its combined storm and sewer system. The impervious surfaces, a result of the past intense development of the area, generate a large amount of storm water that must be absorbed by the local sewer system. The system, which is several decades old and has not been upgraded in recent years, increases the risk for seasonal flooding. This flooding potential generates additional development costs within the neighborhoods and also reduces the usable space of some parcels of land. Other neighborhood infrastructure facilities similarly require long overdue maintenance, upgrade, or expansion. The issue for these remains to be financial, but also management as many of such facilities are no longer needed or several underutilized.

The modern infrastructure needs of the 21st Century are perhaps the most important among all. Long term development of the City will depend on adequate communication links and availability of fiber optics to a broad group of users ranging from residents to businesses and university communities. These services could range from basic telephone to television broadcast (high definition in some cases) and internet, as well as a host of new uses that rely on internet connection for daily operations.

The City needs to provide faster and more sophisticated broadband services which would be the prime demand of the population of tomorrow. These services have become primary ingredients for economic development and to attract new businesses into communities as well as provide opportunities for existing businesses to maintain competitive edge.

A) Mobility

The Mobility Element outlines transit, auto, bicycle and pedestrian facilities and opportunities to reduce gaps in the network and to create linkages to existing and proposed facilities. The following goals and objectives have been identified to insure transportation choice for the study area.

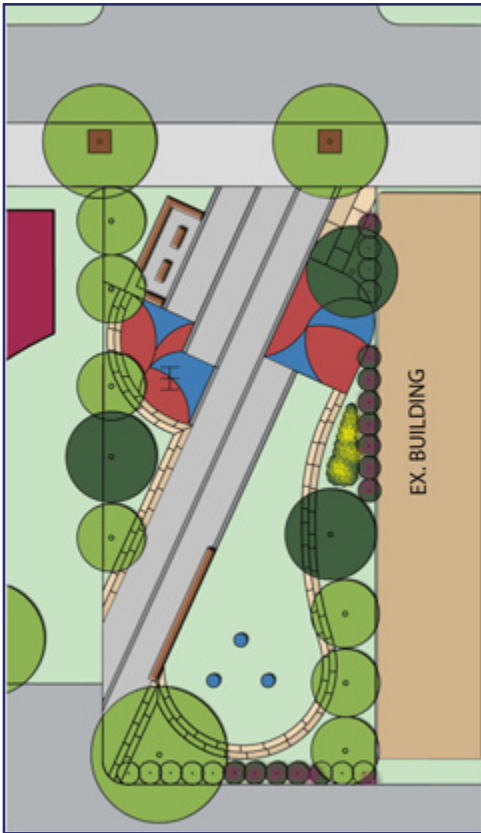
GOAL 1. Update Neighborhood Infrastructure to Include Multi-Modal Transportation

Objectives & Action Steps

1. Leverage GPTC and the South Shore Line as assets that drive transit-oriented development through project coordination and infrastructure reinvestment.
 - Work with GPTC to maintain and develop a strong presence in the region and provide service to job centers.
 - Cooperate with GPTC to implement recommended elements of the Livable Broadway Plan, including green oases.
 - Continue to build trails and implementing the Gary Green Link connecting downtown and GPTC to other neighborhoods.
2. Complete the Gary Green Link trail in the study area through right-of-way acquisition, trail design, pursuit of public and private funding, and trail construction and maintenance.



CONCEPT FOR INTEGRATED PEDESTRIAN TRAVEL NETWORK NEXT TO A STREET



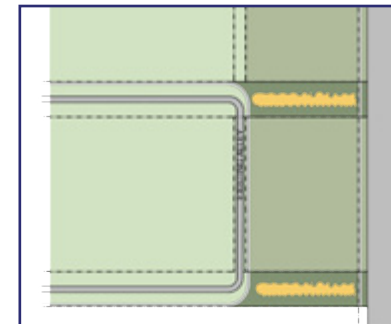
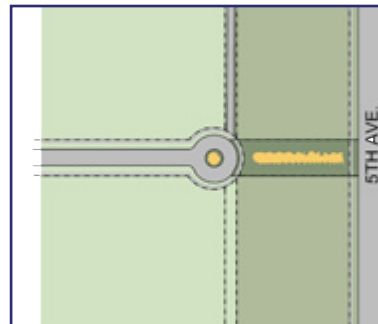
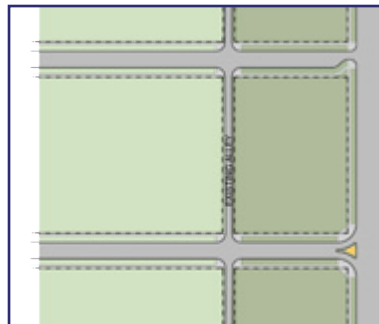
PROTOTYPE FOR STREET CLOSURE PARK

3. Develop a citywide Bicycle and Pedestrian Plan that identifies a preferred network for cyclists and walkers to travel safely and efficiently through the city's streets, sidewalks, and trails.
 - Identify safe routes and preferred networks for cyclists and walkers.
 - Study feasibility of development a cross-town elevated trail using former IHB tracks.
 - Add bicycle parking code requirements for new developments along major cycling corridors and activity centers.
 - Incorporate data from both the Gary Green Link and regional bike networks to build on existing plans.

GOAL 2. Improve road connections and safety

Objectives & Action Steps

1. Work with INDOT and NIRPC to study feasibility of truck traffic along 4th Avenue.
2. Work with INDOT to study options for two-way traffic and complete street design elements.
3. Manage access points and reduce curb cuts to the extent practical on major corridors, particularly those on Broadway and 4th and 5th Avenue.
4. Install traffic calming in areas with heady pedestrian traffic.
5. Modernize traffic lights and signage according to MUCTD, FHWA, FTA, and USDOT guidelines.

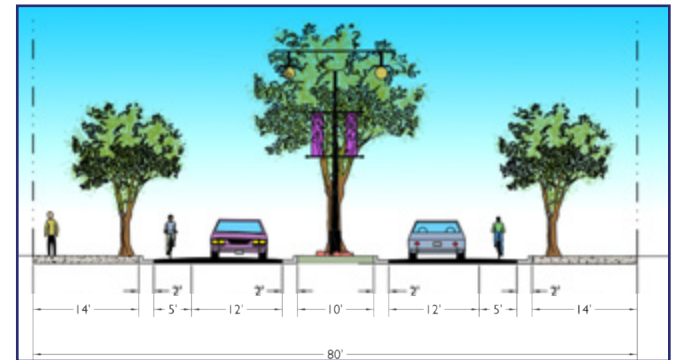
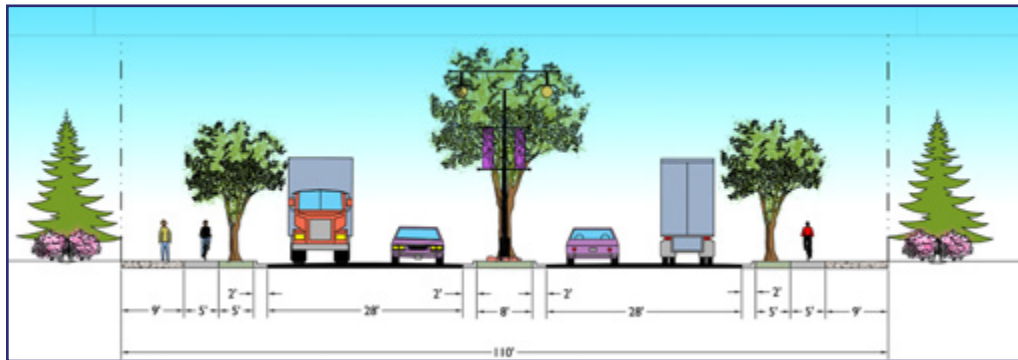


PROTOTYPES FOR VARIOUS STREET CLOSURE OPTIONS: ONE WAY ENTRY/EXIT(TOP LEFT) & LIMITED ACCESS (BOTTOM LEFT), CUL-DE-SAC (CENTER), AND STREET LOOP CONFIGURATION (RIGHT)

GOAL 3. Create a well connected environment for pedestrians

Objectives & Action Steps

1. Create a sidewalk maintenance and improvement plan, emphasizing major activity centers and ADA compliance.
 - Pursue additional funding to expand the city's sidewalk network and improve & repair existing city's sidewalks.
 - Implement the City's comprehensive Safe Routes To School plan by applying for federal funding through NIRPC and identifying local match.
 - Adopt an ordinance requiring all new construction to prioritize ADA compliance and sidewalk improvements.
2. Support and enforce the City's Complete Street ordinance, particularly along the City's main traffic corridors (5th Avenue, Broadway, Harrison, Buchanan, Grant, etc.)
3. Pursue and prioritize funding for the improvement of lighting along the City's sidewalks and pedestrian heavy areas.
4. Install pedestrian islands and bulb-outs on wide streets to shorten crossing distances.



PROTOTYPES FOR COMPLETE STREETS ON 4TH & 5TH AVENUES

B) Infrastructure

GOAL 1. Capitalize on Fiber-Optic Capacity as Essential Utility Infrastructure

Objectives & Action Steps

1. Capitalize on Gary's location along a planned fiber-optic cable corridor.
 - Identify where dark fiber is located and include that data as essential in all future infrastructure planning.
 - Actively market high-quality fiber-optic infrastructure and capacity to developers and recruit businesses that are technology-based.
2. Explore feasibility of community-based broadband service.
3. Support new and existing businesses that advance accessibility to broadband and take advantage of fiber-optic infrastructure assets.
 - Establish high-speed Wi-Fi hot spots in public spaces and municipal buildings.
 - In partnership with local institutions and the Gary Public Library, institute training and programs where residents can increase their tech literacy.

A base of smaller IT firms performing project management, web development, and quality assurance for the health care, financial services and industrial sectors can be attracted in several areas in the Horace Mann neighborhood. As the digitizing of health care and financial services and other industries continues, Gary can further strengthen this niche. Local educational institutions, and many available large space buildings with room for build out along 5th Avenue, along with the proposed West Gateway, provide additional opportunities for the City to provide a foundation to create a future technology sector, including smaller data centers and software/gaming niche industry sectors.

GOAL 2. Prioritize Sustainable Development

The following objectives and action steps are not conclusive, but aim to start the recognition of “interdependence” of human beings with the natural system. There are many other strategies that will be required to achieve a goal of a “Green City”, some of which are beyond the scope of land use policy, nonetheless, implementation following steps will advance the goal to a great degree.

Objectives & Action Steps

1. Update and enforce the City’s Smart Growth Ordinance, and integrate it into new zoning and land use planning.
2. Integrate natural and mechanical treatment systems into new development.
 - Update city ordinances to incentivize the use of green infrastructure, energy-efficient building design, etc.
 - Implement green streets and alleys where feasible.
 - Establish a tree fund for new development.
3. Institute low-impact, sustainable development and green utilities as policy for new development and infrastructure reconfiguration.
 - Convert vacant lots into green infrastructure installation through the City’s Vacant 2 Vibrant and Grey 2 Green programs.
 - Utilize Hardest Hit Fund demolitions to install low maintenance green infrastructure until the land can be assembled for substantial development or residential/commercial use.
 - Consider removing underutilized roads on blocks with high vacancy and low traffic.
 - Provide a sustainable development guide to assist homeowners, builders, and developers in the design and building process.



GREEN ALLEY WITH PERVIOUS PAVING



CURBSIDE RAIN GARDEN



HOME INCORPORATING SOLAR ENERGY

DEVELOPMENT

Development and redevelopment strategies are important in attracting and retaining businesses in the City of Gary. In recent years, there have been significant economic disinvestment and business departure from the central city area. The following goals aim to improve the economic stability and viability of the City core, as well as strengthen the neighborhood's fabric and improve visual appeal.

GOAL 1. Develop Strong Partnerships for Revitalization

Objectives & Action Steps

1. Partner with local developers and CDFI's to develop infill housing projects and community facilities.
2. Work with local businesses to institute a strong local employer assisted housing program through assembly, marketing, incentives, partnership building, infrastructure reinvestment, and targeted demolition.
3. Continue and expand grassroots blight elimination efforts like Blight Busters and the 5x5x5 program, linking them with the Mayor's Office of Constituent Services and maintenance of the 311 system.
4. Organize a business improvement district task force to help market, organize, and finance events and arts development in Downtown.
5. Connect programming and amenities in public parks with resident needs.

GOAL 2. Link Creativity and the Economy

Objectives & Action Steps

1. Promote Downtown outdoor events and arts activities through partnership building, public space development, and community organizing.
 - Organize walking tours and street festivals that promote the community.
 - Program the Civic District (live music, food park, etc.) at lunch hours and off-business hours.
 - Identify funding for public art installations.



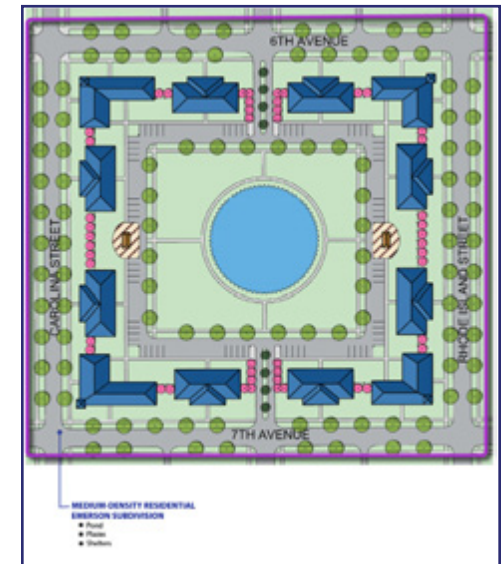
FOOD TRUCK AS AN EXAMPLE FOR OUTDOOR AMENITIES IN DOWNTOWN

2. Support cultural and historic institutions and seek additional development opportunities through further research and marketing, utilizing community anchors like the Gary Public Library, Indiana University Northwest, and ArtHouse.

GOAL 3. Prioritize Vacant Property Management and Redevelopment

Objectives & Action Steps

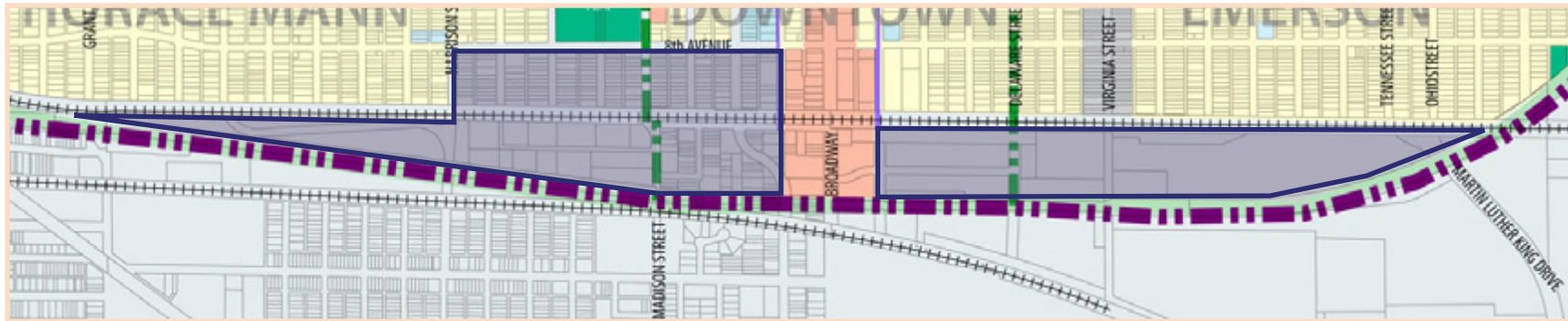
1. Continue to collect, manage, publicize, and analyze property data to help guide the City's efforts toward site acquisition, demolition, aggregation, and redevelopment.
2. Improve the City's property inventory.
 - Coordinate with partner agencies, such as Lake County and the Lake County Land Bank Authority, to establish site control of priority structures and properties for redevelopment in the study area.
 - Through public-private partnerships, pursue public and private funding to finance the hard and soft costs of property acquisition, restoration, deconstruction, and remediation.
 - Actively market shovel-ready sites and buildings in the municipal inventory for redevelopment.
 - Create larger lot sizes for impact development along the main corridors through site assembly, re-platting, funding demolition, and removing excess infrastructure.
3. Finance the demolition of vacant and blighted structures in the area through public and private funding sources, starting in areas with the highest redevelopment potential.
4. Update the City's land use map to advance progressive development as a prerequisite for modern zoning standards.
5. Pilot urban agriculture projects on vacant residential sites.
 - Establish partnerships with local entrepreneurs and public agencies.
 - Prepare a targeted list of sites most viable for interim urban agriculture.
 - Update ordinances and municipal approval processes to encourage urban agriculture.



PROTOTYPE FOR INTENSIFIED RESIDENTIAL REDEVELOPMENT - EMERSON SCHOOL SITE



EXAMPLE OF A COMMUNITY GARDEN AS A TEMPORARY USE ON A VACANT LOT



AREAS FOR INDUSTRIAL DEVELOPMENT AROUND 8TH AVENUE

URBAN DESIGN AND AESTHETICS

Faced with the many challenges of meeting transportation demand while preserving the neighborhood character, communities are creating and adopting design guidelines which maintain livability while addressing accessibility needs. Urban design guidelines will allow Gary to bring land use and transportation and livability together so that level-of-service for cars is not the sole criterion for street design or community form. Design guidelines will further provide standards and guidance for the neighborhoods aesthetic values, and will assure a continuation of character for the neighborhood. The guidelines will aim to institute new metrics for how the neighborhoods are supposed to look or feel and what the expectation of the residents are from new developments.

There are a variety of urban design improvements which could be undertaken to enhance existing streetscapes. There are currently few open spaces or public plazas within the major corridors or in Downtown which residents can readily use. For the Downtown to serve as a “full service” Downtown, it is essential that pedestrians are provided with facilities that they can rest, hold conversation, appreciate public art, or be entertained. Such opportunities can be created within each neighborhood and particularly in Downtown. The creation of a walkable campus–Civic District–is a good example for such a transformation. Similar campus opportunities exists around the Methodist Hospital or in the vicinity of other major institutions.

The City should also take advantage of opportunities arising from private development proposals when possible. For example, many of the vacant lots can be developed and many of desired aesthetics can be accomplished as different developments occur. Vacant lots and buildings can also be used for temporary or permanent arts installations, community gardens or other placement activities. The City will need to establish required policies for permanent or temporary uses of these properties without an undue governmental barriers.

The key to maintaining architectural integrity is the continuation of the pedestrian-oriented “street wall” where buildings are developed up to the front lot line particularly along Broadway and 5th Avenue. Continuing to maintain and develop attractive storefronts is critical to sustaining the pedestrian character of these corridors. Listed below are other potential aesthetic improvements, both public and private, within the planning area.

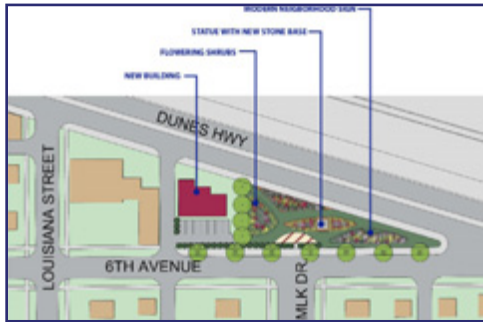
GOAL 1. Embrace Livable Communities Design

Objectives & Action Steps

1. Offer incentives through TIF, facade programs, and grant funding to encourage retail development and improve the aesthetic appeal of main corridors.
2. Ensure all development meets ADA and Title VI guidelines.
 - Update and revise city ordinances.
 - Create a plan that prioritizes accessibility to modernize all public facilities, including City Hall, Hudson-Campbell, and parks.



PROTOTYPES FOR DEVELOPMENT AROUND INSTITUTIONS: SOUTH SHORE HEALTH & REHAB CENTER (TOP) AND 21ST CENTURY SECONDARY SCHOOL (BOTTOM)



PROTOTYPES FOR EMERSON GATEWAY

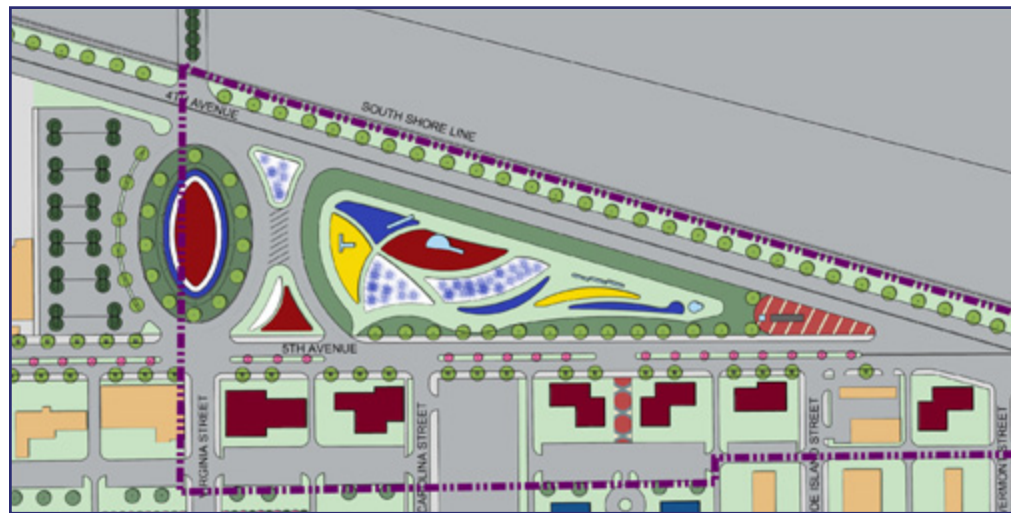


PROTOTYPES FOR MLK DRIVE ENTRY

GOAL 2. Create Arrival Zones

Objectives & Action Steps

1. Establish prominent gateways at all entry points, 4th and 5th Avenues on east and west, Toll Road, Broadway, Buchanan Street, and Martin Luther King Drive.
 - Focus demolition and blight elimination at the City's entrances and areas visible from main thoroughfares and the Toll Road.
 - Fund the development of gateway signage, landscaping and lighting.
 - Establish an incentive program to encourage development on high traffic, highly visible corridors.
2. Help integrate public art at gateways where possible by coordination with local education and arts institutions.
 - Fund local artists to create and maintain murals and other street art in public places.
 - Institute public arts dedication for new developments.
 - Restart the City Beautification Commission to help implement physical improvements, organize block clubs and business organizations, and maintain greenways.



PROTOTYPES FOR GATEWAYS AND ENTRY POINTS - EAST GATEWAY



FUTURE PLAN

6.1 Future Land Use

Many of the proposed action items in the Livable Centers Plan require significant investment and vacant land area for them to come to fruition. As there are many vacant or distressed areas, these properties have created an opportunity to implement the plan proposals with minimal impact to the existing neighborhood fabric. Through the conversion and repurposing of vacant and underutilized land, over 369 acres of new land uses are proposed in the study area, which are described in more detail below.

Residential

Approximately 20 new acres of residential uses are proposed. These new residential uses are predominantly found on larger parcels with abandoned and dilapidated buildings. The Emerson School site is a prime example of a block that can be repurposed, after demolition, into new residential uses.

Aside from these new residential areas are areas of revitalization where the underlying land use remains the same, but it can be radically transformed into new neighborhoods. A key example is the proposed River Shore neighborhood, located north of the South Shore rail line in Horace Mann. The Livable Centers Plan calls for the redevelopment and reorientation of the neighborhood to give prime focus to the Grand Calumet River. The centerpiece of this transformation is the expansion of park and open space uses, including an expanded Gary GreenLink north of 2nd Avenue that would stretch to the Adam Benjamin Transit Center and Indiana Dunes.

Business Commercial

Approximately 73 new acres of business and commercial uses are planned in and around the study area. A large part of this area is in the proposed “West Gateway” development, between Bridge Street and Bigger Street. The northern section of the Buchanan Street corridor (I-90 to 4th Avenue) has been identified for new commercial mixed-use developments to replace the current residential zoning in those areas. Several areas of 5th Avenue frontage also are candidates for commercial redevelopment from previous residential uses and zoning.

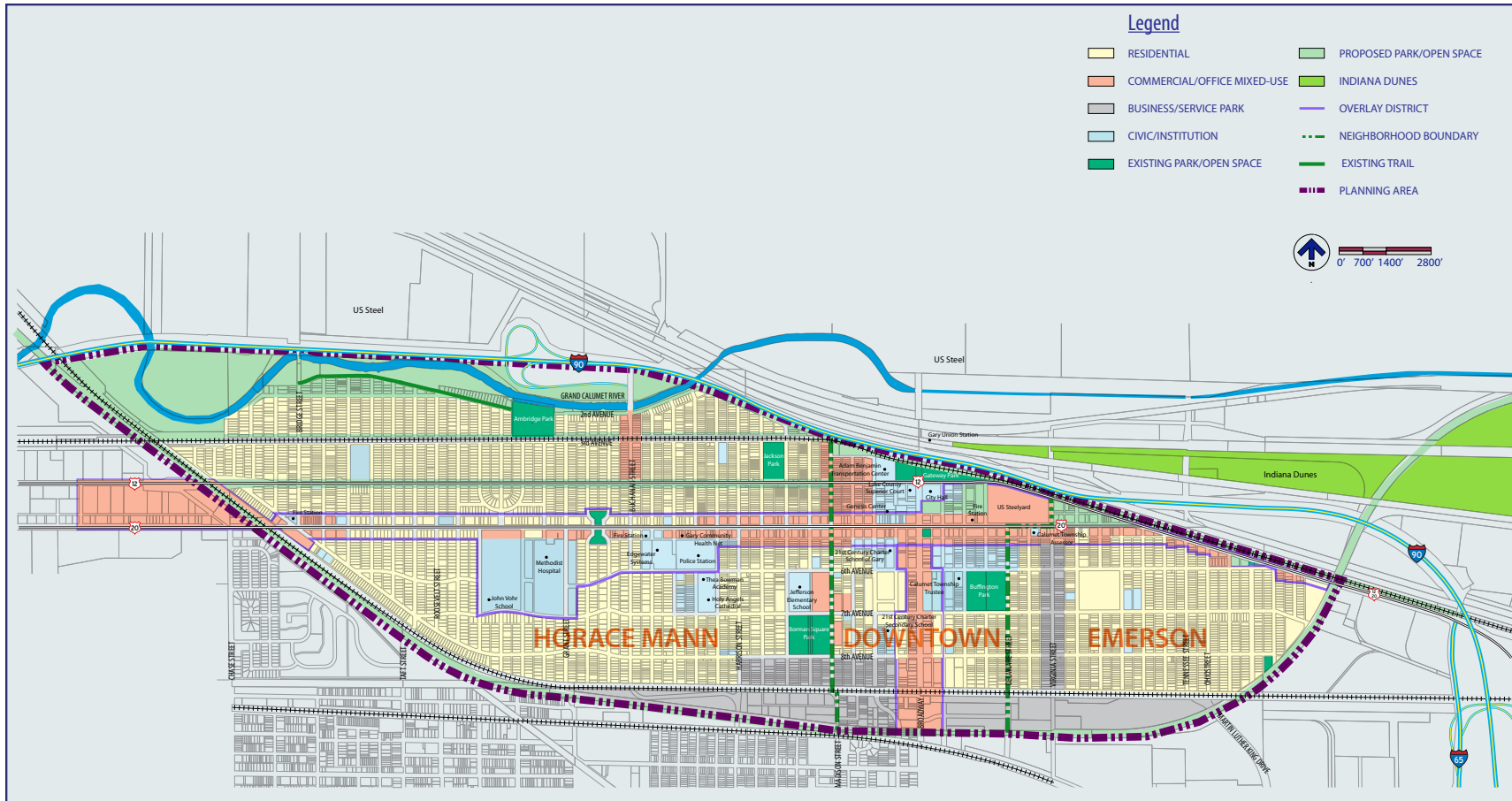


EXHIBIT 24 · PROPOSED LAND USE PLAN

Industrial

Industrial uses were historically isolated from neighborhoods for health and safety reasons. Many modern industrial users, however can be much better neighbors than their predecessors. Furthermore, manufacturing is a particular target market for an emerging green economy. Modern industrial facilities are likely to be very good contributors to the local economy. However, it is most often the case that large scale industrial operations should not be allowed in residential areas. Rail access and the potential to build off of other light industrial users make the southern part of the study area an ideal location for some of the new potential eco friendly industrial users.

Approximately 95 new acres of manufacturing uses are planned in the study area. The majority of these manufacturing areas are located south of the Norfolk-Southern railroad tracks in the southern end of the study area. Several mostly vacant blocks between the rail line and 8th Avenue have also been identified for new manufacturing uses to provide new employment opportunities for the residents. The Virginia Street corridor is also part of this land use change, although the uses proposed there are more in the realm of industrial support uses, rather than actual manufacturing uses.

Open Space

Over 181 new acres of parks and open space are planned in the study area. Of this, approximately 155 acres are located along the Grand Calumet River corridor, as part of the development of the proposed River Shore neighborhood. Several larger open space land conversions are also included, including the East Gateway area, and the blocks where the proposed Civic Campus is located. Not included in this new acreage are areas along transportation corridors that are proposed for new and expanded services. This includes new streetscaping treatments along 4th & 5th Avenues, as well as the proposed elevated trail on the Indiana Harbor Belt line.

Vacant Property

There is a likelihood that some of Gary's once complete blocks will not be initially rebuilt to the same or sustainable density. Vacant properties or lots that are acquired to create a larger parcel can often result in a less cohesive neighborhood feel. The missing development can give the appearance of "missing teeth" in the neighborhood's urban fabric. While Gary rebuilds, there will likely be vacant properties interspersed amongst new development. It is important that a concerted effort be undertaken to mitigate these impacts and reweave vacant blocks as soon as possible. The following strategies should be considered in managing vacant properties:

Focus on the Downtown: When practical, the City should encourage redevelopment efforts from the core of the City and moving gradually outward. By focusing on the center and working outward, Gary will rebound more quickly and also be better positioned to demonstrate its resiliency.

Community Gardens: In the short-term, vacant lots should be considered as part of the larger open-space network. It is even advisable that the City think about managing some of these properties as temporary "pocket parks" or natural open space, depending on their location and visibility. Another strategy could be to use vacant lots as community gardens. This improves the appearance of the community, particularly in Emerson, and also potentially augments locally grown produce.

Land Bank: It is necessary for the City of Gary to land-bank vacant properties. If there is capacity for the task, the City would take control or purchase vacant parcels and be responsible for maintenance. This will allow the City to maintain control and select the most desirable type of development in different parts of the neighborhoods, make rapid decisions for projects that require larger land holdings, and potentially sell off parcels to augment maintenance and other city functions.

6.2 Transportation Plan

The study area offers opportunities for a broader set of connectivity options. Throughout this Plan, different elements have emphasized pedestrian connections and accessibility between neighborhoods, institutions, parks and business areas. By and large, the City and other government entities are expected to build facilities which promote connectivity and remove barriers. At the same time new developments, infill or redevelopment, must be encouraged to provide some of these connections, and complete segments as revitalization efforts progresses.

The following connectivity options must be considered as support for creating more connected neighborhoods. These options are reflected in Exhibits 25 & 26.

Connectivity and Wayfinding

Provision of logical connections between neighborhoods destinations and centers of activities including those of Opportunity Zones and Special Districts should be given priority in all revitalization efforts. These zones and districts should be provided with:

- A cohesive wayfinding signage system.
- Bike lanes, wherever possible, to promote non-motorized transportation.
- Connect all such districts with pedestrian facilities away from the motorized routes to the extent possible.
- Connect schools, parks and other attractions as a priority.
- Implement Civic District elements as priority and as funds become available.

Walkability

Priority streets - those proposed as complete streets and major arterials - are shown on the Transportation Plans. These roads should be provided with sidewalks. To the that the extent the right of way allows, such sidewalks should have a minimum width of eight feet. All other streets should be provided with five foot wide sidewalks. Depending upon the available right-of-way, the sidewalk must be located along the curb line (carriage walks) or separated from the street by a landscaped strip. Whenever possible, it is best to separate the sidewalk from the street for safety reasons. To help refocus activitiy in Downtown, the most important element of the Plan will be to implement a fully walkable zone around City Hall as a part of the proposed Civic District.

**TRANSPORTATION PLAN
PEDESTRIAN**

Legend

- EXISTING PARK/OPEN SPACE
- PROPOSED PARK/OPEN SPACE
- INDIANA DUNES
- EXISTING TRAIL
- PROPOSED TRAIL CONNECTION
- PROPOSED PEDESTRIAN CROSSWALK SIGNAL/IMPROVEMENT
- PROPOSED CROSSWALK MARKINGS
- SIDEWALK IMPROVEMENT RADIUS
- PROPOSED SAFE ROUTE TO SCHOOLS
- PROPOSED COMPLETE STREET
- PROPOSED SIDEWALK IMPROVEMENTS
- NEIGHBORHOOD BOUNDARY
- PROJECT BOUNDARY
- CIVIC/INSTITUTION USE
- PROPOSED GATEWAYS
- PROPOSED GATEWAYS (MINOR)

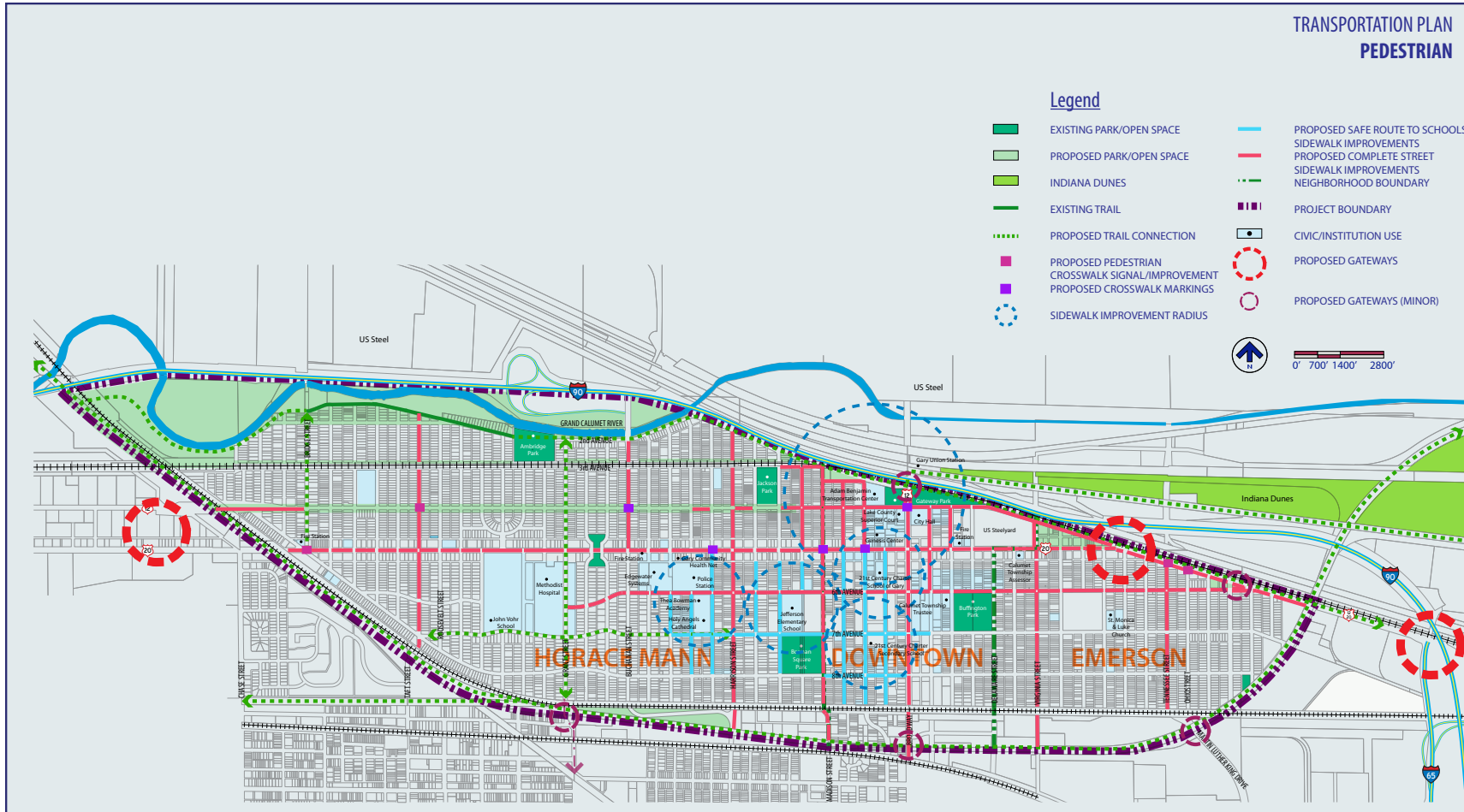
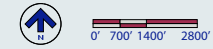


EXHIBIT 25 - PROPOSED TRANSPORTATION PLAN FOR PEDESTRIANS

Traffic Calming Measures

4th and 5th Avenue are major arterials that will continue to operate as such but with a different function. 4th Avenue will be primarily a heavy traffic route with limited access and substantial buffering of residential neighborhoods immediately north and south of the road. 5th Avenue will remain a regional corridor with a variety of uses and activities, while becoming a fully walkable, transit friendly, green two-way corridor. Traffic calming measures should be undertaken as plans progress for these corridors. These activities could include:

- Acquisition of frontage lots on 4th Avenue for eventual widening of this street as a two-way road. Such land should be used as open space on an interim basis.
- Dispositions and conversion of selected public streets on 5th Avenue to public plazas and transit stations to reduce traffic impact on adjoining residential areas and promote safe transit stations.
- Limit curb cuts on all major arterials to side streets or existing alleys.

Non-Motorized Connectivity Plan

The trails and pedestrian plan (part of Exhibit 23) illustrate priority routes for trail and sidewalk connections between parks, schools, business areas and neighborhoods. As new development or redevelopment occurs, trail and sidewalk connections should be provided in concert with the objectives set out in this Plan. Priority should be given to:

- Direct improvements where connections are prioritized to link to the Gary Green Link.
- Connect via Broadway to Indiana Dunes and Marquette Greenway.
- Develop plans for the creation of new multi-use trails by using the old IHB track for a new east-west trail, connecting the lakefront on the west (Clark Road) to Indiana Dunes on the east.

River Shore Drive

The Plan proposes re-orientation of the Rivershore Neighborhood toward the Grand Calumet River. Such reorientation will require substantial planning and continued redevelopment. As these efforts continue, the City will establish a rivershore drive by changing not only the neighborhood entrances, but also street configuration. Land acquisition for such transformation should continue as lots are acquired or vacant buildings are demolished. The City must attempt to establish the Rivershore drive as a fully “green” street.

TRANSPORTATION PLAN
VEHICULAR

Legend

- EXISTING PARK/OPEN SPACE
- PROPOSED PARK/OPEN SPACE
- INDIANA DUNES
- PROPOSED COMPLETE STREET
- PROPOSED GREEN ALLEY
- PROPOSED STREET CLOSURES
- NEIGHBORHOOD BOUNDARY
- PLANNING AREA
- CIVIC INSTITUTION USE

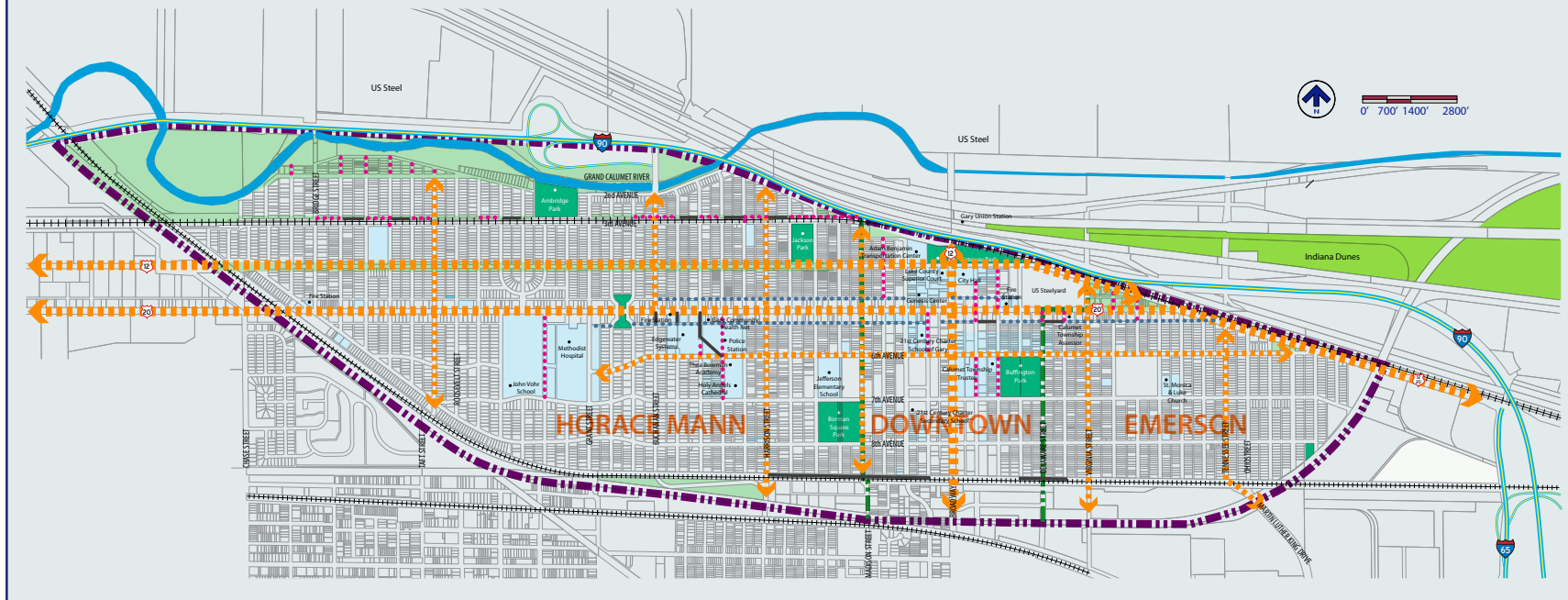


EXHIBIT 26 - PROPOSED TRANSPORTATION PLAN FOR VEHICLES

6.3 Infrastructure

The planning process identified a series of concerns and opportunities for infrastructure improvements in the three neighborhoods. For the traditional utilities, the issues identified ranged from age and obsolescence, to capacity of storm sewers to meet the demand. The utility issues, however, are citywide issues that should not be solved at the neighborhood level. Nonetheless, regular improvements to underground utilities, including upgrading street profiles to include curbs, sidewalks, and green improvements, will lead to improvements on adjoining private properties. Such improvements must also be planned as an integral element of redevelopment and perhaps when appropriate to be improved by the private sector rather than the City. This would be the most prudent approach to address the needs.

The City is also in a unique position to employ Best Management Practices for infrastructure improvements due to many decades of deferred maintenance. As redevelopment occurs, the City must employ new sustainable tools to address infrastructure needs.

Renewable Energy

To improve public safety and to maximize the beneficial impacts of local energy generation, there is the opportunity to produce energy through the use of renewable practices. Specifically, the following energy generating opportunities should be considered:

- Solar energy can be encouraged not only in all new developments, but also for existing structures being renovated.
- Solar charging stations can be established at critical locations to allow for electric vehicle charging, i.e. Metro Center or the Methodist Hospital.
- The City should assess the feasibility of generating its own electricity via individual turbines on the existing IHB elevated railroad track.

Integrated Stormwater Management System

Areas of all densities and uses must play their part in managing stormwater runoff. From downtown to the residential blocks, from vacant blocks to parking lots, all have unique conditions that require a variety of stormwater management strategies. Areas of low impact development or no development should be considered potential restoration zones.

Elements of the water management system may include bioswales, rain gardens, and any other water slowing or controlling device. The following activities should be considered as the City implements this Plan:

- Consider incorporating storm water management practices in conjunction with any street improvements, particularly those for new complete street design.
- Utilize existing vacant lands for temporary storage of storm water.
- Promote development of rain gardens in every block where topography of the block allows.

Technology Innovation

Just as broadband has been a critical enabler of economic growth, social inclusion, and improved service delivery over the past two decades, an expanded capacity for high speed internet has become the focus of many communities as a vehicle to jumpstart economic development and revitalization. A much more powerful network that can connect people, as well as process and access data, will require access to a fundamentally different infrastructure than what is currently being provided by national service providers. To jumpstart revitalization for a new century, the City will consider the following:

- Create emerging knowledge-based land uses and activities, focused in Downtown and the 5th Avenue corridor, to support entrepreneurship and revitalization, building community around the generation of ideas in a vibrant, mixed-use setting.
- Engage partners to provide publicly-owned high-speed fiber optic based service to local businesses and entrepreneurs with a minimum of one gigabit capacity.

6.4 Urban Form

The three neighborhoods within the planning area have unique physical features, access, development history, landownership patterns, adjacent land uses, and other factors that significantly affect their character and aesthetic opportunities. The historical differences mean that each neighborhood may reflect its own expressions of the urban form and vision in their development. Some may fulfill certain design principles more than they do others; nonetheless, all three neighborhoods must work together to fulfill the overall theme for the aesthetic of the neighborhood.

The planning area also contains three major corridors as well as a number of smaller streets. These corridors can serve as unifying elements, connecting the neighborhoods into a larger Northside redevelopment district.

URBAN DESIGN PRINCIPLES AND POLICIES

The following policies should guide planning decisions with regard to both public and private improvements within the planning area to promote a consistent visual image and pedestrian friendly neighborhood character.

A. Corridors

The 5th Avenue corridor should be developed and revitalized as a limited auto access commercial center, blending existing uses with new developments into a unified and coordinated shopping, living, and visiting environment. In contrast, the Broadway corridor should be developed and revitalized as a fully walkable environment with parking primarily limited to on street parking. Future developments on major corridors should generally exhibit the following architectural characters:

- Density: High to medium - three to ten story buildings.
- Setback: 0-10 feet, provided additional setbacks is dedicated for public use.
- Rehabilitation and adaptive reuse of existing commercial and residential structures must be the preferred choice in most circumstances.
- Construction of new mixed-use buildings should be permitted.
- New building types: mixed-use, multifamily, townhouse.
- Flexible street-level live/work spaces.
- Retail uses concentrated on the eastern part of 5th Avenue and on Broadway.
- Urban Overlay District standards apply.

The 4th Avenue corridor should be developed as a limited access corridor, except for the area east of Madison Street and the area adjacent to Buchanan Street, where cluster development is appropriate.

For minor corridors – Harrison, Grant, Buchanan, and Virginia Streets – the following design characteristics should be considered.

- Density: Medium - one to three story buildings.
- Setback: 5-10 feet.
- Construction of new mixed-use and business services buildings should be permitted.
- New building types: mixed-use, commercial, business park (Virginia Street.)

B. Neighborhoods

Neighborhood preservation and conservation must protect the fabric of the neighborhoods to the greatest extent possible. New development, particularly those with similar architectural character, must be encouraged to maintain the current fabric of the neighborhoods.

Horace Mann

- Density: Low to medium - one to two stories buildings
- Setback: 20 feet
- Rehabilitation of existing residential structures must be the preferred choice in most circumstances.
- Construction of new infill should be consistent with the existing residential housing design and character.
- New building types: Single family homes, townhomes
- Retail uses concentrated on major or crossing minor corridors.

Downtown

- Density: Medium to high - two to three stories buildings
- Setback: 0-10 feet for residential buildings
- Rehabilitation of existing structures for adaptive reuse must be the preferred choice in most circumstances.
- Construction of new mixed use building should be permitted.
- New building types: mixed-use, multifamily, townhouse, condominiums
- Flexible street-level live/work spaces

Emerson

- Density: Low to medium - one to three stories buildings
- Setback: 10-20 feet
- Rehabilitation of existing residential structures must be the preferred choice in most circumstances.
- Construction of new infill should be consistent with the existing residential housing.
- New building types: Single family homes, townhomes, multifamily
- Retail uses concentrated on 5th Avenue corridor.

C. Infill Development

Infill refers to development that fills a “hole”, often between one or more existing adjacent structures in the built environment. The design policies for compatible infill are:

- Respect the existing character of the neighborhood. Employ creative solutions that do not imitate historical architecture; rather bring new, modern buildings that are compatible with their context.
- Maintain compatible facades, but utilize components that are not defined by a particular architectural style.
- Utilize architectural features that define existing buildings, such as forms, materials, entrance treatments, facade divisions and fenestration.
- Respect the scale and massing of the adjacent buildings.
- Incorporate sustainable building design principals in the design of buildings and sites.

D. Redevelopment Sites

Redevelopment sites are larger parcels where substantial portions of a city block or the whole block is available for development. In addition to other design requirements, the following design policies should be considered:

- Face the prominent façade of a building on primary corridors.
- Maintain compatible facades, but utilize components that are not defined by a particular architectural style.
- Have facades which reflect the scale and massing of adjacent structures

- Contain off-street parking spaces located to the rear and sides of the structure
- Incorporate sustainable building design principals in the design of buildings and sites.

E. Streetscape and Public Space

To reinforce the unique character of the study area and to insure livability, social engagement, creation of public spaces is essential. Future development should encourage employment of the following design policies.

1. Maintain a minimum of 10' "walking zone" adjacent to storefronts.
2. Integrate plazas, rest areas, rain gardens, and open spaces of varying scales along major corridors to provide rest and socialization opportunities for shoppers and other visitors.
3. Ensure public spaces are strategically positioned and of high quality design.
4. Larger open spaces should incorporate lawn areas, defined walking paths, shade trees, and focal points such as water features or public art displays.
5. Street trees should be provided throughout the major and minor corridors, in either grates or planted parkways, as required.
6. Provide architectural lighting in sufficient amount to ensure secure walking conditions after dark.
7. To the extent practical, provide pedestrian amenities in the vicinity of bus stations.
8. Improved pedestrian crossings should be established throughout Downtown and major corridors to better unify the neighborhoods and provide safe connections between shopping areas, residential areas, civic uses, and the Metro Center.

F. Gateways

Gateways are entry points that create neighborhood identity and are mainly ceremonial in nature. They offer the opportunity to identify and distinguish one neighborhood from another through the use of architectural signage or special treatments within the public right-of-way.

The establishment of gateways at strategic locations will not only give identity to each neighborhood, it also creates a sense of belonging for residents. Gateway entry points receive special treatment, including monuments such as walls or archways, plantings, lighting, specialty paving, and other related improvements to make them distinctive and unique in character. The City must develop

specific locations for creation of gateways for each neighborhood. The following design policies should be considered:

1. Primary gateways include four locations on all four corners of the planning areas. These areas will need to be designed as a welcome point to the City of Gary and should be improved not only with a sign, but also other amenities such as extensive landscaping, public arts, lighting, and other features.
2. Neighborhood gateways, where each neighborhood could be identified with a unique custom made signage and landscaping treatment and perhaps other amenities.
3. Other locations where opportunity exist to distinguish the block or a sub area of the neighborhood, i.e. River Shore neighborhood, Genesis Center, or Edgewater Systems.

G. Gateway Streets, Lots

Gateway streets and gateway lots are major locations where opportunity exists for creation of focal points, anchor buildings, or other placemaking efforts. Gateway streets typically have higher volume vehicular carrying capacities and designated bicycle lanes. Because of their traffic carrying capacity, these streets should have less frequent vehicular access points, i.e. curb cuts. The primary gateway streets in the study area are the two major corridors: Broadway and 5th Avenue, streets designated as “Complete Street” and corner lots on the intersections of these streets. The Gateway streets and lots, must typically have special pedestrian crossings, including different paving, to add to the visual diversity of the street and promote safety. Gateway lots should be required to have prominent facades and entry points, as well as exceptional architectural design to frame the corner of the street.

H. Parking

Improving the design and appearance of off-street parking facilities should be strongly considered in both rehabilitation as well as new construction. Consolidation and internal cross access of adjacent parking lots should be considered wherever possible. Perimeter and internal landscaping improvements are also needed.

1. Off-street parking and garage entrances should be concealed from view along major corridors of Broadway and 5th Avenue.



PROTOTYPE FOR A HORACE MANN NEIGHBORHOOD GATEWAY SIGN

2. Locate parking lots, to the extent possible, behind the buildings to be accessible from side streets or the alleys.
3. Parking lots should be buffered from their surroundings with masonry walls, perimeter barriers, and plantings where visible from public rights-of-way.
4. Clear signage and adequate lighting for wayfinding and security should be provided in all parking areas.
5. Parking lots should incorporate shade trees within planted islands for visual relief and user comfort.
6. Buildings with more than ten units of housing or ten employees should consider providing onsite bicycle parking.

On-street parking should be permitted along any street within the study area, except 4th Avenue, Virginia, and Buchanan Streets, where realignment of the road is proposed. On-street parking considerations should be made in conjunction with other improvement recommendations to improve the overall appearance of the Downtown and 5th Avenue while enhancing the safety and efficiency of vehicular and pedestrian circulation.

I. Safe by Design

In an effort to reduce the fear of crime, and encourage a sense of ownership, the following design measures should be incorporated into the design of new and renovated buildings and spaces, including parking areas and the street.

1. Places should have well-defined routes, spaces, and entrances that provide for convenient movement without compromising security.
2. Maintain windows on the street below eye level to provide greater security and create the sense of observations by others.
3. Reduce the number of potential hiding places by incorporating open, bright spaces and wide fields of views, particularly where footpaths connect to parking or other locations.
4. Include appropriate plant materials in the landscaping of buildings and sites. Lower barriers, hedges, and shrubs may be used to separate the public/private realms.
5. Improve sense of ownership of street by limiting access at key locations, where appropriate.
6. Incorporate well designed lighting into architecture to reduce the sense of fear.

7. Consider the height and transparency of gates, fences, walls, and hedges in the creation of both safe and attractive places.
8. Limit the use of solid fence to improve the natural surveillance.
9. Limit car access to residential blocks north and south of 5th Avenue by converting existing streets to public plazas and parks, where practical.
10. Design places with ease of maintenance in mind to reduce potential hazards.
11. Place and enclose public services to the building in visible locations without being in public view. Maintain these areas to insure a sense of order.

Architectural Design Guidelines

Architectural design guidelines illustrate the urban design potential for sustainable, pedestrian-friendly neighborhoods and can be used to shape the renovation of existing structures, as well as the development of new buildings in the three neighborhoods. The Architectural Guidelines are typically a supplement to the Zoning regulations, but are not legal code. They should be used to guide development and rehabilitation of buildings within each neighborhood. As a supplement to this Plan, the Arsh Group Inc. has proposed an Overlay Zoning District which will serve as an implementation tool for these Guidelines. The Overlay District Ordinance is expected to be much more detailed, while the guidelines below are typically general.

A. Design Guidelines

The following guidelines provide general architectural requirements for new construction and rehabilitation of existing buildings.

1. Buildings heights should be consistent with the adjoining buildings to create a uniform street wall.
2. The overall mass and bulk of buildings should be broken down with vertical “storefront” divisions and/or changes in exterior materials, to remain compatible in scale with older structures.
3. Building placement should be on the lot line, unless a setback is provided to increase public space.
4. A building located on a corner lot must have zero setback on both the front and side property lines.
5. Façades that terminate a view or vista should be sensitively designed and placed to preserve the prominent vista or significant locations.

6. Building façade design should incorporate traditional elements and proportions such as pediments, cornices, and recessed windows in the upper floors and storefront on the ground level.
7. Rooflines should be varied for visual interest—parapet wall construction is most appropriate for commercial and mixed-use structures.
8. Architectural details—such as facade accents, balconies and awnings—should be incorporated into design to break down the scale and provide visual interest.
9. Masonry, stone, and other natural exterior materials are most appropriate within the context of Broadway, and 5th Avenue corridors.
10. Commercial storefronts should be located along the “street wall” and have large windows for merchandise display, encouraging a window shopping and strolling.
11. Small scaled and non-illuminated signage is most appropriate for Broadway and 5th Avenue corridors.
12. New buildings located in a “node” area—areas near major intersections, Metro Center, or other activity centers—should have designs that support higher density, pedestrian access, and transit-friendly characters.

B. Public Realm

1. Promote public gathering spaces on underutilized land, including street closures where appropriate.
2. Encourage quality design through the use of innovative, sustainable, and easily maintainable materials.
3. Make all public space available and accessible to all levels of pedestrian activity.

C. Sustainability

1. Incorporate innovative drainage techniques and alternative energy best management practices (BMPs) into the design such as pervious pavements, rain gardens, roof gardens, solar heating, and rain water harvesting.
2. Incorporate native plants to the extent possible in all landscaping.
3. Incorporate green design principles or LEED (Leadership in Energy and Environmental Design) certification in all new construction and rehabilitation.



PROTOTYPES FOR AN URBAN PARKLET, WITH PLAZA.PUBLIC SPACE ON-STREET AND PARKING LOT IN THE REAR OF THE LOT

D. Public Art

Public art, incorporated into the design of the public and private gathering spaces, can enhance the sense of place. For larger or prominent redevelopment sites, public arts must be incorporated into the design of the sites. Elsewhere, public arts should be encouraged to the extent possible. Consider use of public arts in all forms and functions of the place such as design of benches, bike racks, fences, paving or other site furnishings.



PUBLIC ART CONCEPTS

6.5 Opportunity Areas

In addition to the broad goals and objectives proposed in this plan, five different areas were targeted as “opportunity areas.” These areas, described below, offer special opportunities for more robust redevelopment and revitalization treatments, building upon the base goals and objectives of the study area.

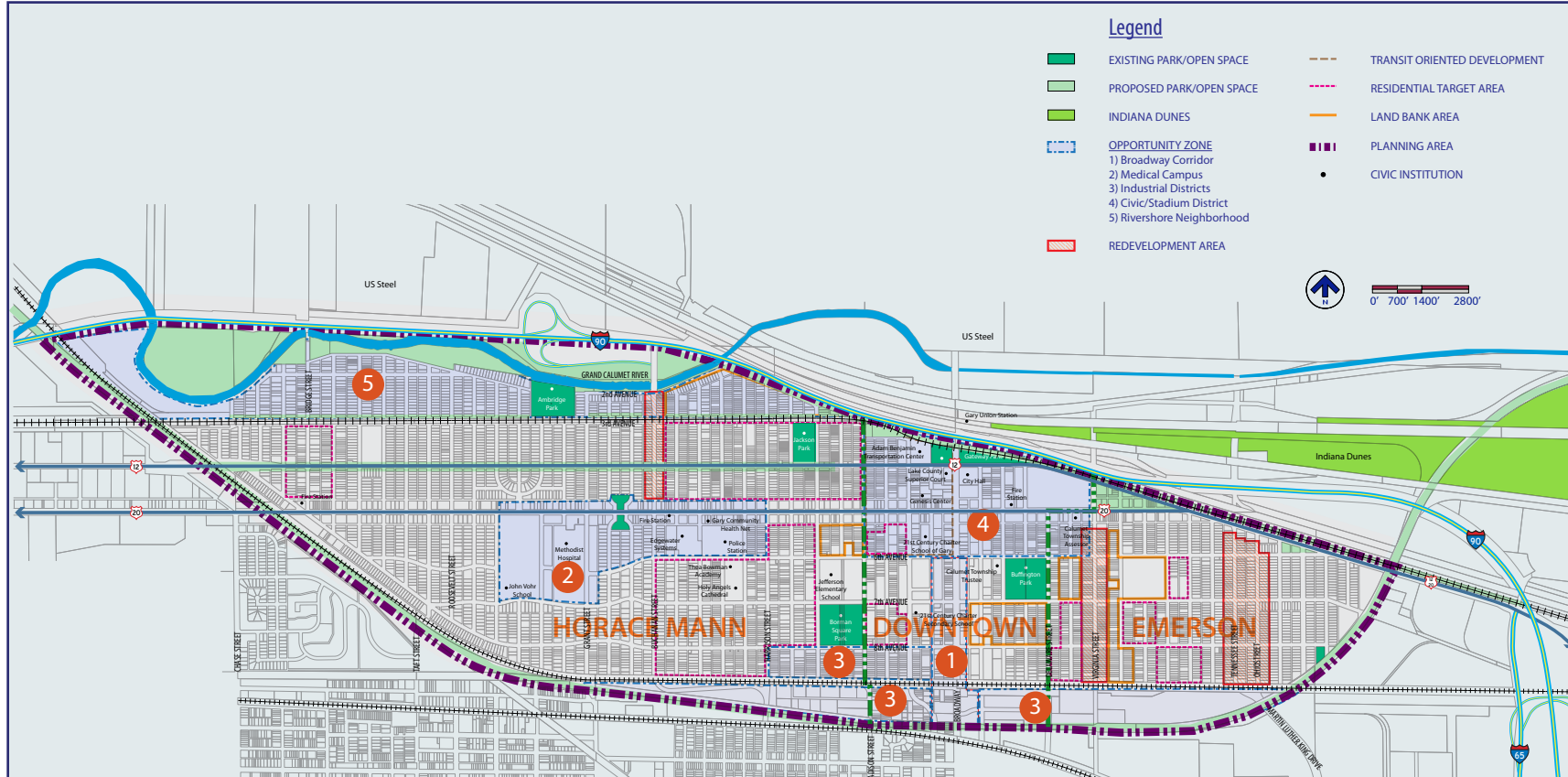


EXHIBIT 27 · OPPORTUNITY ZONES

Broadway Corridor

Broadway, now as in Gary's early day, is the major north-south corridor in the City. In its prime, Broadway and its immediate area was a shopping and civic anchor in the Region. Today, although virtually all of those original uses are gone, it remains a key corridor linking Gary to Interstate 90 at the north end, and traveling through Merrillville and Crown Point to the south. While many of the older business have long closed, several of those historic buildings remain, though in widely varying conditions. Nonetheless, the original framework of the corridor is largely intact. Bringing prominent focus back to Broadway in downtown Gary is a key component in the success of the Livable Centers Plan. The specific goals and alternatives will be discussed further in Chapters 6 (Future Plan) and 7 (Subarea Plan).

GOAL

Bring the Broadway corridor back to its original prominence, promoting a vibrant, walkable commercial and civic corridor. Preserve and repurpose historic structures to the extent practical.

MARKET OPPORTUNITIES

This subarea should be the focus of initial efforts to revitalize the downtown area. It is the area with the most concentrated employment, transportation, and attractions that draw visitors from outside the city. Build off of the new bank/data center development to renovate additional structures for office and support retail uses.

The most immediate market is for food service establishments that will serve as an amenity for existing workers and make the area more attractive to prospective tenants. To succeed, food service establishments will need highly visible and accessible locations. For example, the Fifth and Broadway corner space in the Gary Bank Building is a prime location for a coffee shop/restaurant. Although the County Court functions in this area are limited, it is still a likely location for law offices.

Medical Campus

Methodist Hospital's Northside campus in Horace Mann has been a long-time fixture in the area. With this history and its commitment to expanding its services, including the recent creation of a trauma center, a hospital campus, with Methodist Hospital as its core, would solidify its position in the neighborhood. The adjacent Horace Mann and Vohr School buildings to the west can become part of this unified campus and can be repurposed for a variety of different uses, such as office space,

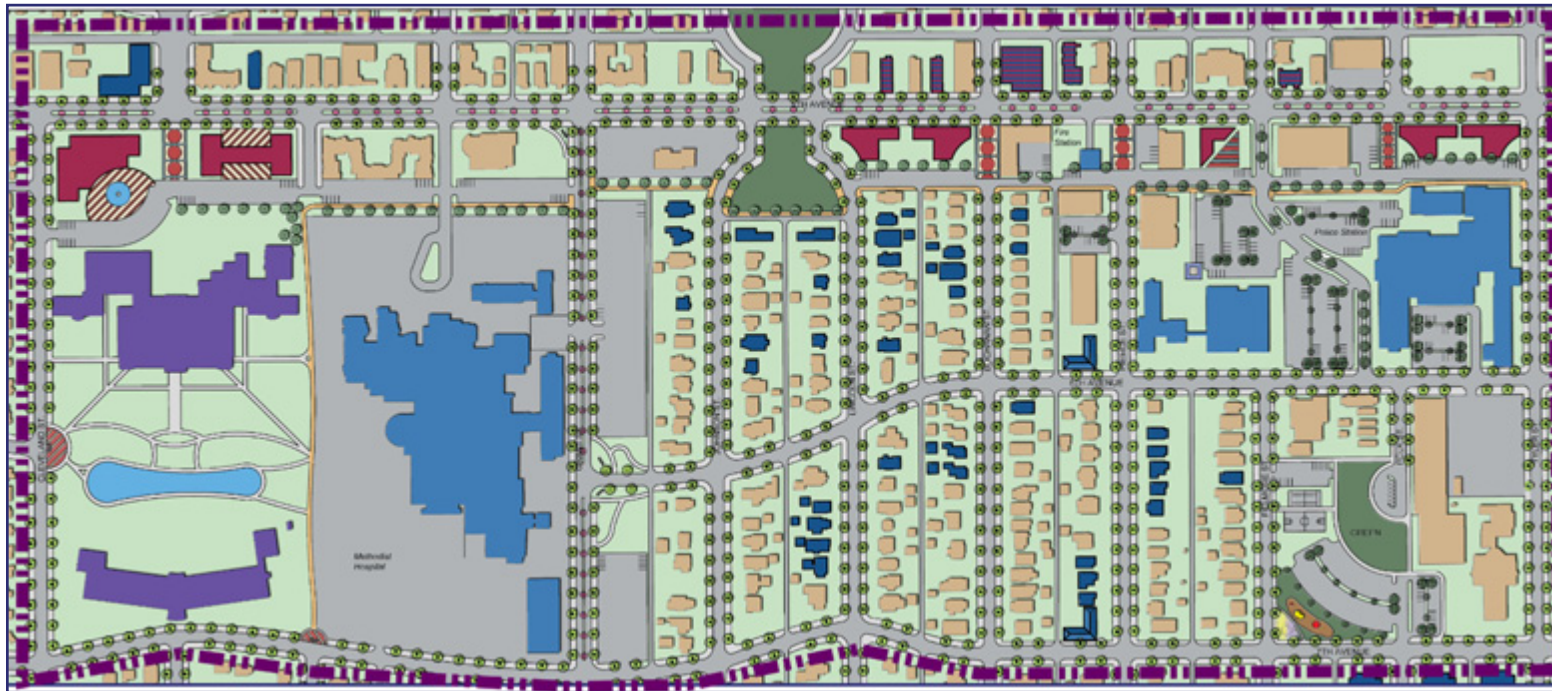
community centers, or resident housing. These items would create a more attractive setting that both hospital staff and neighborhood residents can enjoy. New infill development, with a range of retail & residential mixed-use, would complement the campus and strengthen its vitality.

GOAL

Create a unified campus setting that allows Methodist Hospital to expand its services and facilities, while remaining a vital component of the neighborhood.

MARKET OPPORTUNITIES

Methodist Hospital is being creative and aggressive in developing new programs and services that benefit all of Gary and much of Northwest Indiana. The success of these programs will drive the market for additional medical office space, housing, and support commercial activities. Vacant school buildings in the area provide an immediate opportunity to develop affordable housing for some of the lower-wage workers at the hospital. The area's greatest asset is its inventory of attractive and very affordable housing.



MEDICAL CAMPUS DEVELOPMENT CONCEPT

Industrial Districts

In the history of Gary, industrial uses, especially steel, have been at the cornerstone. As the steel industry began its decline, however, it created significant levels of unemployment and tax revenue, which in turn led to a decrease of services. In recent years, the city has been working to diversify the industrial uses in the City to create new jobs that can spur new economic redevelopment and reverse the trend of disinvestment in the City.

A variety of different industrial development types can be supported. In the southern part of the study area, larger industrial facilities can be developed. On selected blocks north of the railroad tracks, smaller, more neighborhood-focused artisanal manufacturing uses can be developed that could provide needed jobs and neighborhood identity without harming the current fabric of the neighborhoods. These sites should be marketed to new and local businesses to further promote business ownership in the area. Along the Virginia Street corridor, leading to US Steel, business and industrial support services are recommended as a buffer between the current industrial traffic and the existing residential neighborhoods.

GOAL

Establish new areas for industrial development on underutilized, strategically located land to expand employment opportunities. Where possible, encourage quality development around residential areas to promote local entrepreneurship.

MARKET OPPORTUNITIES

Light industrial uses may provide the most immediate potential for development in Gary. The areas along Virginia Street and along the railroad tracks will provide a well located alternative to the airport as land in that area continues to be developed.



INDUSTRIAL DISTRICT CONCEPTS

Civic/Stadium District

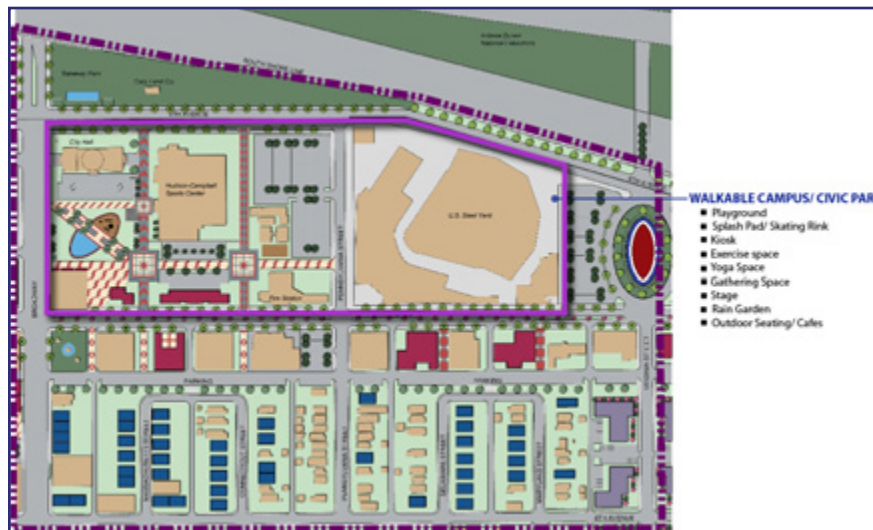
The Broadway and 5th Avenue intersection is the civic center of Gary. Just to the east, US Steelyard, opening in 2002, is one of the newest anchor developments in the study area. There is a great potential to create a unified civic center with these prominent uses as its anchors. A new civic plaza on the former Sheraton Hotel site would add a venue for larger gatherings, festivals, and events. To increase pedestrian access and safety, as well as add to the campus feeling, much of the existing street grid could be converted to linear plazas, limiting vehicular traffic and access only where necessary.

GOAL

Establish a Civic Center Campus, combining the existing civic uses with new plazas and pedestrian ways into a unified, downtown activity node. Increase pedestrian access to major downtown uses through expanded pedestrian pathways and limiting automobile traffic to the greatest extent practical.

MARKET OPPORTUNITIES

Opportunities for development of the Broadway Corridor will follow the revitalization of the Stadium/ Civic district. The renovation of some of the historic buildings in the blocks north of Eighth Street for mixed residential-commercial use provides the best development opportunity over first phase of downtown revitalization.



PROTOTYPES FOR DOWNTOWN CIVIC DISTRICT & PARK



CIVIC DISTRICT & PARK CONCEPT

River Shore Neighborhood

The Grand Calumet River is one of the largest and most historically important natural resources in Gary. However, after years of use as an industrial waterway, there has been growing interest in restoring the river into an attractive asset. A recent \$250,000 grant for river restoration has already been earmarked. As remediation efforts for the river progress, it will create new interest the area around the river. Because much of the land around the river is currently vacant or distressed, there are several opportunities to transform the area around the river into a new residential neighborhood.

This future neighborhood, dubbed River Shore, would bring a renewed focus back to the Grand Calumet River. This neighborhood is generally defined at the area north of the current South Shore tracks. The area between 2nd and 3rd Avenues would be reoriented to bring renewed focus on the river. The main component of this area would be a reorganization of the streets and frontage to allow more building frontage to face the river, with additional landscaping and buffering along the South Shore tracks. A variety of housing options would be provided to bring new vitality to the neighborhood. The land north of 2nd Avenue would be reserved for park and open space, connecting to the Gary GreenLink and Ambridge Park. With over 120 acres of new potential parkland along the river, a variety of passive and active recreation uses can be developed here.

GOAL

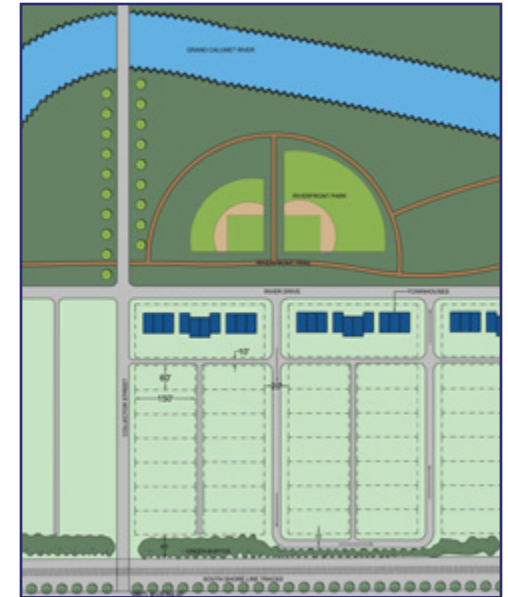
Develop a new residential neighborhood that celebrates the Grand Calumet River corridor while provided a variety of housing and recreation options for its residents.

MARKET OPPORTUNITIES

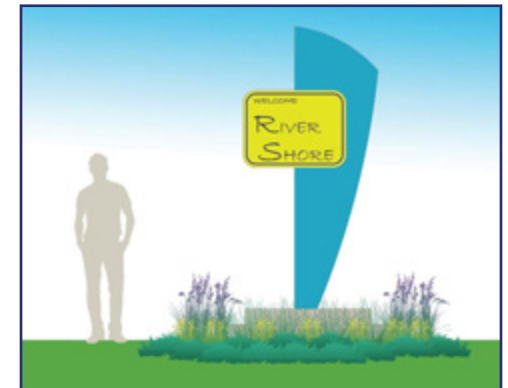
The most important aspect of the River Shore subarea is its potential enhancement for recreational use. This will provide an amenity for the City of Gary that will reinforce other revitalization efforts. Once the enhancements are in place, residential development will follow.



RIVERFRONT PARK CONCEPT



TYPICAL BLOCK REDEVELOPMENT CONCEPT



NEIGHBORHOOD ENTRY SIGN CONCEPT



URBAN DESIGN OVERLAY DISTRICTS

seven

7.1 Introduction

This chapter describes and presents a conceptual plan for each of these overlay districts. A key objective of the Overlay Districts is to achieve a desired overall organization of land uses and amenities above and beyond what would normally be prescribed. Another objective is to establish a clear direction for the area in terms of land uses and future improvements. The balance of this chapter is a description of each of the overlay districts, including their approximate size, location, existing zoning and land uses, and current development issues. In addition, each subarea plan will have a set of recommendations, which are specific to the area.

The Livable Centers Plan has identified two corridors in the study area that can benefit from the special attention and standards of an overlay district, due to their character, importance to the city, or impact on the well being and welfare of the community and region as a whole. These areas are listed below:

1. 5th Avenue
2. Broadway – 5th Avenue to IHBT railroad

The overlay districts generally consist of two different phases of development. The first phase is a detailed conceptual plan. This phase provides an overall direction for future land uses, size of development or redevelopment options and opportunities. The second phase of a subarea plan contains a specific implementation schedule and provision of necessary tools to implement the plan. Most notable among activities for this phase is the zoning update for the area. Other activities may also be included such land acquisition, establishment of an allocation area, or development of final plans for construction of the proposed improvements.

It is important to view the subareas as the starting point for some of the issues that the City faces. These include community appearance and identify transportation and congestion, land use and growth, and the long-term quality of life of the community. It will be imperative for the Town to take the recommendations of subarea plans and implement them in an orderly fashion to fully realize the potentials and take advantage of the opportunities.

7.2 5th Avenue

The 5th Avenue Overlay District extends runs east-west through the study area from Bigger Street to the IHBT railroad, a span of approximately 3.7 miles. The district is primarily focused on the 5th Avenue frontage. However, the district extends south to 7th Avenue between Cleveland and Grant Streets, and to 6th Avenue between Grant and Tyler Streets to include Methodist Hospital, Horace Mann & John Vohr Schools, and other similar uses. The district west of Bridge Street expands north to 4th Avenue. There are also multiple blocks north of 5th Avenue around the US Steelyard included in the district.

General Description

5th Avenue is the major east-west thoroughfare in the study area. Also functioning as US Highway 20, the road is a three-lane major arterial with one-way eastbound traffic through most of its stretch. The stretch west of Bridge Street has four lanes of two way traffic. Similarly, 5th Avenue becomes a six-lane road with two-way traffic east of Rhode Island Street. On-street parking is available on both sides of the road through most of the corridor.

The 5th Avenue Corridor has three distinct characters. The far western end, between Bigger Street and Bridge Street, is sparsely developed with industrial uses. The area between Bridge and Lincoln Streets is primarily residential in nature, with some commercial uses concentrated between Bridge and Ellsworth Streets. Most of this stretch remains intact today, with uses ranging from single-family uses to multi-story historic apartment buildings. From Lincoln Street to the district's end, the corridor is predominantly commercial. Commercial uses range from larger, historic structures, to small single-use structures. There are also several vacant parcels and building throughout this stretch. In the middle of the corridor is the West 5th Avenue Apartments Historic District, stretching between Taft and Fillmore Streets.

Several major institutions are located in the overlay district. Methodist Hospital, on Grant Street in the Horace Mann neighborhood, is among the oldest and largest. The Hospital is continually expanding its size and services, including recently being certified as Northwest Indiana's only Trauma Center.

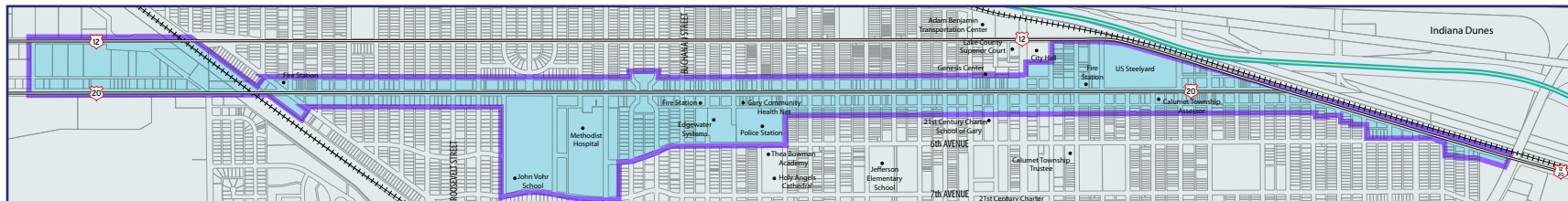


EXHIBIT 28 - 5TH AVENUE OVERLAY DISTRICT

Several different institutions are found in Downtown. On either side of Broadway along 4th Avenue is City Hall (on the east) and a Lake Country Courthouse (on the west.) Further east is US Steelyard, a minor league baseball stadium.

Zoning

There are two distinct zoning characters in the 5th Avenue Corridor. The residential areas – generally between Ellsworth Street and Lincoln Street – are mostly R-5 (Multiple-Family Dwelling District) on the north side of 5th Avenue and R-2 (One-Family Dwelling District) on the south side. There is no limit to the overall number of dwelling units per lot in a R-5 zone, as long as the underlying requirements for lot size, building coverage, dwelling unit size, and floor area ratio are met. Much of the rest of the corridor is a mixture of retail zoning. Two exceptions occur around the Broadway/5th Avenue intersection. The blocks housing the Genesis Center and [Recreation Center] are currently zoned M1-1 (Limited Manufacturing District, though some civic and large recreation and arena uses are allowed as special uses.) Much of the US Steelyard area is officially zoned as R-6 (Multiple-Family Dwelling District.)

Development/Redevelopment Issues

From Gary's founding, 5th Avenue has functioned as the City's primary east-west corridor. Since 19XX, however, 5th Avenue through the study area has been modified to handle one-way traffic eastbound, with 4th Avenue being the companion street for westbound traffic. Because 5th Avenue is also a major highway (US Highway 20), this introduced a large amount of truck traffic through the area. This brings a large amount of noise pollution and emissions that detract from the overall environment. While there are traffic measures to mitigate this impacts, such as restricting truck to the center lanes, these are often disregarded and inconsistently enforced.

Although some newer development has occurred in the overlay district, many of the existing buildings are older and may require significant remodeling or rehabilitation to bring them up to modern standards. Beginning in the spring of 2013, the City has partnered with XXX to develop a community-driven GIS data depository, garymaps.org. The data collected from residents and volunteers include building condition, occupancy, and use. While this is useful data to use to determine physical building conditions, it is insufficient in determining the suitability for modern development and uses. Further study may be needed to identify buildings that are in good condition, but need significant modernization to make them attractive for new uses.



MEDICAL CAMPUS CONCEPT



WEST GATEWAY DEVELOPMENT CONCEPT



EAST GATEWAY CONCEPT

Recommendations

With the high level of institutional uses, plus a plethora of historic buildings, the recommendations in the 5th Avenue Overlay District aim to build on these resources to create a unified “Main Street” identity to the corridor and neighboring uses.

- 1. *Establish a Medical Campus*** centered around Methodist Hospital. To help create an attractive campus setting, the blocks around the hospital building can be consolidated to create a walkable campus setting. This could include closing Garfield Street between 5th & 7th Avenues, and redeveloping the space between Horace Mann and Vohr Schools into parkland. For the 5th Avenue frontage, new development for hospital expansion, as well as supporting retail/office mixed-use buildings, can be incorporated. Included in this expanded campus would be new housing options for both existing residents and hospital workers. Options for new housing could include:
 - Rehabilitation of Horace Mann High School building into apartments.
 - Infill housing on vacant parcels.
- 2. *Develop Western Gateway with larger scale business and service uses.*** Uses in this area should promote a higher-tech nature, including state-of-the-art warehousing and distribution facilities, high-tech research park, and complementary office and retail uses to support these functions. A large gateway treatment, with intensive public arts and landscape, should be the centerpiece to serve as a major entry point and provide a modern identify to the development.
- 3. *Develop Eastern Gateway with public arts and landscaping.*** The East Gateway can serve as an enhanced entry point to the neighborhoods and the city for westbound travelers and those coming off of Interstate 65.
- 4. *Promote new mixed-use development*** as a means to provide new services and amenities to residents. In particular, the section from Tyler Street east through the Emerson neighborhood should receive special focus to attract new development to complement US Steelyard, Genesis Center, and other Civic uses Downtown.

5. **Work with INDOT to transform 5th Avenue into a Complete Street.** Complete streets allow for a variety of travel modes, both vehicular and pedestrian. First and foremost among the conversion efforts would be to return 5th Avenue to two-way traffic. By utilizing the existing on-street parking area, this could be accomplished without any road widening. While the existing right-of-way is limited along 5th Avenue (generally 80'), there would still be ample room to introduce new landscaping, sidewalks, public plazas, and bike lanes to the corridor. The City should work to develop a plan to bring the most needed improvements to 5th Avenue and implement them within the existing right-of-way. Similarly, the City should work with INDOT to reroute truck traffic away from 5th Avenue to increase pedestrian safety.
6. **Identify unnecessary intersections and convert them to public parks.** Reducing the number of intersections would help improve traffic flow and protect the safety of the surrounding neighborhoods. Where intersections are closed, pocket parks and plazas can be developed to provide better pedestrian access throughout the surroundings areas. In commercialized areas, the rear portion of these areas could also be used for off-street parking areas to support increased development.
7. **Join Indiana Main Street Program** and implement its marketing program to build the corridor as a major activity center.
8. **Market 5th Avenue to other organizations** for office relocation to strengthen Downtown civic core. Examples could include the Chamber of Commerce, other civic groups, educational institutions, and others.
9. **Preserve existing historic buildings.** There are several historic buildings in the overlay district, including those in the West 5th Avenue Apartments Historic District. However, the current condition and occupancy of these buildings can be widely varied. Using the City's GIS data, the existing historic buildings should be evaluated to determine preservation strategies.



COMPLETE STREET CONCEPT



CIVIC PLAZA CONCEPTS

10. **Develop a civic park** with facilities such as a memorial plaza, performance stage, pedestrian paths, outdoor seating, and other amenities to accommodate both residents and workers in Downtown, as well as large gatherings and festivals. While the primary focus of the park should be for pedestrian access and traffic, major passageways should be designed to allow vehicular movement and parking on an as-needed basis.
11. **Develop architectural guidelines** that complement the existing feel of the district. With a plethora of historic districts and buildings in and around the district, new development should be designed with complementary materials to blend in with its surroundings. Brick and masonry materials should be favored, while the use of steel and glass should be tempered so as to not dominate the building form. The West Gateway area, due to its location and proposed uses, can incorporate more modern materials and design forms as a cutting-edge modern business and research development.
12. **Provide incentives** in the form of development bonuses or credits, reduction in the amount of parking, tax abatement, etc. to encourage the development of mixed-use, pedestrian friendly developments, creation of public spaces and installation of public arts and other amenities, higher intensity development and sustainable development in the design of the site and buildings. Dedicate a percentage of incentives for development and installation of public arts in the corridor.
13. **Encourage public arts** and monuments prominently displayed in new developments and in connection with public spaces. These spaces can include not only the project sites discussed here, but throughout the corridor as neighborhood entry markers and parklet enhancements.
14. **Foster a vibrant, well-defined Downtown** that offers a range of activities and services to sustain all day activities. This could include the development of arts and entertainment facilities and businesses for night activities and family related businesses such as health and fitness services, personal care business, galleries, and others that could support day traffic.

15. **Promote and market Downtown** as a destination place for local and visitors by offering a variety of activities for the youth, families, and visitors with a variety of programming and places to play, gather and facilities for healthy entertainment.
16. **Provide a concentrated mix of shopping, dining, and services:** Use a variety of public and private sector land uses, programs, and activities to appeal to a diverse group of residents and visitors, encouraging repeat visits to Downtown.

7.3 Broadway

The Broadway Overlay District extends runs north-south through the study area from 5th Avenue to the IHBT railroad right-of-way south of 8th Avenue, a span of approximately 0.5 miles. The district is generally encompasses a full block on either side of Broadway.

General Description

Broadway is the major north-south thoroughfare in the study area. Also functioning as Indiana Highway 53, the road is a four-lane major arterial with on-street parking throughout the corridor.

Much of this portion of the Broadway corridor is part of the Gary City Center Historic District. The Overlay District area is almost exclusively commercial and office in nature. Several historic buildings remain standing, but can vary widely in condition and occupancy. Two major governmental office are found in the Broadway Overlay District. A newer building at 661 Broadway houses multiple state and country office. Several Gary city offices are also found at 839 Broadway in the former Sears building.

Zoning

The Broadway frontage and the western side of Massachusetts Street in this Overlay District is almost exclusively zoned B-2 (General Retail District). The one exception is the northwest corner of Massachusetts Street and 8th Avenue, which is zoned B-5 (Wholesale and Motor Vehicle District) but currently sits undeveloped. The eastern frontage of Washington Street is also zoned B-5. B-2 zones allow for most accepted retail uses in the City, with additional provisions for mixed-uses in most cases. B-5 zones generally include all of the approved B-2 uses, and also include several auto-oriented service uses, such as service and repair stations. Some limited manufacturing/production uses are also allowed in B-5 zones.



DOWNTOWN SCENE CONCEPT

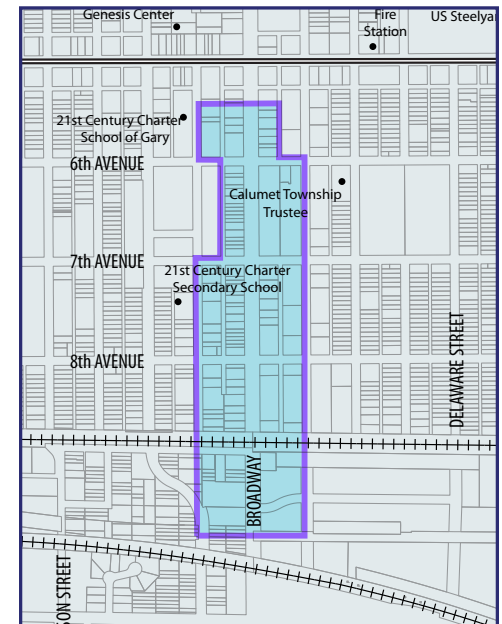


EXHIBIT 29 · BROADWAY OVERLAY DISTRICT

Development /Redevelopment Issues

From Gary's founding, Broadway has functioned as the City's primary north-south corridor. Particularly in this overlay district – part of the original Gary land subdivision – there are a plethora of historic, multi-story buildings. However, the condition and occupancy of these buildings vary widely. As with 5th Avenue, there may be a need to use the recently compiled GIS data to better define a list of buildings that are the best candidates for reuse and modernization. Despite the age of many buildings, many can be candidates for modernization and adaptive reuse. The recent opening of a bank branch and data center at the former Gary State Bank Building (504 Broadway) is a prime example of repurposing an older, historic building.

Recommendations

- 1. *Preserve existing historic buildings.*** There are several historic buildings in the overlay district. However, the current condition and occupancy of these buildings can be widely varied. Using the City's GIS data, the existing historic buildings should be evaluated to determine preservation strategies.
- 2. *Promote new, high-quality mixed-use development*** as a means to provide new services and amenities to residents. Residential uses should be promoted in new developments to increase the vibrancy of the district.
- 3. *Expand parks and open space, particularly around major institutions.*** Improvements such as pedestrian paths, increased landscaping, rain gardens, and community gardens are examples of the types of new open space amenities that can be developed. Where possible, these amenities should be established as an extension of existing parks that are either within or bordering the district.
- 4. *Develop a pedestrian trail on the IHBT right of way.*** This trail, located on an elevated embankment, could connect westward to East Chicago and eastward to Marquette Park and the Indiana Dunes. In conjunction with the trail, connections and entry points should be located at existing parks where appropriate, as well as providing access to the existing Gary GreenLink trail. Supporting and complementary uses, such as green energy structures, should also be considered where feasible.

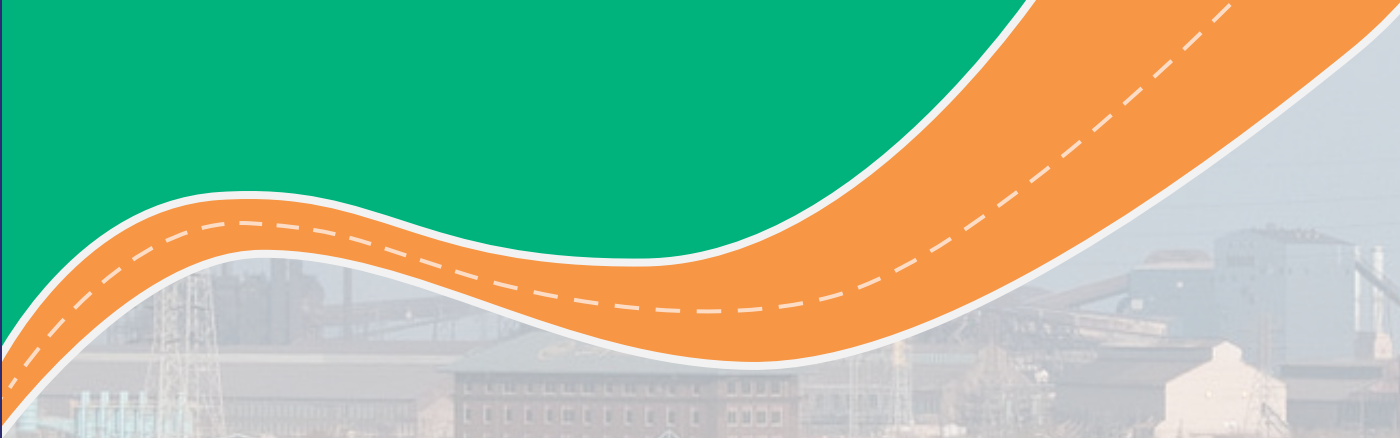


CHICAGO'S BLOOMINGDALE TRAIL, BUILT ON AN ABANDONED ELEVATED RAILWAY, CAN BE A MODEL FOR A TRAIL ON THE IHBT RIGHT-OF-WAY

5. **Develop gateway treatments** as a method to delineate and highlight the district at various entry points. The Bridge south of 9th Avenue (as part of the IHBT right-of-way), already slated for removal as part of an INDOT reconstruction of Broadway, would provide a particularly unique venue for a neighborhood gateway entry feature.
6. **Create mid-block pedestrian paths and connections to major and supporting uses.** In particular, pathways connecting to schools should be given high priority.
7. **Develop strategies for the transitional use of vacant lots.** Whether for single lots, or larger areas of vacant land, strategies for temporary or transitional uses should be indentified and implemented to reduce the appearance of blight while a suitable redevelopment opportunity is found.
8. **Provide incentives** in the form of development bonuses or credits, reduction in the amount of parking, tax abatement, etc. to encourage the development of mixed-use, pedestrian friendly developments, creation of public spaces and installation of public arts and other amenities, higher intensity development and sustainable development in the design of the site and buildings. Dedicate a percentage of incentives for development and installation of public arts in the corridor.
9. **Encourage public arts** and monuments prominently displayed in new developments and in connection with public spaces. These spaces can include not only the project sites discussed here, but throughout the corridor as neighborhood entry markers and parklet enhancements.



MID-BLOCK CONNECTION CONCEPT



IMPLEMENTATION

eight

The preceding chapters of this Plan help form the basis for determining future land use needs and provide a narrative and explanation for the Future Land Use Map for the three neighborhoods. At several public meetings, the residents agreed that the greatest strengths in these neighborhoods are the community character and the desire of the residents to maintain a sense of community. These aspirations have given rise to the need for a systematic implementation process where success can be realized in an orderly process.

This chapter highlights a list of the major Action Steps and specific activities that the City should pursue in its efforts to revitalize the three neighborhoods. These steps were initially identified in different sections of the Plan. In the implementation process, the following criteria were utilized to identify priorities:

1. Desired results in desired timeframe
2. Support from responsible parties
3. Conflict with, or duplicate, existing projects and efforts
4. Implementation feasibility
 - a. Plan timeframe
 - b. Financial resources
 - c. Staff resources
5. Financially viable and sustainable

Maintain Related Plans

Some of the actions listed in the tables require further actions to be implemented. As part of this planning process, the City also adopted a Subarea Plan for two different districts. It is critical that these subarea plans also be consulted when making zoning and land use decisions. Further, the Plan recommends development and completion of other studies and plan for several districts. For instance, the short term action "Develop a TOD Plan" will include a number of specific steps, such as land acquisition, finding development partner, creating appropriate zoning districts, etc. These steps are critical components of this Plan and should be fully understood and processed in subsequent efforts.

Revisions to the Plan

The Livable Center Plan should be updated periodically (minor review every one to two years, major reviews every five years) in order to be responsive to new development trends and budgetary constraints. As the City and these neighborhoods rebound, the Plan goals, land use information, population projections, and other related data should be reviewed and updated to maintain the Plan as a valid guide to the growth and development of the neighborhoods.

Summary of Implementation of Action Steps

The Livable Center Plan identifies a series of Implementation Actions Steps under each goal. These action steps are discussed in 0-5, 5-10 and 10 years and beyond time period to emphasize that the plan invites revitalization in an orderly process. There are also some actions that may take longer, but can be started during the implementation period and continued beyond the identified period. For example a realistic and appropriate phasing strategy recognizes that acquisition of certain properties - especially large and active ones - may take time to occur. It is important to review this Implementation Plan on a regular basis to ensure that the Action Steps are up to date and continue to serve the City's future revitalization and land use planning needs. In addition, some initial public investment will be necessary first before private investments will take hold. Such public investments, however, must be planned and made available as private investments become ready.

An important step toward the Plan implementation should be the identification of plan elements that can be considered "catalytic" projects that would begin to address desirable land-use mix and development opportunities in the neighborhoods. Many such projects are identified in the plan for the first phase of implementation; but, market and social conditions often change. Such changes will require revisiting the plan objectives and perhaps adjusting the direction. In doing so, it is highly important that the City identifies certain elements as critical to the revitalization of the City. These elements must be given primacy in all land use and development policy decisions. The following lists these highly prioritized initiatives:

1. Establishment of regulatory structure to promote mixed uses and green infrastructure and will promote the sense of a place should be incorporated in any actions takes for the neighborhoods.
2. Establishment of a Civic District for Downtown with the overall goal of a revitalized Downtown.
3. 4th and 5th Avenue reconfiguration, with the eventual desire of turning 4th Avenue into truck traffic and make 5th Avenue a pedestrian friendly corridor.
4. Establishment of the Medical District as a vehicle to revitalize the Horace Mann neighborhood.
5. Creation of east and west gateway districts with ample amenities and clean character and feel.
6. Transformation of dormant blocks and sites to modern industrial uses which support local jobs and improve the traditional sense of the neighborhoods.

7. Streetscape and transportation enhancements should be integrated into any development or neighborhood revitalization efforts as such activities lay the foundation for a new framework for the neighborhoods.
8. Public improvements, including those for green infrastructure, should be tied to specific private investments so the infrastructure improvements necessary to make different projects happen can be accommodated on demand.
9. Finally, 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 initiatives and projects are tied to the street grid 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 new housing along the Grand Calumet River is equally valid as a new office building in Downtown, as long as the project is supported by market needs and trends.

The tables on the following pages show the proposed timeline for the action steps in this plan. Objectives that do not include specific action steps are assumed to be on-going throughout the life of the plan.

	ACTIVITY	TIMELINE		
		0-5	5-10	10+
LAND USE				
1. Target Development Around Neighborhood Assets				

Objectives & Actions	1	Drive development in the western gateway area and around Gary-Chicago International Airport.			
		• Focus beautification, demolition, and blight elimination at city entrances.	←	→	
		• Improve inventory of publicly-owned parcels through site assembly.	←	→	→
		• Standardize incentive packages and market them.	←	→	→
		• Prioritize and seek funding for infrastructure reinvestment.	←	→	→
	• Install gateway signage and fund improvements to lighting.		←	→	
	2	Spur medical district development in the Horace Mann area, focused on campus-style development.			
		• Partner with Methodist Hospital to develop an employer-assisted housing model, including both rehab of existing homes and new construction.	←	→	→
	3	Focus on transit-oriented development in Downtown Gary, on Broadway, and near Gary Metro Center.			
		• Partner with NICTD and GPTC to develop a plan to modernize/reconstruct Gary Metro Center and South Shore station.	←	→	→
		• Offer incentives through TIF, facade programs, and grant funding to encourage retail development to support Metro Center customers.		←	→
		• Modernize parking structures and zoning regulations to allow for more consistent pedestrian traffic downtown.	←	→	→
	4	Redevelop the residential neighborhood south of the Grand Calumet River (Rivershore).			
		• Focus and prioritize blight elimination and demolition in the neighborhood.	←	→	→
		• Revise zoning to encourage development of larger lot sizes.	←	→	→
		• Increase open and public space along the Grand Calumet River.			←
	• Create pedestrian connections between open space, Gary Green Link, parks, and housing.		←	→	

2. Increase Density and Mixed-Use Development

Objectives & Actions	1	Update and enforce Gary's smart growth ordinance and link regulations to the zoning code.			
		• Review existing zoning code.	←	→	
		• Create overlay districts that emphasize shared parking facilities.	←	→	
		• Actively promote and encourage live-work spaces and smart growth aspects of existing city regulations.		←	→
	• Establish an incentive program, using TIF or other city funds, that reward mixed-use and sustainable development.	←	→	→	
	2	In cooperation with anchor institutions (Methodist Hospital, health care providers, Gary Housing Authority, etc.), create a plan for infill housing on stable blocks.			
		• Target demolition and blight remediation to stabilize neighborhoods in high-occupancy residential areas.	←	→	→
		• Partner with Lake County Landbank Authority to assemble sites on major thoroughfares.	←	→	→
		• Concentrate medical offices and supporting facilities along 5th Avenue to create a connection between Methodist Hospital, municipal public safety facility, and health department.		←	→
		• Identify a CDFI or other financial institutions to take the lead in housing development and offer support through HUD funding, TIF funding, and other resources as they are available.	←	→	→
	3	Create zoning overlay districts along 5th Avenue and Broadway to foster accessible, quality development. (On-going)			

ACTIVITY	TIMELINE		
	0-5	5-10	10+

3. Foster Adaptive Reuse and Historic Preservation

Objectives & Actions	1	Invest in the preservation and adaptive reuse of the district's viable, remaining historic structures.			
		• Support the use of historic preservation tax credits through local matches and identification of developers versed in using them for projects.	←	→	→
		• Create an inventory of historical assets in the Horace Mann, Downtown, and Emerson neighborhoods.	←	→	
		• Offer incentives through TIF, facade programs, and grant funding to encourage adaptive reuse of buildings.		←	→
	2	Coordinate with partner agencies, such as the Lake County Landbank Authority, to gain site control of targeted structures.		←	→
		For historic structures that are no longer viable, pursue creative reclamation of their historic elements.			
		• Build on existing deconstruction program to facilitate the use of building materials from obsolete buildings in redevelopment projects.		←	→
		• Coordinate with partner agencies, such as the Lake County Landbank Authority, to gain site control of abandoned buildings.	←	→	→
		• Pursue both public and private funding to finance the costs of property acquisition, restoration, and deconstruction.		←	→
		• Where possible, reinforce facades of historic buildings such as Methodist Church, Gary Union Station, and Memorial Auditorium to create unique cultural attractions (ruins gardens.)		←	→

4. Make Downtown Vibrant

Objectives & Actions	1	Create zoning overlay districts that foster accessible, quality development.			
		• Encourage shared parking and adjust parking regulations to increase the use of shared facilities.	←	→	
		• Focus development guidelines to leverage the Gary Metro Center as a TOD opportunity.			←
	2	Create a walkable Civic Center Campus.			
		• Consolidate public offices and agencies in the footprint of the Civic District.	←	→	→
		• Implement plan for a public space on the site of the former Sheraton Hotel.	←	→	
		• Develop incentives, like facade grants and TIF funding, to encourage businesses to locate downtown and concentrate professional offices and complementary services.	←	→	
		• Connect Gary Metro Center, City Hall, Lake County Courthouse, Hudson-Campbell, Centier Bank building, Frank O'Bannon building, US Steeleyard, and ArtHouse through signage, consistent design elements, and the Civic Center designation.	←	→	→
	3	Promote Downtown outdoor events and arts activities through partnership building, public space development, and community organizing.			
		• Support municipal initiatives like Food Park that utilize public spaces downtown and reinforce downtown as a viable place for business and recreation.	←	→	→
		• Increase programming on the former Sheraton site.	←	→	→
		• Establish Wi-Fi hotspots in strategic downtown locations.	←	→	→
	4	Pursue funding for green infrastructure, landscaping, and beautification concentrated in the Downtown area and on main corridors. (On-going)			
	5	Support ongoing food truck development in Downtown Gary through marketing, infrastructure reinvestment, and a revision to city ordinances.			

ACTIVITY	TIMELINE		
	0-5	5-10	10+

MOBILITY

1. Update Neighborhood Infrastructure to Include Multi-Modal Transportation

Objectives & Actions	1	Leverage GPTC and the South Shore Line as assets that drive transit-oriented development through project coordination and infrastructure reinvestment.			
		<ul style="list-style-type: none"> Work with GPTC to maintain and develop a strong presence in the region and provide service to job centers. Cooperate with GPTC to implement recommended elements of the Livable Broadway Plan, including green oases. Continue to build trails and implementing the Gary Green Link connecting downtown and GPTC to other neighborhoods. 	←	→	
	2	Complete the Gary Green Link trail in the study area through right-of-way acquisition, trail design, pursuit of public and private funding, and trail construction and maintenance. (On-going)			
		Develop a citywide Bicycle and Pedestrian Plan that identifies a preferred network for cyclists and walkers to travel safely and efficiently through the city's streets, sidewalks, and trails.			
	3	<ul style="list-style-type: none"> Identify safe routes and preferred networks for cyclists and walkers. Study feasibility of development a cross-town elevated trail using former IHB tracks. Add bicycle parking code requirements for new developments along major cycling corridors and activity centers. Incorporate data from both the Gary Green Link and regional bike networks to build on existing plans. 	←	→	
			←	→	

2. Improve road connections and safety

Objectives & Actions	1	Work with INDOT and NIRPC to study feasibility of truck traffic along 4th Avenue.			
	2	Work with INDOT to study options for two-way traffic and complete street design elements.			
	3	Manage access points and reduce curb cuts to the extent practical on major corridors, particularly those on Broadway and 4th and 5th Avenue.			
	4	Install traffic calming in areas with heady pedestrian traffic.			
	5	Modernize traffic lights and signage according to MUCTD, FHWA, FTA, and USDOT guidelines.			

3. Create a well connected environment for pedestrians

Objectives & Actions	1	Create a sidewalk maintenance and improvement plan, emphasizing major activity centers and ADA compliance.			
		<ul style="list-style-type: none"> Pursue additional funding to expand the city's sidewalk network and improve & repair existing city's sidewalks. Implement the City's comprehensive Safe Routes To School plan by applying for federal funding through NIRPC and identifying local match. 	←	→	
		<ul style="list-style-type: none"> Offer incentives through TIF, facade programs, and grant funding to encourage adaptive reuse of buildings. Adopt an ordinance requiring all new construction to prioritize ADA compliance and sidewalk improvements. 			
	2	For historic structures that are no longer viable, pursue creative reclamation of their historic elements.			
	3	Invest in the preservation and adaptive reuse of the district's viable, remaining historic structures.			
	4	For historic structures that are no longer viable, pursue creative reclamation of their historic elements.			
			←	→	
			←	→	

ACTIVITY	TIMELINE		
	0-5	5-10	10+
INFRASTRUCTURE			
1. Capitalize on Fiber-Optic Capacity as Essential Utility Infrastructure			

Objectives & Actions	1	0-5	5-10	10+
	Capitalize on Gary's location along a planned fiber-optic cable corridor.			
	<ul style="list-style-type: none"> Identify where dark fiber is located and include that data as essential in all future infrastructure planning. Actively market high-quality fiber-optic infrastructure and capacity to developers and recruit businesses that are technology-based. 	←	→	→
2	Explore feasibility of community-based broadband service. Support new and existing businesses that advance accessibility to broadband and take advantage of fiber-optic infrastructure assets.			
3	<ul style="list-style-type: none"> Establish high-speed Wi-Fi hot spots in public spaces and municipal buildings. In partnership with local institutions and the Gary Public Library, institute training and programs where residents can increase their tech literacy. 	←	→	→

2. Prioritize Sustainable Development

Objectives & Actions	1	0-5	5-10	10+	
	Update and enforce the City's Smart Growth Ordinance, and integrate it into new zoning and land use planning. Integrate natural and mechanical treatment systems into new development.				
	<ul style="list-style-type: none"> Update city ordinances to incentivize the use of green infrastructure, energy-efficient building design, etc. Implement green streets and alleys where feasible. Establish a tree fund for new development. 	←	→	→	
3	Institute low-impact, sustainable development and green utilities as policy for new development and infrastructure reconfiguration. <ul style="list-style-type: none"> Convert vacant lots into green infrastructure installation through the City's Vacant 2 Vibrant and Grey 2 Green programs. Utilize Hardest Hit Fund demolitions to install low maintenance green infrastructure until the land can be assembled for substantial development or residential/commercial use. Consider removing underutilized roads on blocks with high vacancy and low traffic. Provide a sustainable development guide to assist homeowners, builders, and developers in the design and building process. 	←	→	→	

ACTIVITY	TIMELINE		
	0-5	5-10	10+

DEVELOPMENT

1. Develop Strong Partnerships for Revitalization

Objectives & Actions	1	Partner with local developers and CDFI's to develop infill housing projects and community facilities.			
	2	Work with local businesses to institute a strong local employer assisted housing program through assembly, marketing, incentives, partnership building, infrastructure			
	3	Continue and expand grassroots blight elimination efforts like Blight Busters and the 5x5x5 program, linking them with the Mayor's Office of Constituent Services and maintenance of the 311 system.			
	4	Organize a business improvement district task force to help market, organize, and finance events and arts development in Downtown.			
	5	Connect programming and amenities in public parks with resident needs.			

2. Link Creativity and the Economy

Objectives & Actions	1	Promote Downtown outdoor events and arts activities through partnership building, public space development, and community organizing. <ul style="list-style-type: none"> Organize walking tours and street festivals that promote the community. Program the Civic District (live music, food park, etc.) at lunch hours and off-business hours. Identify funding for public art installations. 			
	2	Support cultural and historic institutions and seek additional development opportunities through further research and marketing, utilizing community anchors like the Gary Public Library, Indiana University Northwest, and ArtHouse.			

3. Prioritize Vacant Property Management and Redevelopment

Objectives & Actions	1	Continue to collect, manage, publicize, and analyze property data to help guide the City's efforts toward site acquisition, demolition, aggregation, and redevelopment.			
	2	Improve the City's property inventory.			
		<ul style="list-style-type: none"> Coordinate with partner agencies, such as Lake County and the Lake County Land Bank Authority, to establish site control of priority structures and properties for redevelopment in the study area. Through public-private partnerships, pursue public and private funding to finance the hard and soft costs of property acquisition, restoration, deconstruction, and remediation. Actively market shovel-ready sites and buildings in the municipal inventory for redevelopment. Create larger lot sizes for impact development along the main corridors through site assembly, re-platting, funding demolition, and removing excess infrastructure. 			
	3	Finance the demolition of vacant and blighted structures in the area through public and private funding sources, starting in areas with the highest redevelopment potential.			
	4	Update the City's land use map to advance progressive development as a prerequisite for modern zoning standards.			
	5	Pilot urban agriculture projects on vacant residential sites.			
		<ul style="list-style-type: none"> Establish partnerships with local entrepreneurs and public agencies. Prepare a targeted list of sites most viable for interim urban agriculture. Update ordinances and municipal approval processes to encourage urban agriculture. 			

ACTIVITY		TIMELINE			
		0-5	5-10	10+	
INFRASTRUCTURE					
1. Embrace Livable Communities Design					
Objectives & Actions	1	Offer incentives through TIF, facade programs, and grant funding to encourage retail development and improve the aesthetic appeal of main corridors. Ensure all development meets ADA and Title VI guidelines.			
	2	• Update and revise city ordinances.	←-----→		
		• Create a plan that prioritizes accessibility to modernize all public facilities, including City Hall, Hudson-Campbell, and parks.		←-----→	
2. Create Arrival Zones					
Objectives & Actions	1	Establish prominent gateways at all entry points, 4th and 5th Avenues on east and west, Toll Road, Broadway, Buchanan Street, and Martin Luther King Drive.	←-----→		
		• Focus demolition and blight elimination at the City's entrances and areas visible from main thoroughfares and the Toll Road.		←-----→	
		• Fund the development of gateway signage, landscaping and lighting.		←-----→	
	2	Help integrate public art at gateways where possible by coordination with local education and arts institutions.		←-----→	
		• Fund local artists to create and maintain murals and other street art in public places.		←-----→	
		• Institute public arts dedication for new developments.		←-----→	
• Restart the City Beautification Commission to help implement physical improvements, organize block clubs and business organizations, and maintain greenways.			←-----→		