



TOWN OF HIGHLAND

KENNEDY AVENUE CORRIDOR PLAN

OCTOBER 2016



ACKNOWLEDGEMENTS

THE TOWN OF HIGHLAND AND DESIGN TEAM APPRECIATES ALL OF THE RESIDENTS, BUSINESS OWNERS, ELECTED OFFICIALS AND OTHER PROJECT STAKEHOLDERS WHO DEVOTED THEIR VALUABLE TIME TO PARTICIPATE IN THE DESIGN PROCESS TO MAKE IT REFLECTIVE OF THE COMMUNITY. AS SUCH, THE PLAN ACKNOWLEDGES THE FOLLOWING INDIVIDUALS AND ORGANIZATIONS WHO PARTICIPATED:

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Photo 1-1. Kennedy Avenue at Historic Town Theater

INTRODUCTION

PROJECT OVERVIEW

PREVIOUS PLANS

HIGHLAND'S LIVABLE CENTER

PROJECT OVERVIEW

In 2015, the Town of Highland, Indiana Redevelopment Commission (the “Commission”) worked with the Northwestern Indiana Regional Planning Commission (NIRPC) to obtain a Creating Livable Communities’ Grant for developing a transportation and land use development plan along the Kennedy Avenue corridor between LaPorte Street and Ridge Road and bounded to the west by the Erie-Lackawanna Trail. In addition to developing preliminary streetscape and pedestrian facility design, the project intends to outline a planning process to assist and guide the Town of Highland (the “Town”) in developing an Arts & Cultural District within the project area.

As downtown Highland, along Highway Avenue remains successful, available developable land will become more and more limited and downtown growth will focus north along Kennedy Avenue. While Highway Avenue provides an aesthetic and safe setting for pedestrians and motorists, Kennedy Avenue is currently a major arterial roadway that serves a large portion of Lake County commuter traffic. The high volumes of traffic, often at speeds above posted maximum, along with the lack of sufficient parking and pedestrian connectivity limit the development potential of the project area.



Photo 1-2. Project Area

PROJECT AREA

The project area is roughly 42 acres along the Kennedy Avenue corridor on the east, LaPorte Avenue to the north, Ridge Road to the south and the well-traveled Erie-Lackawanna Trail to the west (Photo 1-1). The project area extends west of the railroad tracks, along the LaPorte Street right-of-way, to investigate potential transportation links to the Ultra Plaza, the commercial, retail and service complex.

The project area includes and is adjacent to Highland's Central Business District (from 1st Street to 5th Street on Highway Avenue). The project area includes a 4.3 mile major regional pedestrian and bicycling route (Erie-Lackawanna Trail, connecting Hammond/Whiting to Crown Point, IN). Two major arterial routes (Kennedy Avenue and Ridge Road).

The cultural and historic focus of the project area is the Town Theater. Currently owned by the Commission and in the process of restoration, the Town Theater will serve as a catalyst for the vision of an Arts & Cultural District for the Town.

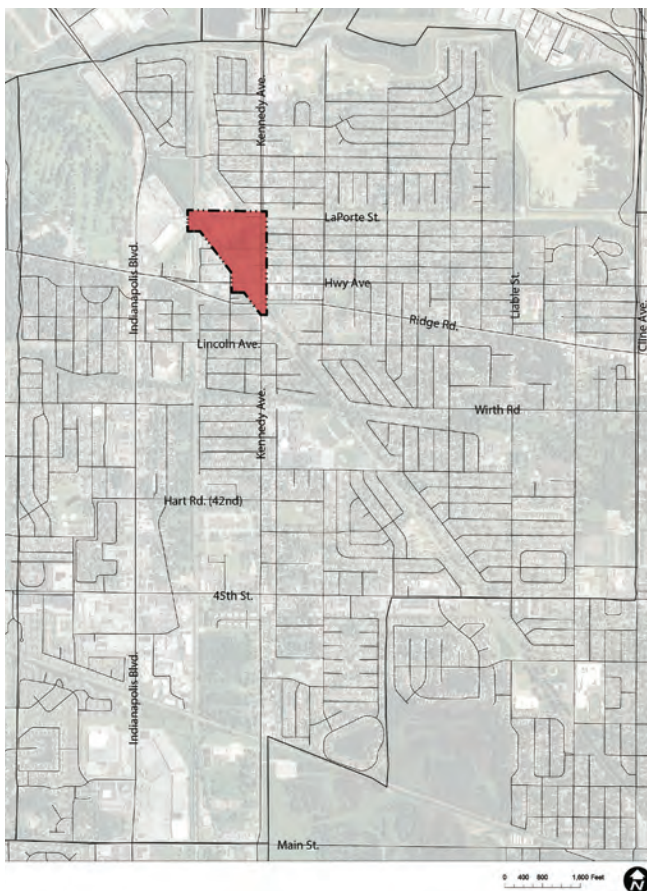


Photo 1-3. Project Context Area

PROCESS

Throughout the project, the design team and Redevelopment staff met with stakeholders, elected officials and the general public to solicit input on the project area and feedback on analysis and design alternatives. The project kicked off on February 13, 2015 with a meeting including the Town, Indiana Department of Transportation (INDOT), NIRPC and the design team to discuss the overall project and expectations.

On March 19, 2015, the Commission hosted an Informational Gathering Session to engage community members on visions and needs for the project area and the Town as a whole.

Site analysis and design alternatives were presented by the design team at a public workshop on July 21, 2015. Following the presentation, the public participated in an interactive exercise to develop streetscape typologies and non-motorized connectivity enhancements within the project area. Land use and development focus areas were identified through this infrastructure planning exercise.

Following the July meeting, the Commission engaged the public through a community-wide survey to gather feedback on items on demographic, transportation, economic and social needs which focused on the proposed Arts & Cultural District.

Summaries of meetings and surveys can be found in the Appendix C of this report.

PREVIOUS PLANS

SEH reviewed the recent 2006 Redevelopment District Comprehensive Plan (2006 Comprehensive Plan) and the 2009 Supplement to the Highland Municipal Code; Section 214.180: RD-Redevelopment District (2009 Design Standards) as part of the initial project analysis phase. These studies inform an initial vision, goals and concepts for the area previously adopted by the Town.

2006 COMPREHENSIVE PLAN

The Town identified its original Downtown Redevelopment Area in 1997, and has expanded on several occasions. Based along Kennedy Avenue from the northern town limits at the Little Calumet River to its southern boundaries at Lincoln Avenue. The plan below (Photo 1-4), was developed as part of the 2006

Comprehensive Plan. Key elements of the plan include the relocation of Town Hall near Kennedy Avenue and Highway Avenue, mixed-use infill redevelopment along Kennedy Avenue, and a new senior center complex with public open space near the Erie-Lackawanna Trail (between Condit Street and Garfield Avenue).

Many factors have impacted and affected the implementation (economic market, transportation and floodway challenges) over the past 8 years, but the Town is committed to the implementation of the 2006 Comprehensive Plan with the recent renovation efforts at Town Theater. The Goals and Principles have been continued as part of this project, as described in Chapter 3.

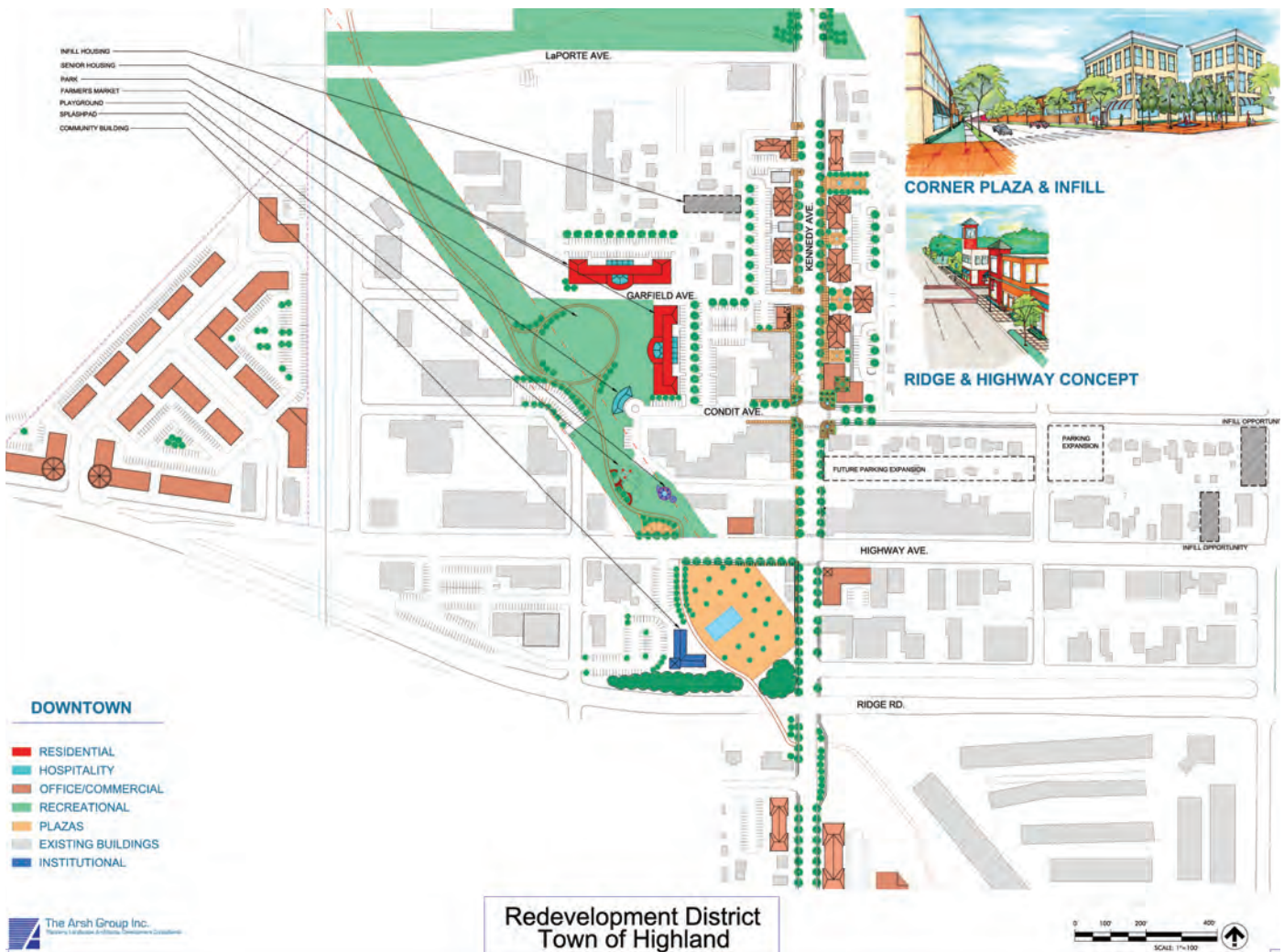


Photo 1-4. 2006 Redevelopment Comprehensive Plan

2009 DESIGN STANDARDS

The Town developed the 2009 Design Standards to promote site development, buildings and structures which are compatible with the character of development or use allowed within the Downtown Redevelopment Area (Photo 1-5). The project area lies within the Downtown Sub-District of the Downtown Redevelopment Area.

The concept plan shown below (Photo 1-6), was developed within the 2009 Design Standards for the area near the intersection of Kennedy Avenue and Highway Avenue. The plan indicates decorative pavement in pedestrian walks along with parallel parking and landscaped median on Kennedy Avenue. This streetscape treatment was further evaluated as alternatives within Chapter 3 Preliminary Design.

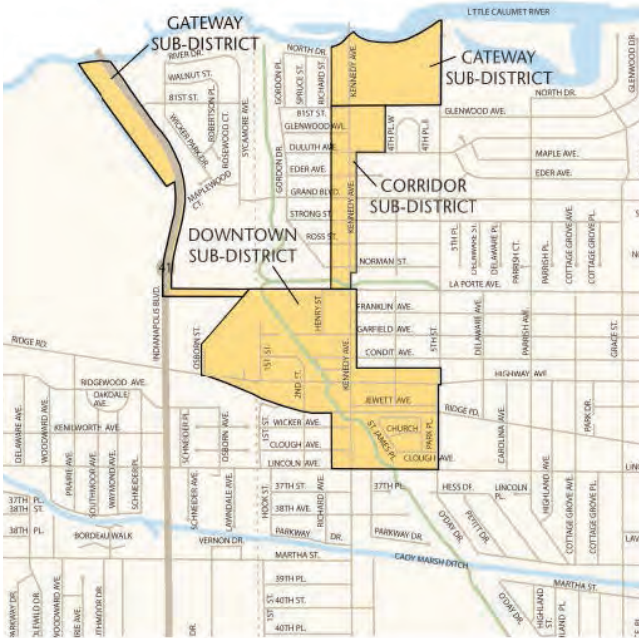


Photo 1-5. 2009 Downtown Redevelopment Area Map

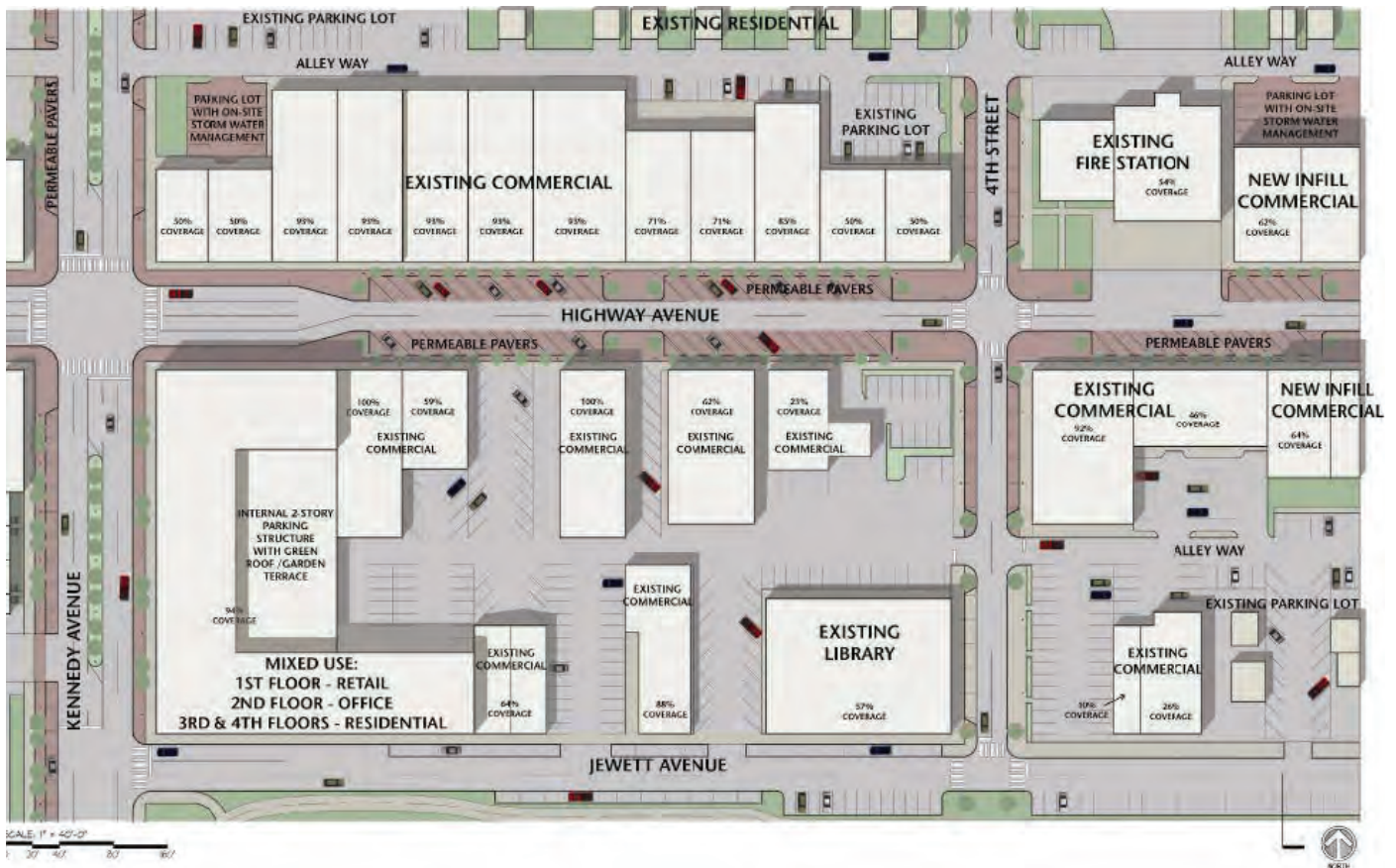


Photo 1-6. 2009 Design Standards Concept Plan

MID-CENTURY MODERN DESIGN

Within the 2009 Design Standards, the architectural style of Mid-Century Modern was referenced. Much of the existing building stock within the Town was constructed during the middle of the 20th century and followed design principles that have come to be known as Mid-Century Modern design. A continuation of this design style will strengthen and maintain the identity of the Town and reflect its unique image.

Mid-Century Modern is an architectural, interior, product and graphic design typology from 1933 to 1965, characterized by clean simple forms and integration with nature. Some common elements of this style include large windows, open floor plans, post and beam construction. The Town Theater is an iconic example of mid-century modern design.

This page includes imagery from the 2009 Design Standards to demonstrate approved examples of architecture and building materials and signage allowed within the Redevelopment Area. As these standards are prescribed for the entire district, consideration should be made for exemptions within the Arts & Cultural District to foster creativity while conforming to building construction standards.

The 2009 Design Standards identified a street light that will be utilized as part of the project for continuity throughout the District. The complete 2009 Design Standards can be found on the Town's website.

FACADE GRANT IMPROVEMENT PROGRAM

The Town currently has a facade grant improvement program for the Redevelopment District and project area. The program may award up to \$100,000 annually. Grants provide up to 30 percent of the cost of facade renovation, for businesses within the Downtown Redevelopment Area. The program fund may be increased or decreased in the future by the Town. Contact the Commission for additional information on the program process and eligibility.



Photo 1-7. 2009 Design Standards



Photo 1-8. 2009 Design Standards



Photo 1-9. 2009 Design Standards

HIGHLAND'S LIVABLE CENTER

In June 2011, NIRPC adopted the 2040 Comprehensive Regional Plan (2040 CRP). This plan integrated transportation, land use, economic development, environmental management and social equity in NIRPC's planning and service territory of Lake, Porter and LaPorte counties. The vision of the 2040 CRP is "a vibrant, revitalized, accessible and united Northwest Indiana". The strategy to implement this vision is "an ambitious growth and revitalization framework that focuses new growth and development in "Livable Centers" within existing communities".

Livable Centers is a concept which defines a center for the concentration of future growth within a community. The 2040 CRP defines Livable Centers as compact, mixed-use, walkable and transit-accessible areas with a wide choice of affordable housing options that are developed at a density and scale appropriate to their community, whether urban, suburban, or rural.

2013: CREATING LIVABLE COMMUNITIES

In 2013, NIRPC developed the Creating Livable Communities (2013 CLC) report. The report outlined the principle urban framework strategies to implement the 2040 CRP, which is fundamental to achieve the

preferred regional strategy for land use, transportation, and environment balance in northwest Indiana.

The 2013 CLC developed the plans below (Photo 1-10), an outline the Downtown Livable Center as defined for the Town. The report classifies the Town as a Large Community, having a population between 20,000 to 70,000. Neighboring peer communities in this group also include Crown Point, Merrillville, Munster and Schererville, in Lake County, Indiana.

The project area is within the Downtown Livable Center of the Town and the 2013 CLC identified the following opportunities pertinent to this project:

- Development on Kennedy Avenue north of Highway Avenue is more car-oriented, resulting in a slightly higher number of curb cuts. Still the neighborhood has a high walk score of 74 out of 100 (Very Walkable).
- Generally well maintained. Some buildings suffer from under-use or lack of use and are in need of some work.
- Mid-century modern architecture character.
- During rush periods, Kennedy Avenue is heavily trafficked and can be difficult to cross outside of signalized and marked intersections.

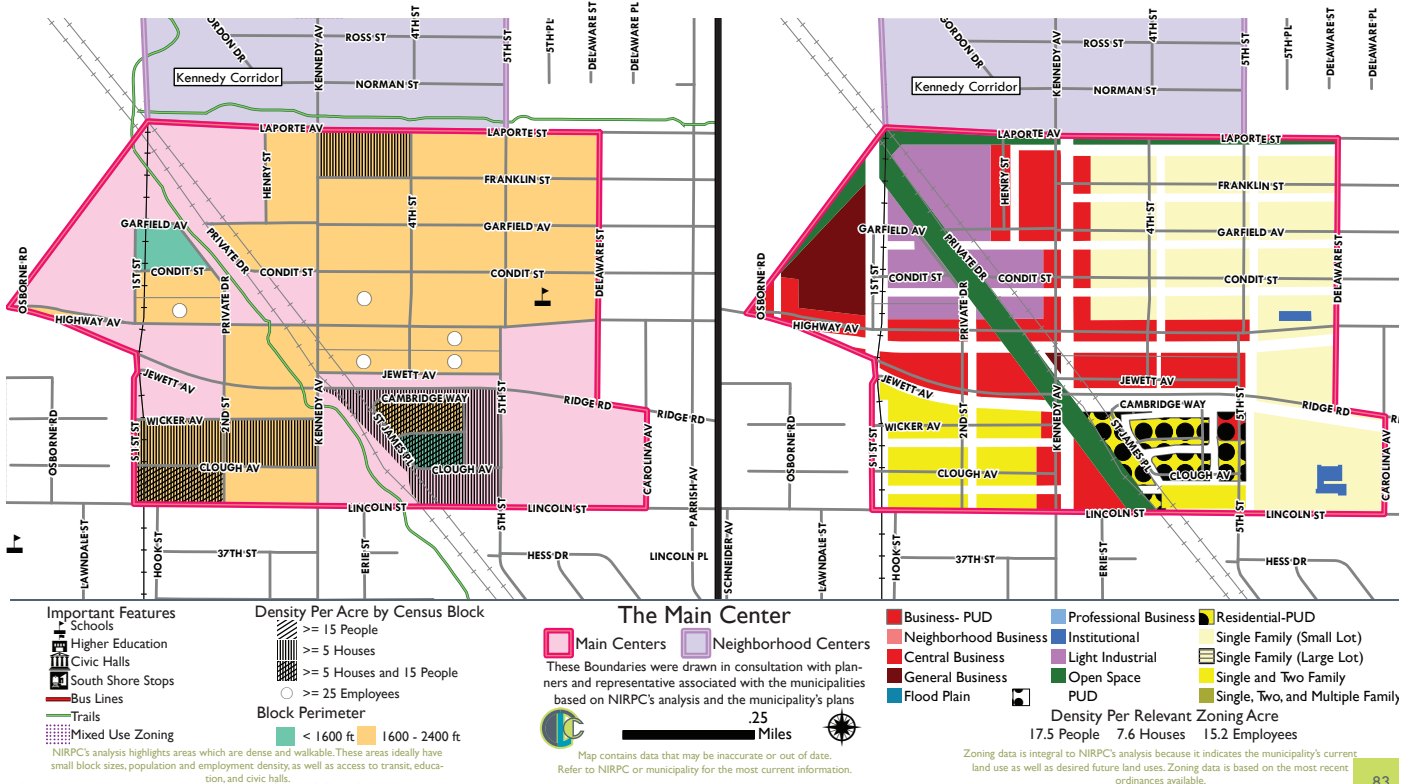


Photo 1-10. 2013 CLC Town of Highland

CHAPTER 2: PRELIMINARY SITE REVIEW



2

INVENTORY & ANALYSIS

TRANSPORTATION

LAND USE & CULTURE

INFRASTRUCTURE & ENVIRONMENT

Understanding the project area, its natural features and built systems, along with its cultural history is an important initial step in maximizing potential and respecting limitations and constraints, critical for sustainable development and reasonable planning goals. The design team focused the inventory and analysis of the project area on transportation, land use, culture, environment and infrastructure. The findings were reviewed with Town officials and staff, along with the general public for additional input, feedback and refinements.

TRANSPORTATION

SEH reviewed the existing transportation system within the project area and regional connectivity, to better understand its strengths, weaknesses and opportunities. While currently no public transportation options are available in the project area, the Town is investigating a shuttle location near Kennedy Avenue and Highway Avenue, should NITCD extend service to Munster, Indiana per the South Lake Commuter Rail project.

Non-Motorized Circulation

The project area provides a great walkability score as noted in the 2013 CLC and is also well connected regionally for bicycles. The Erie-Lackawanna Trail and LaPorte Street Trail Spur provide linkages to other areas of Highland, along with Hammond/Whiting to the north and Crown Point to the south. Currently, sidewalks currently only exist on Kennedy Avenue and Highway Avenue. Additional pedestrian and bicycle facilities should be incorporated along Condit Street and Garfield Avenue to further connect the Erie-Lackawanna Trail.

A LaPorte Street extension for pedestrians and/or vehicles should be further investigated and discussed with the NS railroad operators. The 2014 Parks Master Plan indicates the need for this crossing along with a trail parallel to the railroad.

Limited safe pedestrian crossings of Kennedy Avenue exist in the project area, LaPorte Street and Highway Avenue. Additional crossing locations were reviewed in the Preliminary Design Chapter 3.

Motorized Circulation

Kennedy Avenue is the major arterial route through the project area, with approximately 20,000 vehicles per day. Excessive speeds and limited signalized crossings make pedestrian use and access to Kennedy Avenue businesses challenging. The NIPSCO pipelines have created a gap in the street network with Garfield Avenue and Condit Street terminating at the easement lines. Further discussions should be held with NIPSCO and the pipeline owners to discuss potential extensions of these streets to complete the Town’s street grid.



Photo 2-2. Garfield Avenue at Henry Street looking east



Photo 2-3. Condit Street at Erie-Lackawanna looking east

Parking

Although vast open spaces and paved areas exist, limited concentrated public parking is available in the project area. The Town owns a small 24-car parking lot directly east of the Town Theater, however access is challenging with no traffic signal or pedestrian beacon on Kennedy Avenue at this location. Highway Avenue provides approximately 20 spaces of on-street parking, along with the 166 spaces available in the parking lot at the southwest of Kennedy Avenue and Highway Avenue.

Haphazard parking can be observed on Condit Street. On-street parking on Condit Street and Garfield Avenue should be considered, along with a dedicated parking lot as land development demand requires.

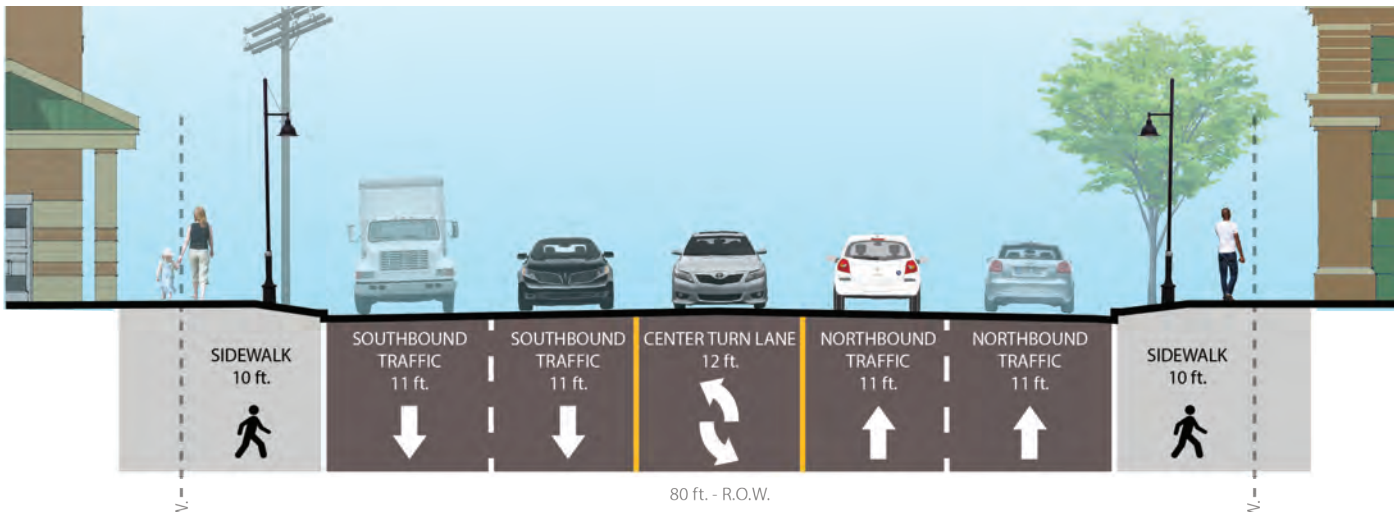


Photo 2-1. Kennedy Avenue existing section

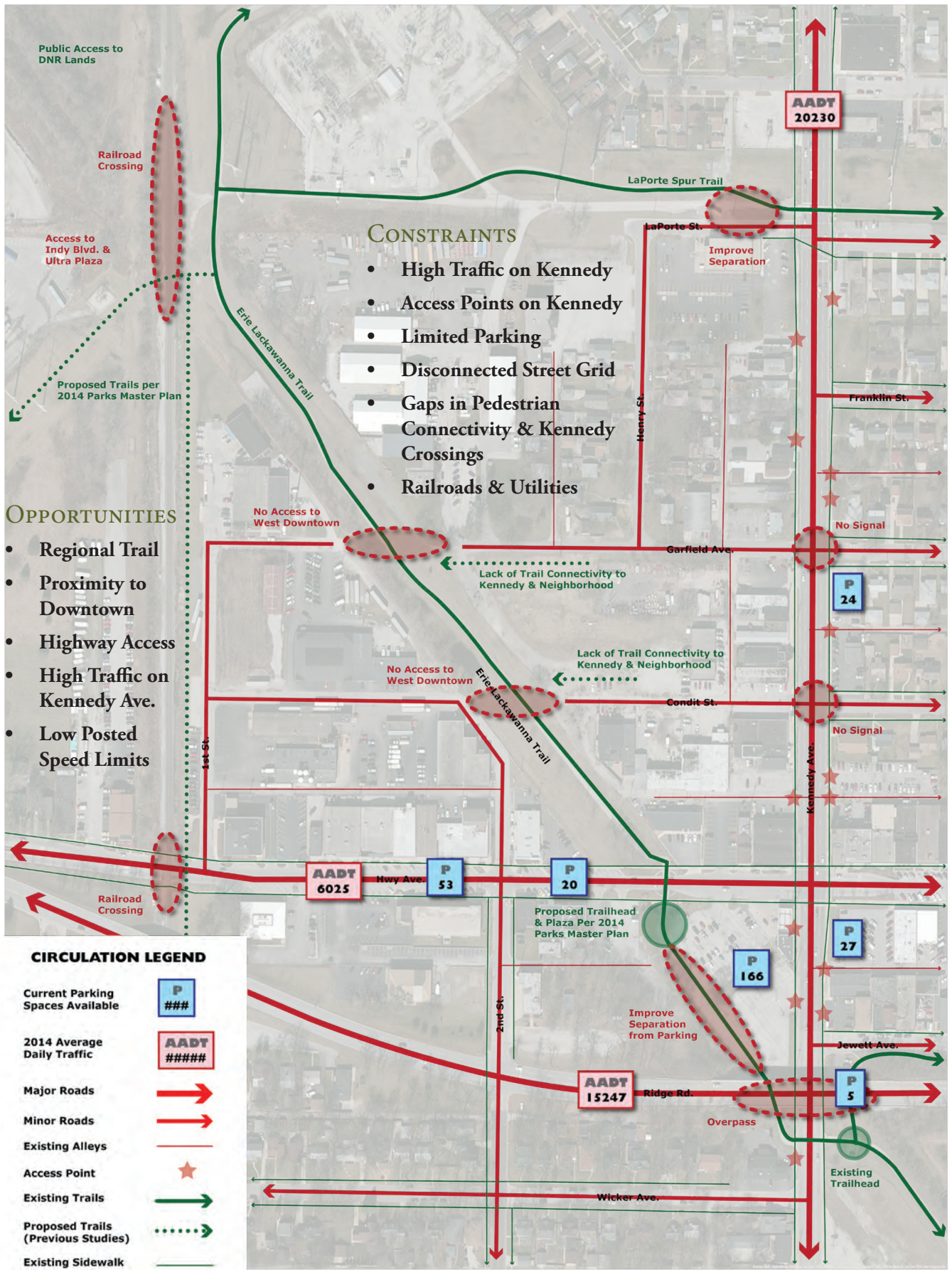


Photo 2-4. Transportation Opportunities
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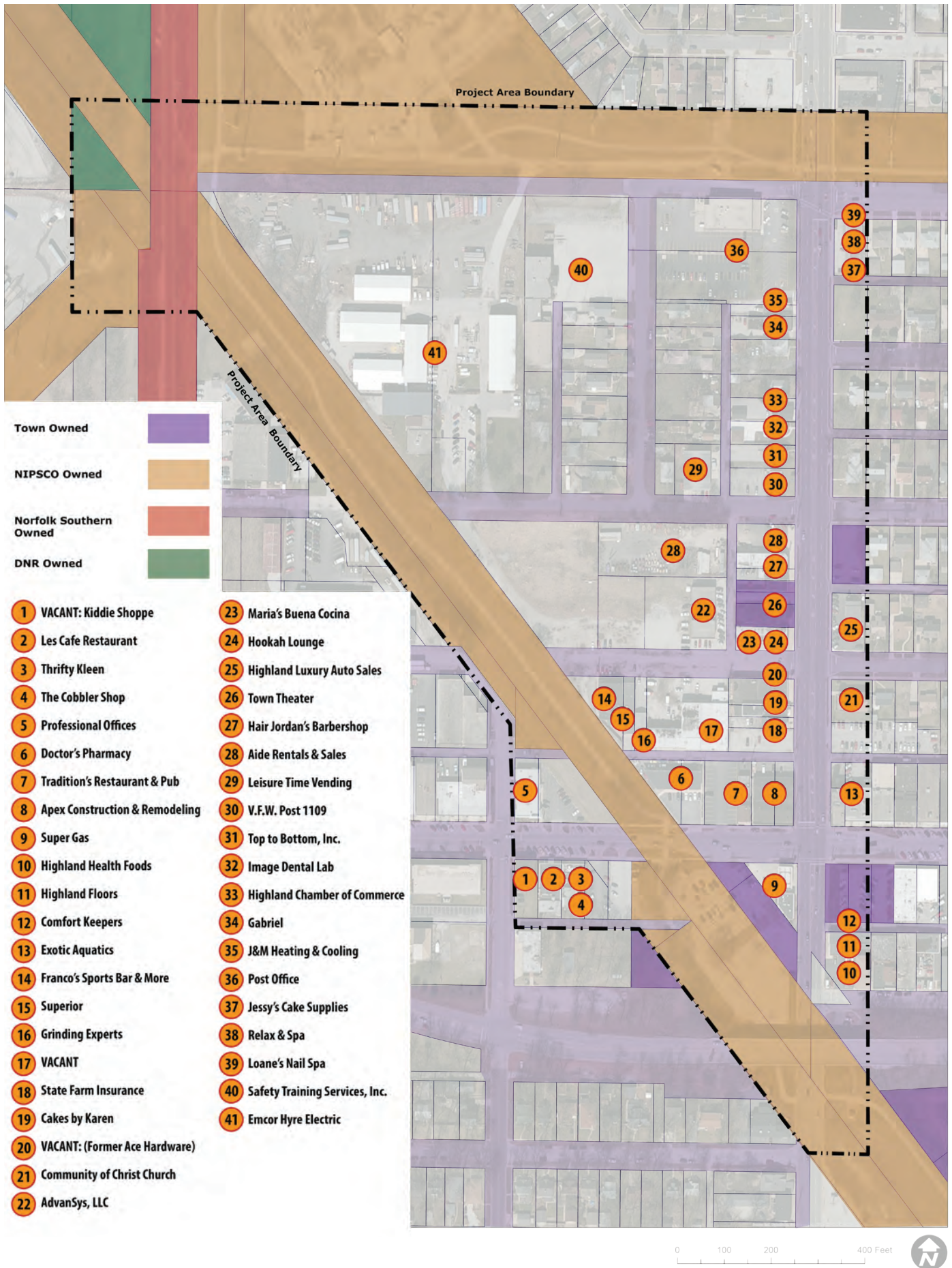


Photo 2-5. Existing Business & Major Property Owners

LAND USE & CULTURE

SEH reviewed Town planning documents, GIS databases and provided a field assessment of existing businesses within the 42 acre project area.

LAND USE

While there are no official existing land use documents for this area, the Town intends for this entire project area to be mixed-use development in the future, either through revised zoning or a Planned Unit Development (PUD). This will allow for a mixture of residential, commercial, office and institutional as the development occurs, and provide needed flexibility as economic environment changes.

Through field reviews, the primary existing land use along Kennedy Avenue and Highway Avenue is commercial, with a few residences and a place of worship on the east side. Single family residential was noted along Henry Street, and light industrial (Hyre Electric) in the northwest.

Pipelines and utility corridors border the northern and western edge of the project area, and are currently being utilized as local and regional non-motorized trails.

EXISTING BUSINESSES

Existing businesses and facilities were inventoried in the summer of 2015 and shown (Photo 2-5). Lands owned by NIPSCO are shown in orange. The Town owns all right-of-ways within the project area, along with certain real estate identified in purple.

The following is a list of existing facilities as of July 21, 2015

- 33 Active Businesses
- 5 Vacant Businesses
- 2 Government Facilities
- 1 Place of Worship
- 1 Historic Theater
- 1 Not-for-Profit

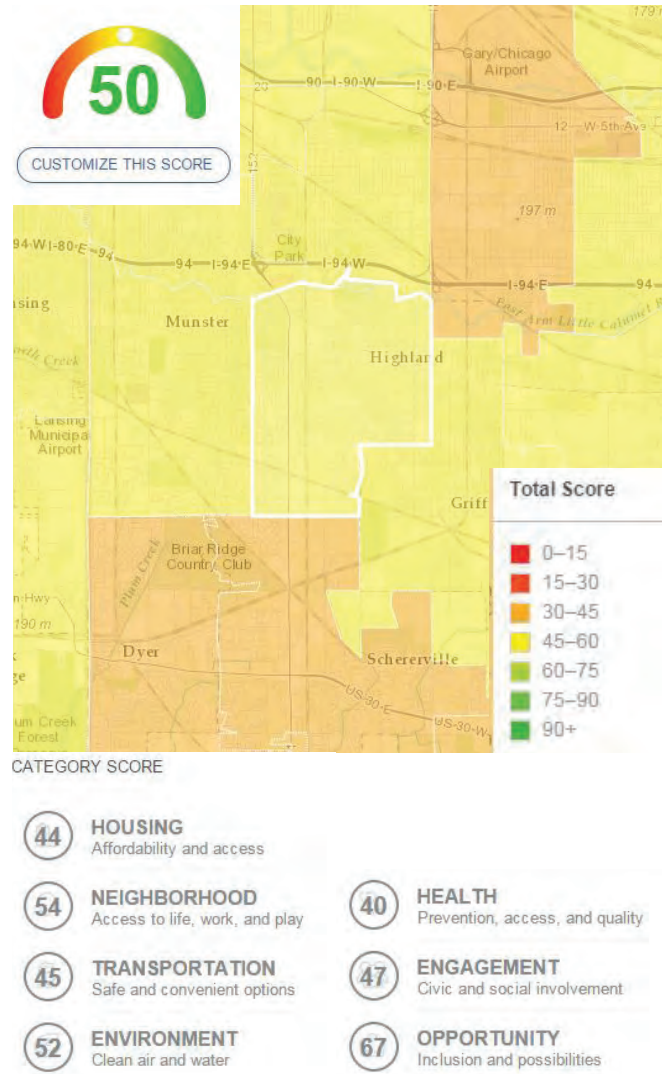


Photo 2-6. 2015 AARP Livability Score

LIVABLE CENTER

American Association of Retired Persons, Inc. (AARP) provides a livability index for neighborhoods and communities across the U.S. for the services and amenities that impact lives. These categories and Highland's score are shown (Photo 2-6). The Town achieves high walk scores (as noted in the 2013 CLC report), but lower scores in other categories, such as health and housing. A score of 50 is roughly average. For more information see

<https://livabilityindex.aarp.org>

HISTORY & CULTURE

The design team engaged stakeholders and residents for historic information and inspiration of the rich past and culture of the Town. The Highland Historical Society contains a wealth of information on the Town and below are a few excerpts from their website.

Highland was almost entirely under water before it was first settled in 1848. Only a high sand ridge stood above the water. People referred to this area as Highlands.

The area began as mostly open farm land until the arrival of the railroad in 1880. Dutch farmers came in the 1890s and contributed to the growth of the town, once the largest in the state.

Nearly 20 years before Highland was incorporated, the rustic and sparsely populated area became an expansion site for kraut processing for the Libby, McNeil & Libby Company. By 1890, the town's largest industry was a canner of processed cabbage grown by local Dutch farmers.

Nature's bounty would become Highland's legacy. Crops, like cabbage, onions, other root vegetables, as well as summer delights like tomatoes, cucumbers and peppers, would help feed residents living in the bustling industrial cities.

When the town was incorporated in 1910 there were 304 people. The most recent census showed a population of 23,546 in 2000.

Through public involvement, the following list was developed as defining the Town's culture and place.

- Little Calumet River & flooding
- Nature's Bounty (Farm & Can)
- Automobiles
- Trains
- Theater
- Industry & Utilities
- Water Tower



Photo 2-7. Little Calumet River flood (1990s)



Photo 2-8. Early onion farmers (1900a)



Photo 2-9. Northeast corner of Kennedy & Highway (1930s)



Photo 2-10. Street parade (1960s)

CONTRIBUTING ARCHITECTURE

As noted in the 2013 CLC and 2009 Design Standards, Mid-Century Modern architecture is the prevailing style prominent in the Town. This is reflected through a number of existing facilities, but none more prominent than the Town Theater. The Commission is currently working on the renovation of the facility, conceptual rendering is shown (Photo 2-13). While identified as the prevailing style in Town, Mid-Century Modern is not a requirement for all new architecture in the Town.



Photo 2-11. Cakes by Karen facade restoration (2015)



Photo 2-16. Condit & Kennedy northwest corner



Photo 2-14. Post office (2015)



Photo 2-15. Community of Christ place of worship



Photo 2-12. Town Theater (1970s)



Photo 2-13. Town Theater conceptual rendering (Graphic by Morris Architects Planners)

INFRASTRUCTURE & ENVIRONMENT

As part of this project, a preliminary Red Flag Investigation (RFI) was prepared by NIRPC, dated May 7, 2015. The RFI noted the following potential environmental issues for consideration within the project area. Many additional considerations within a one-half mile buffer were also noted and can be seen in the Appendix B. The Town's Public Works Director and staff were consulted for additional information and verification.

INFRASTRUCTURE

Underground Storage Tanks (UST)

Four USTs were noted in the RFI within the project area. These locations were reviewed with the Public Works Director and listed below. Additional care and consideration should be taken with projects near these locations.

- Kennedy Avenue & Garfield Avenue
- Condit Street near Erie-Lackawanna Trail
- Kennedy Avenue & Highway Avenue (existing gas station location)
- Kennedy Avenue & Ridge Road

State Cleanup Site

Thrifty Kleen Cleaners (Highway Avenue east of 2nd Street) was noted in the RFI as a state cleanup site.

Cultural Resources (Section 106)

One historical feature (Town Theater) was noted in the project area as referenced in the Indiana Historical Sites and Structures Inventory – Lake County Interim Report. Construction projects on Kennedy Avenue near this property must be consider potential impacts.

Recreational Resources (Section 4(f))

Three intersecting trails occur within the northern portion of the project area. These trails were shown on the transportation maps on page 15. These resources provide unique partnership and funding opportunities, for which additional environmental documentation may be required if impacts are made.

Pipelines & Utilities

A total of 13 pipelines were noted in the project area. These pipelines belong to a variety of owners, but primarily follow the NIPSCO corridor utilized as the

Erie-Lackawanna Trail. Early coordination should occur with the pipeline owners and NIPSCO at the earliest possible stages of land development.

The project area is well served with utilities that are required for future development. The Town should further assess the conditions, upgrades and extensions of utilities and new street projects as development occurs. See map (Photo 2-16) for locations of existing utilities.

Railroads

A total of seven railroads were noted in the project area, however four were determined to be abandoned. The sole railroad owner is Norfolk Southern (NS). Early coordination should occur on any impacts within railroad property and potential future crossings. Preliminary discussions with the Town noted a potential for a LaPorte Street extended crossing, however early discussions with the NS railroad indicated that would require the closing of an existing crossing in the Town.

ENVIRONMENT

Water Resources

No water resources were noted in the project area. The Little Calumet floodplain is found directly north of the project area.

Ecological Information

According to the Indiana Heritage Database, one element of occurrence, a wet-mesic sand prairie was identified within the one-half mile buffer of the project area. This is noted near Ridge Road and Fourth Street, approximately 1,000 feet from the project area.

PERMITTING REQUIRED

The level of environmental documentation and permitting will vary depending on funding source of the proposed project. If projects are within Town owned right-of-way and are funded using 100% local funds, no environmental documentation is anticipated, and standard construction permits would be required.

If state or federal funds are utilized, the construction projects are likely to require some level of environmental documentation utilizing the National Environmental Protection Agency (NEPA) process. These items listed above or amount of right-of-way required for projects will result in a Categorical Exclusion (CE) or potentially greater such as an Environmental Assessment (EA) or Environmental Impact Statement (EIS).

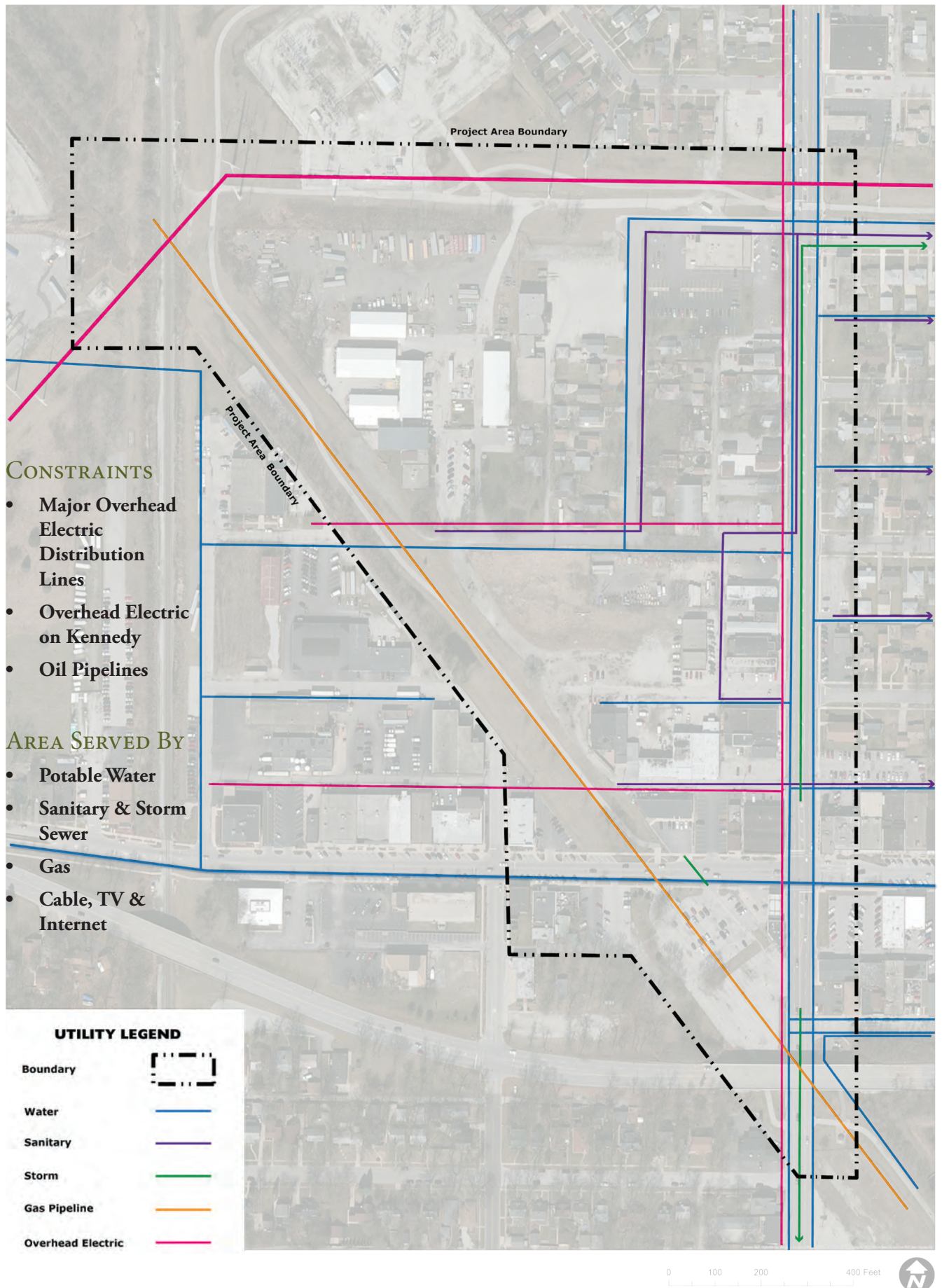


Photo 2-17. Existing Utilities



Photo 3-1. Kennedy Avenue Visualization

PRELIMINARY DESIGN

GOALS & GUIDING PRINCIPLES

TRANSPORTATION ALTERNATIVES

PROJECT AREA ZONES

ARTS & CULTURAL DISTRICT

Following the inventory and analysis, the design team and Town began assessing the goals and principles of the entire Downtown Redevelopment Area and how they can specifically apply to this project area and an Arts & Cultural District. The identified goals and principles will then be used as the basis for evaluating design alternatives for the project.

The alternatives addressed by the design team focused on transportation and infrastructure projects and zones for focusing and driving implementation of the Town's

redevelopment efforts. These are shown through written descriptions, prototypical cross sections and conceptual renderings on the following pages.

This chapter also covers creative ideas and steps generated for the Town to consider in furthering the development of a Highland Arts & Cultural District. The Town currently has a strong base of artists and with the reopening of the Town Theater, the maximizing the potential for a successful cultural district.

GOALS & GUIDING PRINCIPLES

As the project area is located within the Downtown Redevelopment Area of the Town, the design team believed it was important to consider and follow the vision, goals, principles and strategies of the 2006 Redevelopment Comprehensive Plan, to align with previous planning documents rather than recreating for this project. While all of these are important, the **bold underlined** items on the list reflect those specific elements that will be addressed within this project.

VISION

1. Maintain small town character and community identity
2. Well-designed community with distinct commercial buildings
3. **Well maintained streetscapes and unique artistic features**
4. **Well-planned vehicular, bike and pedestrian routes linked to other local and regional facilities**
5. More areas for senior citizens and children
6. More community activities for everyone
7. **Healthy and vibrant downtown where people can shop, play, work, and live**
8. Preserving downtown and use of the existing commercial structures for mixed uses.

GUIDELINES

1. **Create a positive city image for the Town**
2. Increase jobs and generate tax revenues through new development.
3. Encourage development of business opportunities for all.
4. Encourage private investment along the corridor.
5. **Enhance district neighborhoods.**
6. Aid in the elimination of incomplete or inappropriate land use.

GOALS

1. Eliminate the Blight
2. **Attract New Investments**
3. **Insist on Quality Design**
4. Jobs for the Neighborhood

5. Enhance Public Facilities
6. Encourage Commercial Development
7. Green the Streets
8. Create a Dynamic Business Environment

STRATEGIES

1. **Build the Place**
2. **Create Great Public Spaces**
3. **Bring in the Arts**
4. Put the Base In Place
5. Make It Happen With Partnerships
6. Leave the Car at Home
7. Mix It Up

TRANSPORTATION ALTERNATIVES

A primary focus of this project is the motorized and non-motorized transportation system within the project area. The following plans, sections and renderings have been developed through the design team's interaction with the Town and based upon input and feedback received during the initial phases of the project.

NON-MOTORIZED TRANSPORTATION

The Erie-Lackawanna trail and LaPorte Street spur, that link the Town to the project area and greater Lake County, are both trail and non-motorized assets for the Town. As identified, additional access locations and better signage would further improve these assets and the Town's connectivity.

Improved and at minimum one additional crossing of Kennedy Avenue would be needed to improve linkages between the east and west sides of Kennedy Avenue.

An extended LaPorte Street crossing should be considered and investigated with the NS. This potential connection is supported by Town officials and residents. Ideally a grade-separated crossing would occur at this location, but a potential at-grade crossing could be possible with further discussion, potentially requiring closure of an existing crossing in the Town.

See plan to the right (Photo 3-2) for Proposed Non-Motorized Transportation Plan.

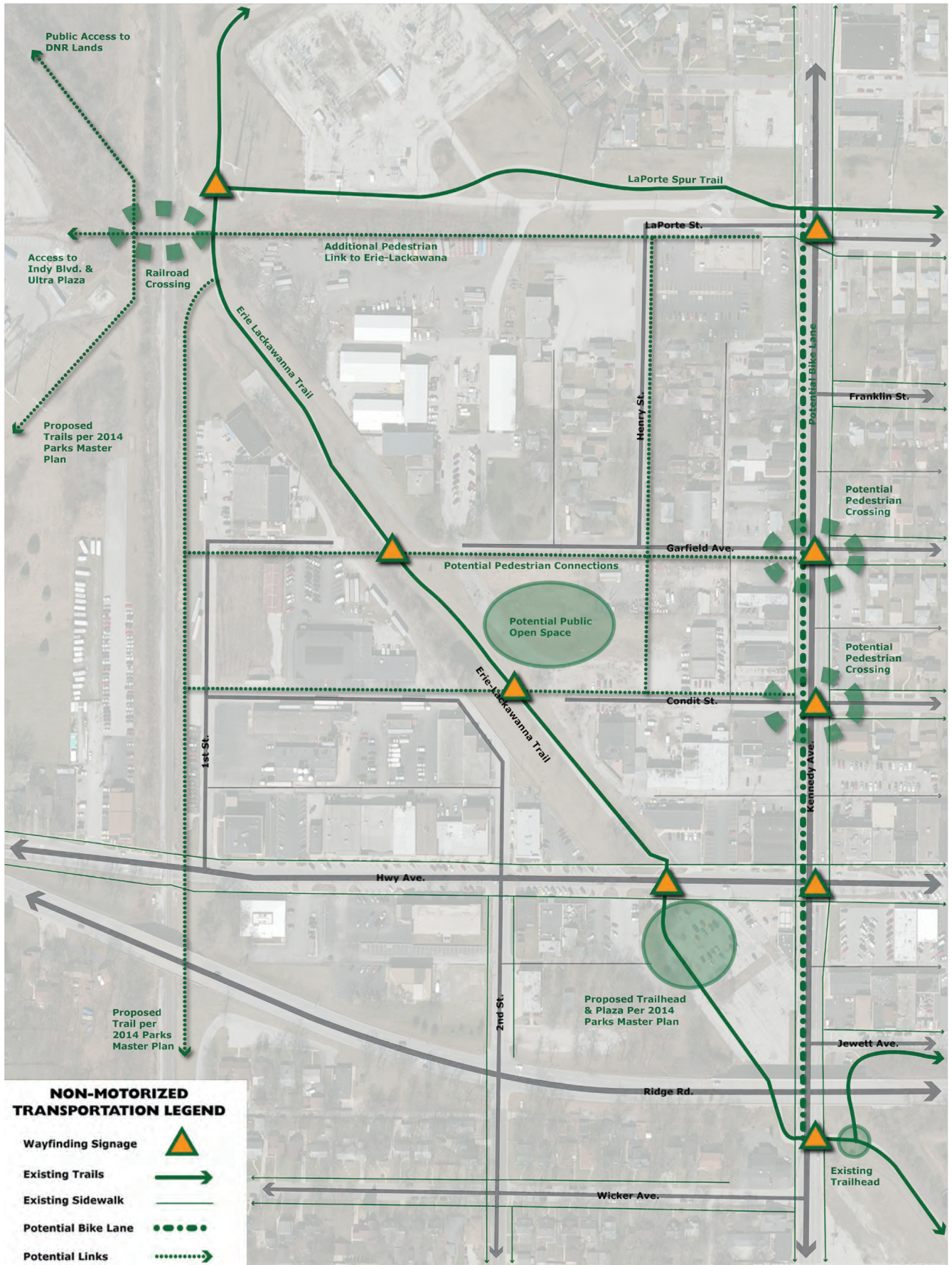


Photo 3-2. Proposed Non-Motorized Transportation plan



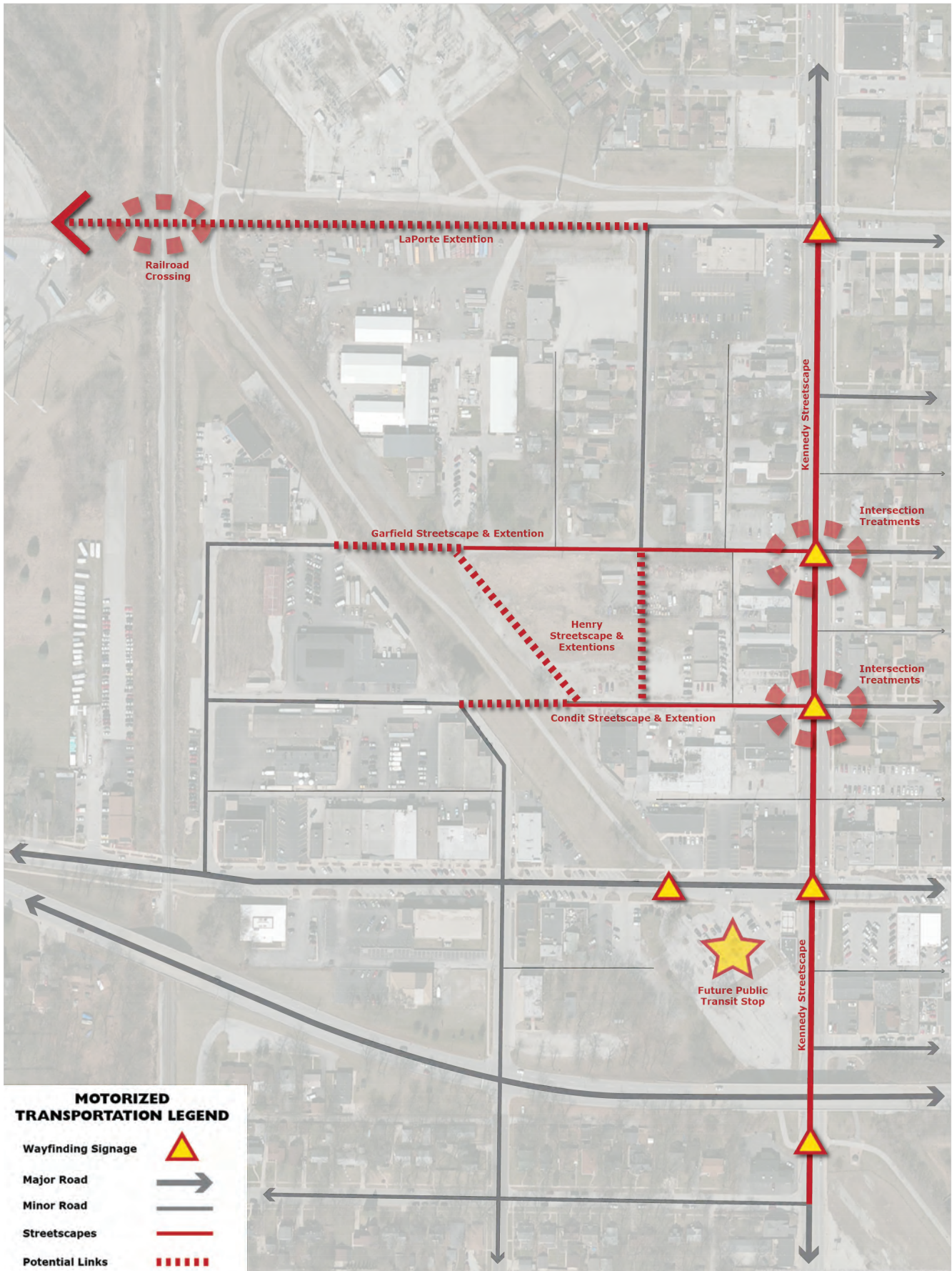


Photo 3-3. Proposed Motorized Transportation Plan



MOTORIZED TRANSPORTATION

Motorized or vehicular transportation plays a important role in the subarea. The area is well connected regionally with the major arterials of Kennedy Avenue and Ridge Road providing access to major expressways and neighboring communities.

The plan (Photo 3-3) shows potential proposed improvements to the motorized transportation network to better connect the network within the project area and link additional areas of the Town, as shown on the LaPorte Street connection.

Below are quick synopsis of the existing streets within the project area. In depth discussions of alternatives and opportunities along Kennedy Avenue and Condit Street can be found on Page 28 and 30, respectively.

Highway Avenue

This route is the spine of Downtown Highland Central Business District. This road was reconstructed with new streetscapes and amenities. This project does not anticipate any reconstruction of Highway Avenue. The existing pedestrian crossing location at Kennedy Avenue should consider improved crosswalk markings and signage to signify the importance of this intersection as a gateway to downtown and the proposed Arts & Cultural District.

Garfield Avenue

Currently a 2-lane route with no parking or sidewalks, this route serves a few residences and businesses. Upgrades should be considered to add sidewalks, lighting and landscaping for a complete street approach.

The connection of Garfield Avenue over the NIPSCO pipeline easement should be further evaluated and discussed with the pipeline owners. The Town desires better connectivity between the project area and the businesses to the west of the pipelines & Erie-Lackawanna Trail.

LaPorte Street

Currently connecting from Kennedy Avenue to Henry Street, this route could potentially be extended to cross the existing railroad to the west, thereby linking the project area to the Ultra Plaza and Indianapolis

Boulevard. Discussions will need to occur between the Town and railroad on feasibility of this connection and requirements that would ensue.

Short term improvements can include improved vehicular and bicycle/pedestrian separation between the Erie-Lackawanna Trail and LaPorte Street, including adjusting alignments, landscaping and potential guardrail.

Henry Street

Currently, Henry Street is a one-block residential street with no sidewalks or defined on-street parking. Upgrades should be considered to add sidewalks, lighting and landscaping for a complete street approach.

The extension of Henry Street to Condit Street should be considered as the Town looks to redevelop properties behind the Town Theater. Potential redevelopment options are further described in Chapter 4.

Ridge Road

This route is also a major arterial for the project area, however it does not directly connect within the project limits as Ridge Road overpasses Kennedy Avenue. This overpass has provided an opportunity for local artists to install art or murals under the overpass.

Physical roadway connections between Kennedy Avenue and Ridge Road are infeasible at this location, but the Town should further consider aesthetic treatments of the overpass that can additionally serve as a gateway element to downtown and the Arts & Cultural District. Discussions should begin with Lake County, as the owner of the bridge.

PUBLIC TRANSPORTATION

While no facilities currently exist within the project area, the Town will consider developing a shuttle system as the NICTD South Lake Commuter extension progresses in Munster. The Town would like to have a dedicated shuttle stop at the intersection of Kennedy Avenue and Highway Avenue for residents. The implementation of the NICTD extension is years from reality, but the Town should take steps in further planning this resources to be ready for operations once the rail station is complete.

KENNEDY AVENUE

This route and its 80-foot right-of-way within the project area is all Town-owned. As stated previously, Kennedy serves as a major arterial that connects communities to the south (Schererville) to the major expressways and City of Hammond to the north. Existing traffic volumes are upwards of 20,000 vehicles per day.

Kennedy Avenue is a 4-lane route with continuous left-turn lane to accommodate the multitude of driveways, curb cuts and access points along Kennedy. Regardless of the options below, the Town should continue to evaluate the need for the existing access points and driveways on Kennedy Avenue and remove as appropriate.

Safe and controlled pedestrian crossings along Kennedy Avenue within the project area are currently limited to the signalized intersections at LaPorte Street and Highway Avenue, to provide safe and controlled pedestrian crossing locations. As shown on the plan (Photo 3-2) an additional crossing of Kennedy (at Condit or Garfield), should be further evaluated.

The following prototypical sections were developed and reviewed with the Town. The image on the bottom right (Photo 3-6) provides a conceptual visualization of potential improvements to the streetscape and redevelopment possibilities. Decorative pavements, such as brick or decorative concrete, can be utilized for the sidewalks or carriage walk banding as depicted in the visualization.

The project team researched precedent communities such as Oswego, Michigan, that have recently altered traffic patterns to better accommodate a pedestrian-oriented downtown. The project team additionally looked at a sub-option of (Option A) to remove the continual left-turn and replace with on-street parking. This option should be further evaluated within a traffic assessment, but was deemed potentially too restrictive of any left-turn movements, and would require expanding the existing road width to accommodate travel and parking lane minimum widths.

OPTION A: LANDSCAPE MEDIAN

This option (Photo 3-4) removes the continual left-turn lane to provide a landscape median. Access points and driveways will require removal and/or consolidation to accommodate this option. Below are pros and cons for consideration on this option.

Pros

- Has highest operational capacity
- Allows for pedestrian refuge at a crossing
- Can install landscape or hardscape in median
- Removes left turn driver decision

Cons

- Highest capital cost
- Left turn access will be removed for existing drives
- Could increase vehicle speeds
- Provides no on-street parking
- Divides the roadway regarding visibility

OPTION B: BIKE LANES

This option (Photo 3-5) reduces the vehicular traffic to one lane in each direction with a continuous left turn lane. The option accommodates both on-street parking and bicycle lanes on Kennedy Avenue. Below are pros and cons for consideration on this option.

Pros

- Allows for on street parking
- Maintains two-way left turn lane
- Can install bump outs at pedestrian crossings to lessen the distance for pedestrians
- Slows vehicle traffic
- Less driver decisions
- Low capital cost (restriping)

Cons

- Lowest operational capacity
- Does not match cross section north and south of study area. Additional traffic analysis will be required on this option

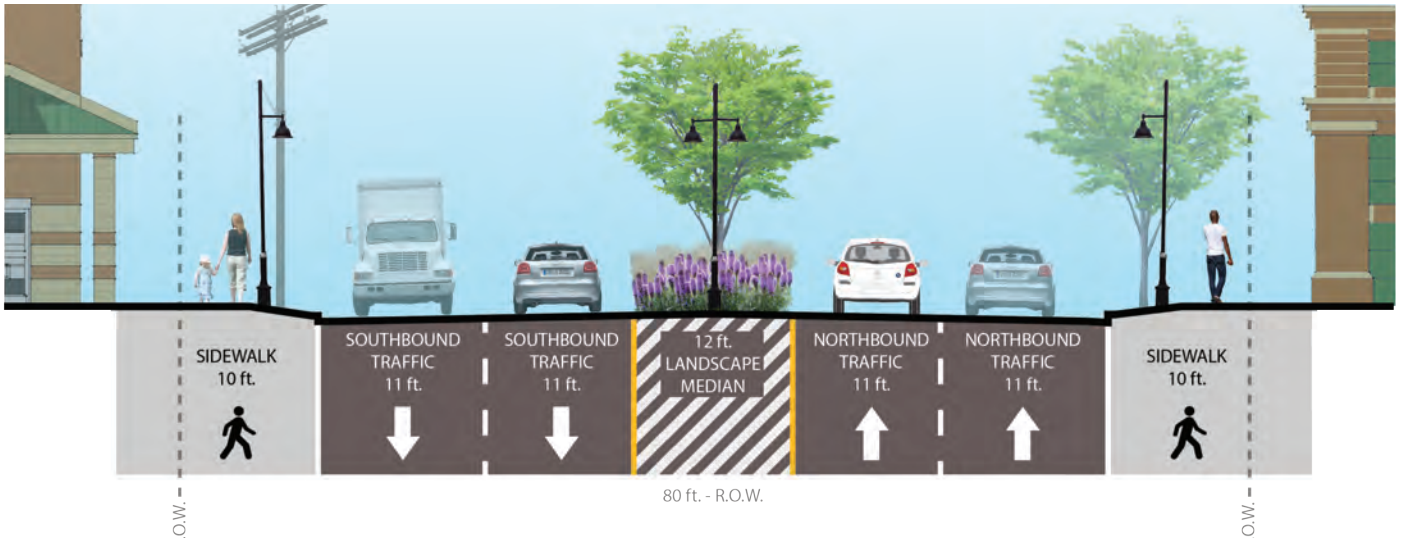


Photo 3-4. Kennedy Avenue Option A

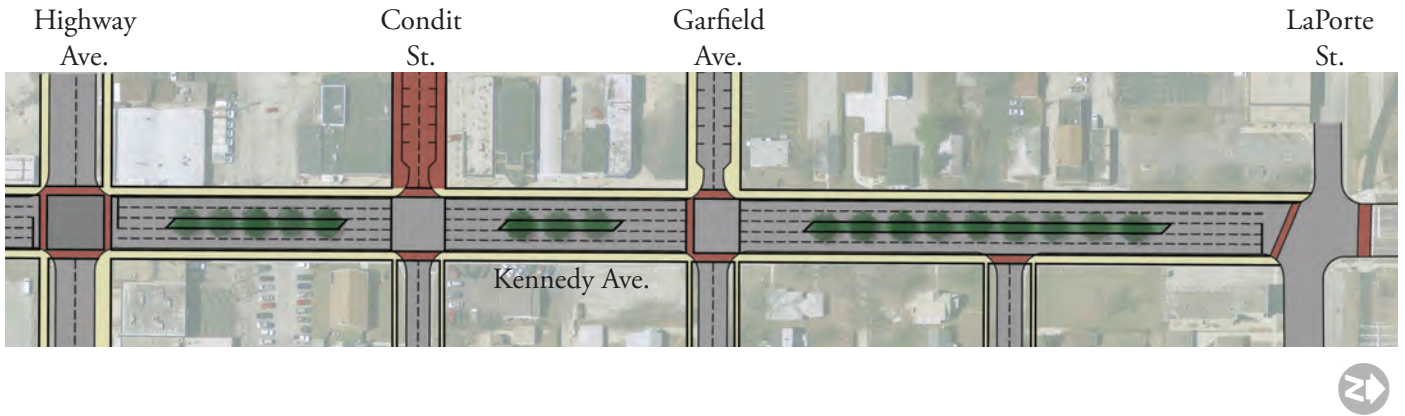


Photo 3-5. Kennedy Option A concept plan

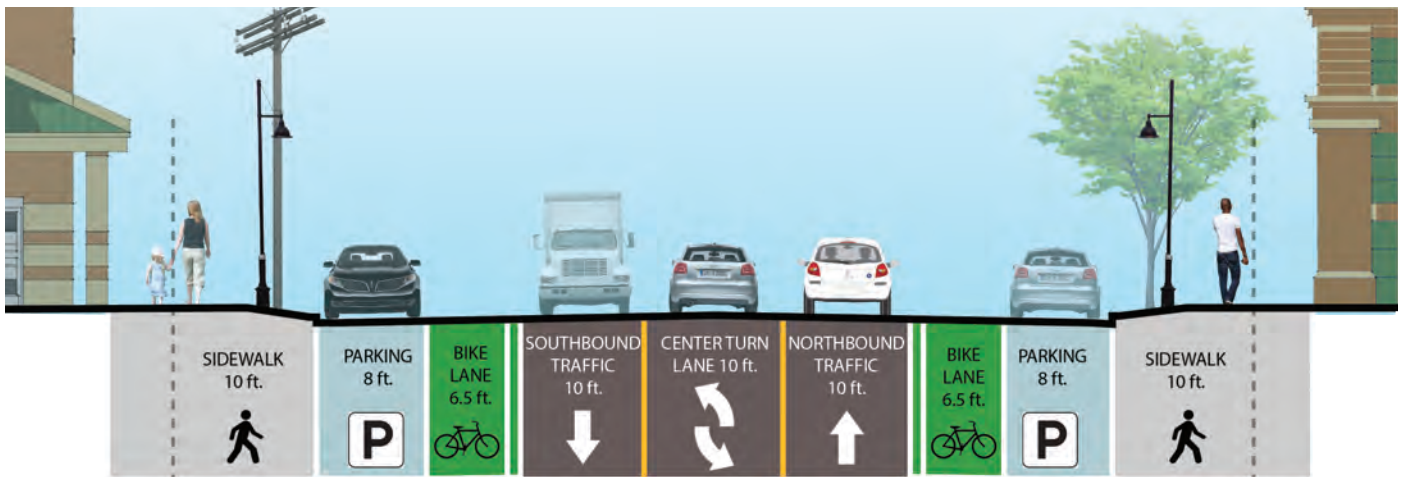


Photo 3-6. Kennedy Avenue Option B

KENNEDY AVENUE VISUALIZATIONS



Photo 3-7. Kennedy Avenue concept (Looking west toward Condit Street & Theater)



Photo 3-8. Kennedy Avenue concept (Looking south at Garfield Avenue)

CONDIT STREET

This short street has a 60-foot right-of-way and no definition of roadway or pavement edge. To better define Condit Street, prototypical street section design alternatives were developed.

As shown in the conceptual rendering below, the Town envisions the reconstructed Condit Street as a “plaza street” with decorative pavement and no curbs that can function as a vehicular route but have the capability to be closed during large events. This design allows for Condit Street to become the center of events for the Arts & Cultural District. The use of different decorative pavement treatments (brick, decorative concrete, etc.), along with permeable options, should be further evaluated as project budgets and funding are developed.

The connection of Condit Street and/or Garfield Avenue over the NIPSCO pipeline easement should be further evaluated and discussed with the pipeline owners. The Town desires better connectivity between the project area and the businesses to the west of the pipelines & Erie-Lackawanna Trail.

The prototypical cross sections that were developed to the right show two different on-street parking strategies for the Town to consider when reconstructing the street. The yields on parking spaces are similar for each section, but may be determined by what types of developments will occur on either side of the street.

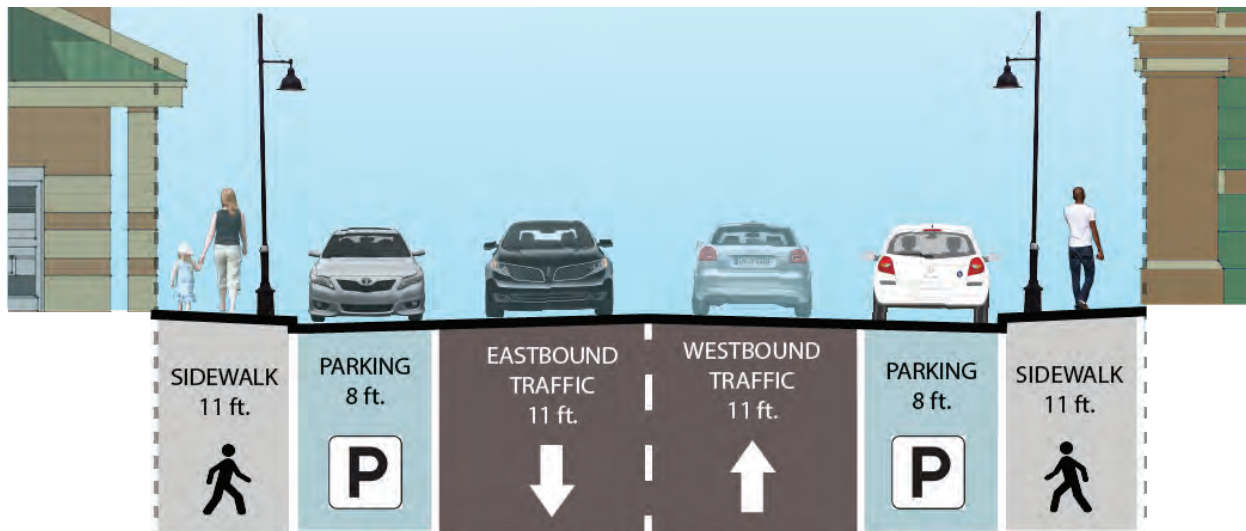


Photo 3-9. Section Option A

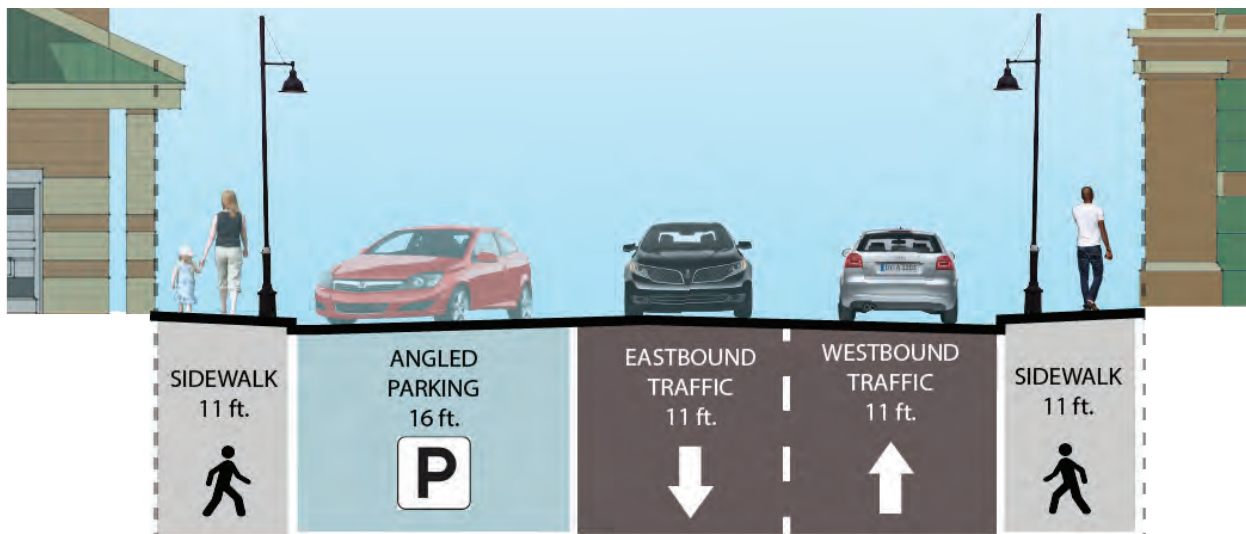


Photo 3-10. Section Option B

CONDIT STREET VISUALIZATIONS



Photo 3-11. Condit Street concept (Looking east)



Photo 3-12. Condit Street Public Event concept (Looking east)

PLACEMAKING

Placemaking is a critical element of creating a unique and special Arts & Cultural District for the Town. Below are some of the opportunities for the Town to develop to achieve a custom aesthetic for the area.

Traffic Calming & Crosswalks

As all the streets and rights-of-way within the project area are Town-owned, the Town can choose any type of crosswalk design it wishes. The images to the right show potential examples for more aesthetic crosswalks INDOT and Federal Highway Administration (FHWA), recommend that crosswalks are subdued solid colors and traditional paving patterns (i.e. brick) so as not to be a source of distraction. However, these are recommendations and the Town can consider more intricate crosswalk designs within the Arts & Cultural District especially in low volume roadways. These elements will help calm traffic through the area, along with regular enforcement of traffic laws. Additionally, signalized intersections such as pedestrian hybrid beacons could be considered to stop traffic, as shown to the right (Photo 3-13).



Photo 3-13. Crosswalk Examples

Site Furnishings

The Town currently has furnishings along the Erie-Lackawanna Trail and standardized street lighting standards along Highway Avenue. The street lighting standard should be adopted with this project area, to provide consistency of design and maintenance. Furnishings such as benches, waste receptacles and bike racks should be included in the project area. In lieu of standardizing these items, the Town should work in conjunction with local artists and fabricators to develop custom and unique furnishings for the Arts & Cultural District. If customization is cost prohibitive, standard furnishings for the Arts & Cultural District should be developed.

Architecture

The town's design standards encourage the preservation and restoration of mid-century modern architecture found within the arts and cultural district. The construction of new buildings within the district featuring contemporary architecture, including designs inspired by the mid-century modern style, can provide for a distinctive architectural character that will complement the arts and cultural theme.



Photo 3-14. Custom furnishing examples

PARKING, WAYFINDING & SIGNAGE

Parking

Currently there are approximately 300 existing public parking spaces within the project area.

- SW Kennedy Ave. & Highway Ave. = 166 (lot)
- SE Kennedy Ave. & Highway Ave. = 27 (lot)
- Highway Avenue = 100+ (on-street)
- Kennedy Ave. & Garfield Ave. = 24 (lot)

The Town-owned lot provides twenty four parking spaces. With a pedestrian activated traffic control at Garfield Avenue or Condit Street, pedestrians could reduce their travel time to cross Kennedy Avenue. Currently, pedestrians have to walk to either Highway Avenue or LaPorte Street in order to cross Kennedy Avenue. Other parking options may include Condit Street south of the theatre, currently an unimproved street.

Parking strategies should be addressed universally within the Central Business District, utilizing on-street parking and identified surface parking area. On-street parking strategies were discussed on the Kennedy Ave., Condit St. and Garfield Ave. alternatives, with potential yields shown on Photo 3-16.

Dedicated parking lots should be designed in accordance with the Town’s Design Standards and provide the required lighting, landscaping, fencing, and with appropriate ingress/egress. Maximizing stormwater Best Management Practices (BMPs) to treat stormwater and reduce runoff is strongly encouraged by the Town.

The resulting parking strategies could increase existing parking by up to 600 additional spaces; however, maximizing parking is not recommended by this plan and parking should be designed for comfortable day to day use and not for the special event, holidays or one-time use. The Town should allow flexible and remote parking for big events held in the project area. As a developing urban Livable Center for Highland, property should be preserved for its highest and best use.

Gateways

Signifying the entrances to the Arts & Cultural District is important for creating the initial impression and first perception of the Town. Potential locations are identified in Photo 3-16.

While Highland has gateways on Indianapolis Boulevard for the Town and Ridge Road for the downtown, this project area should consider utilizing similar materials but developing a unique brand for the Arts & Cultural District. Locally sourced artistic elements and inspirations should be used to make the design unique and special to the Town. Preliminary ideas were generated through the public involvement process and included in the Appendix.



Photo 3-15. Conceptual and exiting gateways

Wayfinding Signage

Wayfinding signage is an important element for orienting and safely directing traffic, both motorized and non-motorized through and throughout the Town and project area. To provide uniformity, the Town should consider developing a Town-wide wayfinding signage system. The project area could specialize the posts (or other unique element) while maintaining other consistencies. Locations are shown in orange triangles on Photo 3-16.

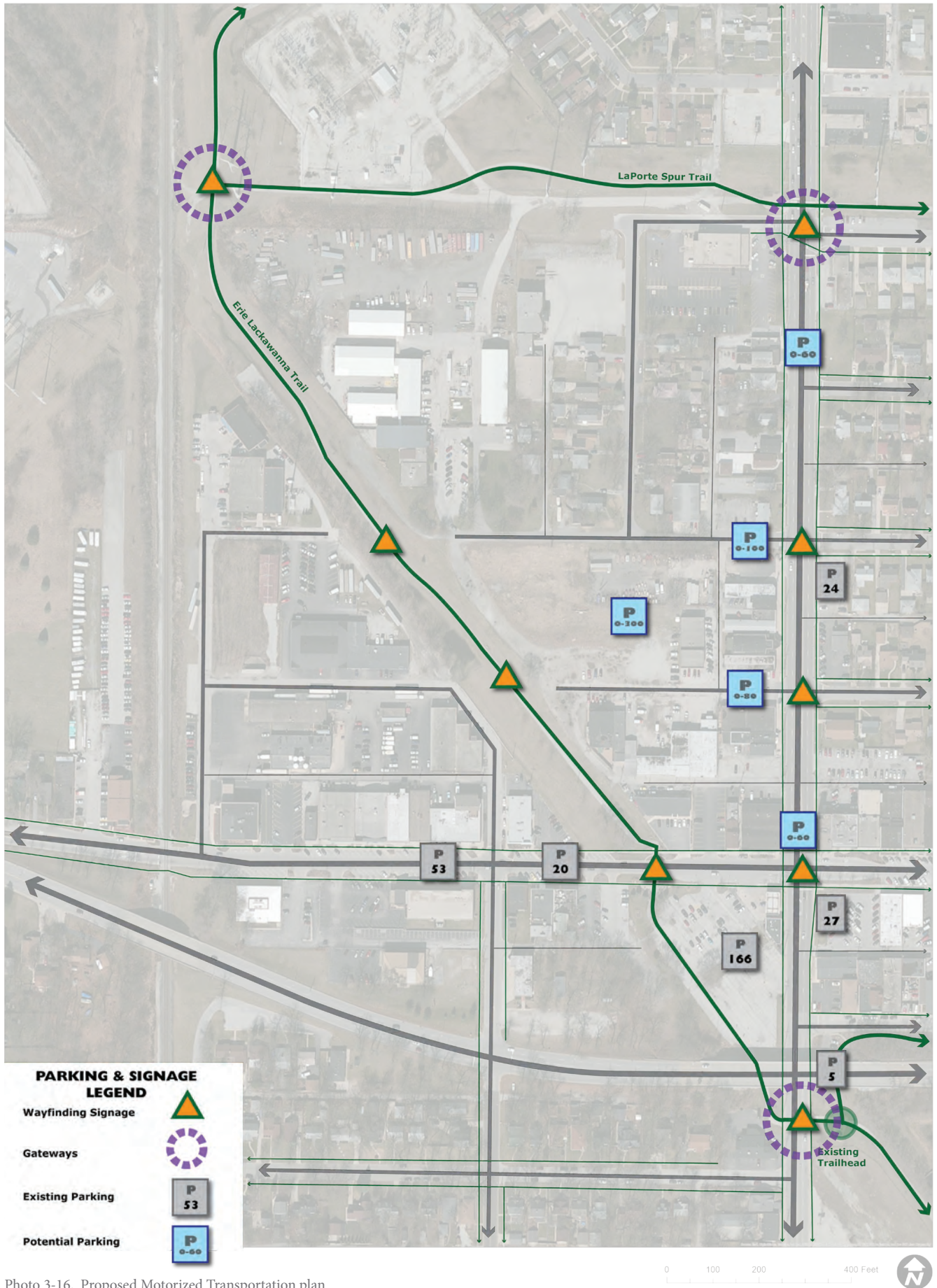


Photo 3-16. Proposed Motorized Transportation plan

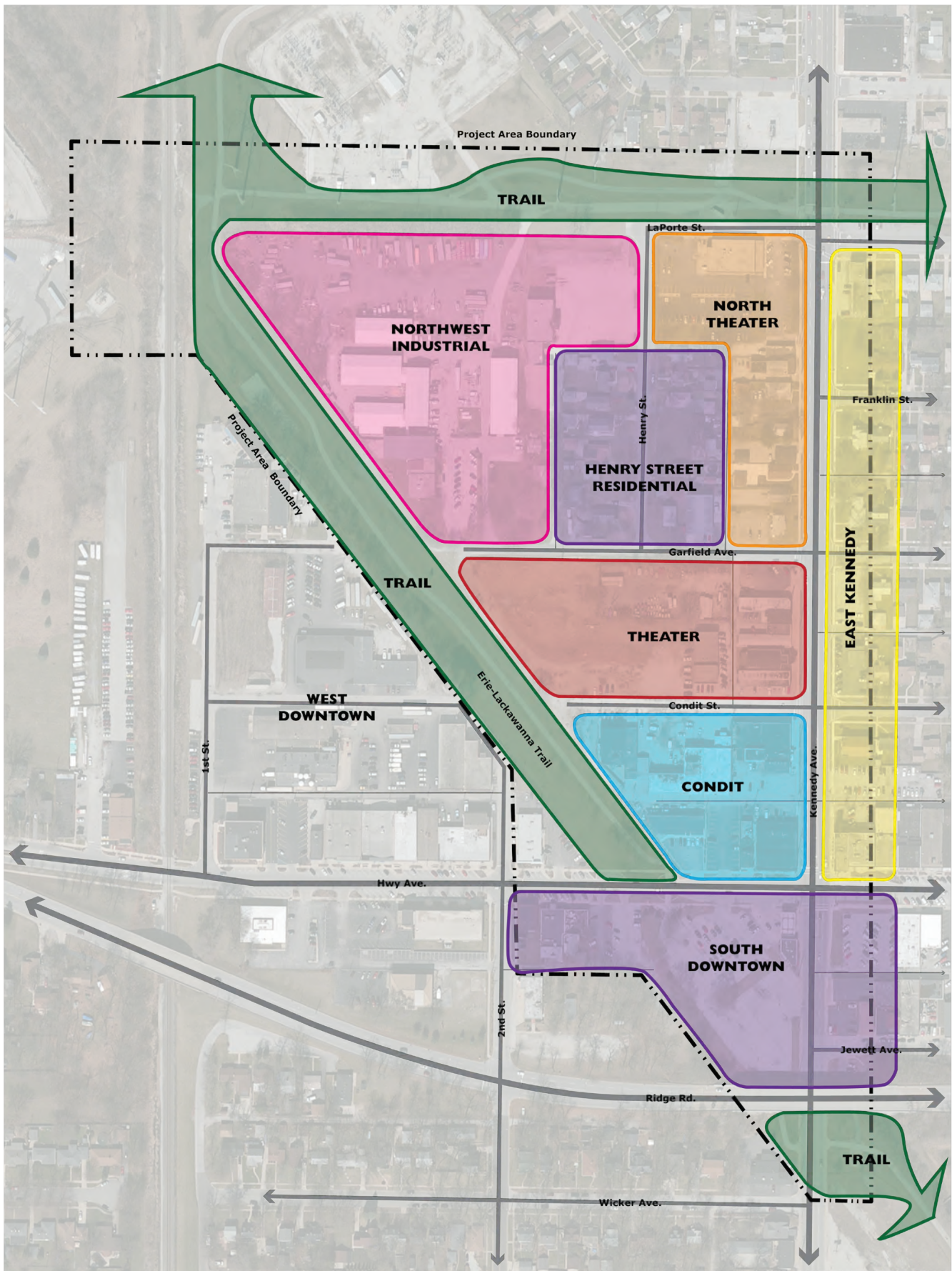


Photo 3-17. Redevelopment Zones Plan

PROJECT AREA ZONES

To simplify the assessment of existing character and potential for redevelopment, the following zones were developed for the project area. These land use type based zones will allow the Town to focus efforts while preserving character and visions developed for the project.

THEATER

This zone is the primary focus of the project as it centers around the historic Town Theater. The zone provide excellent access to all forms of transportation with the adjacent Kennedy Avenue and Erie-Lackawanna Trail. Zone opportunities include:

- 8 existing businesses
- Undeveloped open space near trail
- Town-owned parking lot east side of Kennedy Ave.
- Large amount of paved and storage areas
- Condit Street “Sea of Asphalt”, large setbacks
- Evaluate on and off-street parking strategies
- Anchor redevelopment with restored Town Theater.
- Consider higher density mixed-use development and redevelopment

TRAIL CORRIDORS

While undevelopable, this zone provides critical non-motorized linkages to the Town and region as a whole. Additionally, this zone could provide additional motorized connections with the extensions of Condit Street, Garfield Avenue and LaPorte Street. Zone opportunities include:

- Well connected to Central Business District and greater Lake County region
- Well paved and maintained regional trails
- Improve access to adjacent residential neighborhoods and businesses
- Enhance quality and consistency of signage, furnishings and amenities for the trail.
- Encourage trail and recreational based businesses within the project area
- Create formal trailhead with parking & amenities
- Improve trail separation in public parking lot



Photo 3-18. Theater Zone



Photo 3-19. Trail Corridor

CONDIT STREET

This area is the primary transition from downtown to the theater. Currently the area is commercial usage with some light industrial. Zone opportunities include:

- 9 Existing Businesses, 2 Restaurant/Pub
- Cakes By Karen successful facade project
- Vacant former “Ace Hardware” building, for potential adaptive reuse
- Condit Street “Sea of Asphalt”, large setbacks
- Evaluate on and off-street parking strategies
- Lack of pedestrian connectivity to trail

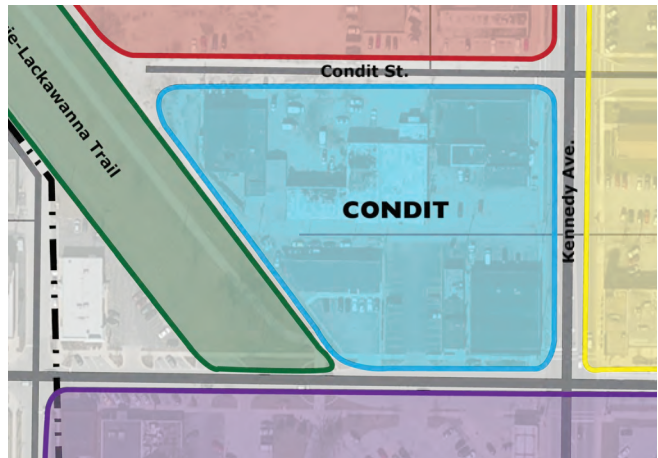


Photo 3-20. Condit Street

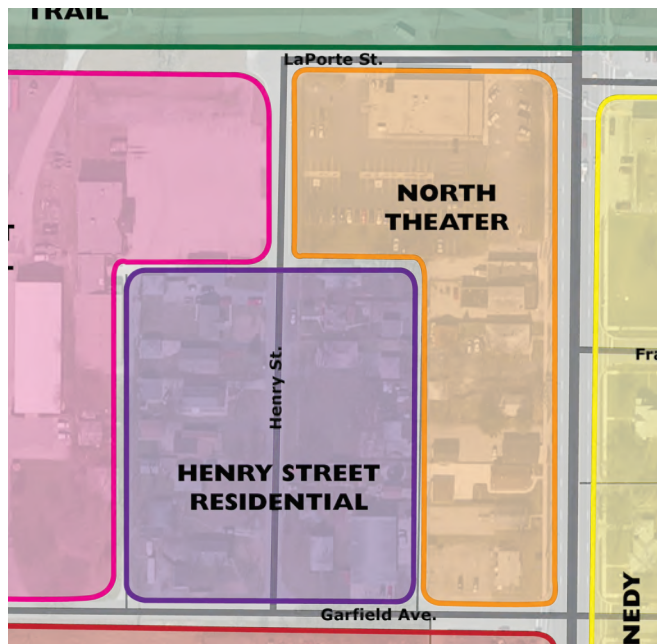


Photo 3-21. North Theater

NORTH THEATER

This area contains a mixture of commercial and civic uses. Many of the businesses along Kennedy Avenue are converted residences, and non-conforming to the Town’s vision and official planning documents, for the Kennedy Avenue corridor. Zone opportunities include:

- U.S. Post Office & Chamber of Commerce
- 5 Existing Businesses
- Consider higher density mixed-use redevelopment
- Consider relocation of civic facilities such as Town Hall.
- Evaluate on & off-street parking strategies



SOUTH DOWNTOWN

The primary use of this large portion of downtown is a 166 car public parking lot and a gas station. This is traditionally not the highest and best possible use for the land at this location in a downtown setting. Although pipeline easements exist in this area, the Town should further evaluate methods to maximize the use of this area. Zone opportunities include:

- 8 Existing Businesses
- Improve trail separation from parking lot
- Improve trailhead amenities
- Past plans include Town Hall, Parking Plaza and Farmer's Market.
- Consider short term beautification improvements to parking lot and additional amenities to facilitate trail and event usage.

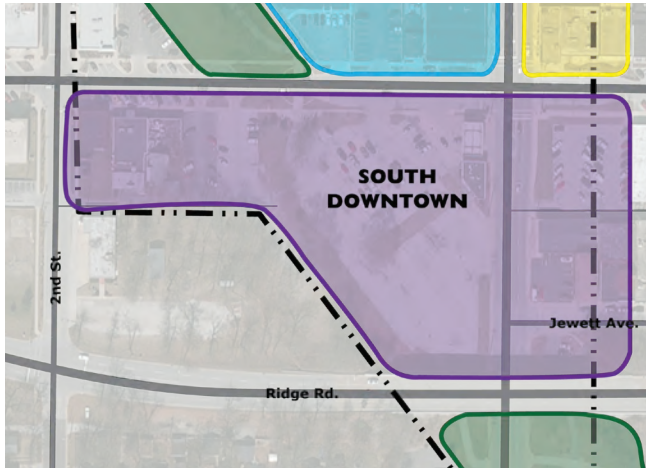
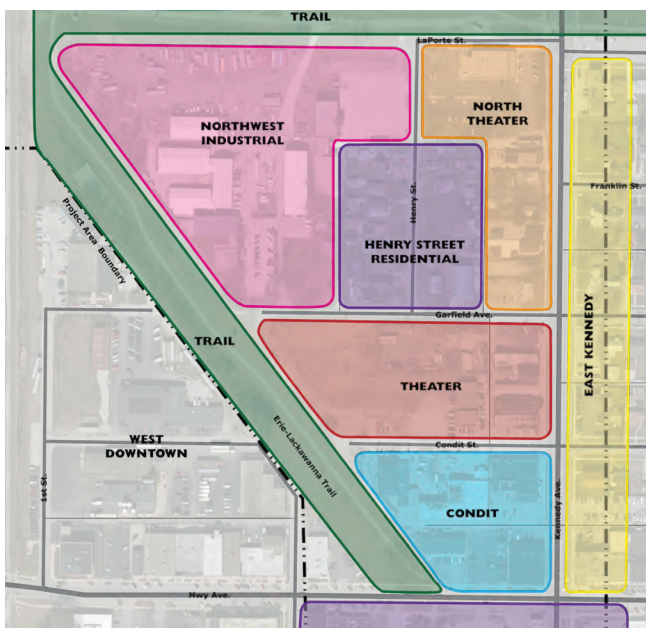


Photo 3-23. South Downtown



Photo 3-22. East Kennedy



EAST KENNEDY

The east side of Kennedy Avenue contains a much lighter density of buildings than the west side, as many of the buildings actually front the east/west collector streets. This has resulted in a mixture of land use types and under-utilized land. Zone opportunities include:

- 5 Existing businesses, used-car lot
- 1 Place of worship
- 2 Existing residences
- Renovate Town-owned parking lot
- Consider eliminating numerous alleys, driveways and curb cuts on Kennedy Avenue
- Add additional pedestrian crossing of Kennedy Ave.

HENRY STREET RESIDENTIAL

This area is primarily single family residential with one business operating on Garfield Avenue.

- 14 Existing Residences, 1 Business on Garfield
- Industrial neighbors should be better buffered with appropriate landscaping or fencing techniques
- Lack of formal parking & streetscapes
- Lack of sidewalks and connectivity to trails
- Past plans include senior housing & infill housing
- Priority: Long-term (10+ years)



Photo 3-24. Henry Street Residential

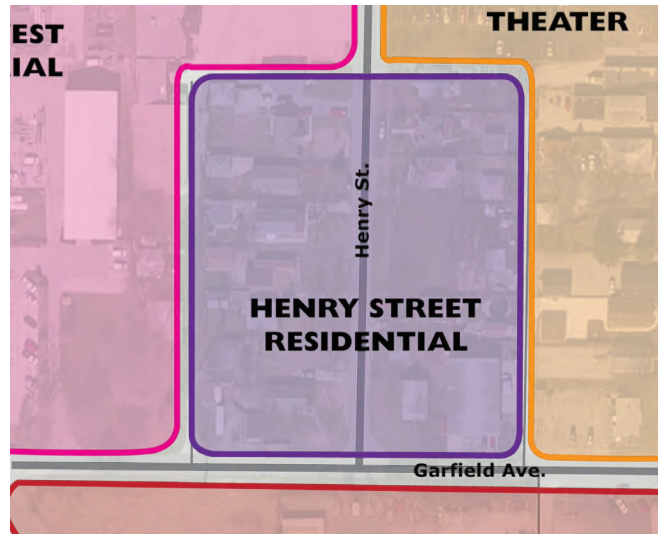
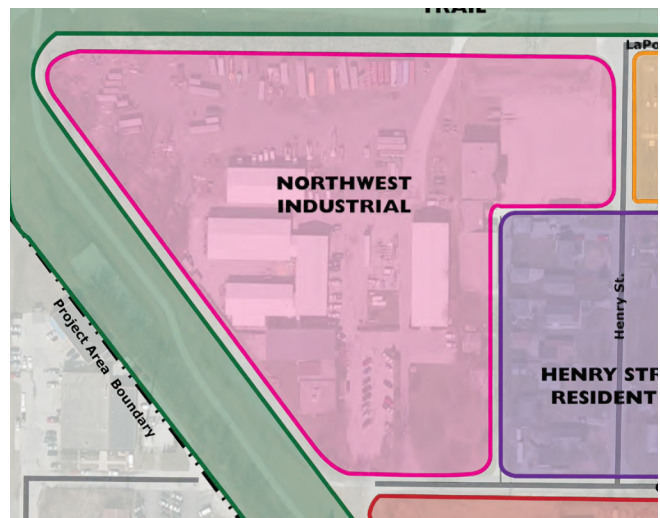


Photo 3-25. Northwest Industrial

NORTHWEST INDUSTRIAL

This area includes two existing light industrial businesses that are relatively well screened and buffered from the adjacent residential and trail use.

- Consider LaPorte Street extension & railroad crossing
- Residential neighbors should be better buffered with appropriate landscaping or fencing techniques
- Past plans include senior housing
- Existing businesses in need of enhanced screening
- Priority: Long-term (10+ years)



ARTS & CULTURAL DISTRICT

The Town is pursuing the development of a cultural district within the project area, to position the arts at the center of urban revitalization efforts. A cultural district is a well-organized and labeled mixed-use area of a community in which a high concentration of cultural facilities serves as the anchor of attraction. Cultural districts are found in small communities (Riverhead, NY: 8,814 population) to large cities (New York City: 8 million population).

Americans for the Arts, a national organization for groups and individuals dedicated to advancing the arts and culture in communities across the country, provides a wealth of information on the benefits and efforts required for a municipality to consider when developing a cultural district. They list the following ways in which cultural districts can boost urban revitalization.

- Beautify and animate cities
- Provide employment
- Attract residents and tourists
- Complement adjacent businesses
- Enhance property values
- Expand the tax base
- Attract well-educated employees
- Contribute to a creative and innovative environment

CULTURAL DISTRICT DESIGNATIONS

Americans for the Arts developed the following general categories for different cultural district designations throughout the U.S. Further definitions of each type and examples are provided in Appendix.

- Cultural Compounds
- Major Arts Institution Focus
- Arts and Entertainment Focus
- Downtown Focus
- Cultural Production Focus

The most applicable category for the Town to consider would be the adoption of the Arts and Entertainment Focus, leveraging the upcoming renovation of the Town Theater as the hub of activity for this district.

ARTS & ENTERTAINMENT CULTURAL DISTRICT

Americans for the Arts defines Arts and Entertainment cultural districts as focusing on popular attractions for younger audiences and tend to have a more bohemian feel than the Major Arts Institution cultural districts. Small theaters, private art galleries, nightclubs and cinemas are the primary anchors of attractions, but some major art facilities may also be present in these districts. Arts and Entertainment cultural districts in the U.S. include:

- Miami Beach Art Deco District
- North Hollywood: NOHO Arts District
- Rock Island, Illinois Arts & Entertainment District
- San Jose: South of First Avenue (SOFA) Arts & Entertainment District

COMMUNITY INPUT

Throughout this project, stakeholders, community groups, and residents were engaged through public meetings and surveys (with over 1,000 responses) to solicit feedback on the proposed cultural district for the Town. Below are a list of features and amenities identified through the process:

- Art galleries and studio spaces
- Art-focused retail and education
- Coffee shops
- Restaurants and culinary arts
- Microbrewery
- Bookstore
- Bicycle shop and rentals
- Public art and murals
- Parks and gardens

NEXT STEPS

The following items should be considered by the Town to further develop and designate the Highland Arts & Cultural District.

Developing a Cultural District

Americans for the Arts provides insight on how to develop a Cultural District on their website. Below are recommendations the website provides.

- Each cultural district is unique and should reflect the specific cultural, social, and economic needs of its community.
- Planning for a cultural district should be part of a wider cultural planning for the community at large.
- Cultural districts should be comfortably accessible
- Cultural district management requires careful coordination among diverse groups.
- Cultural districts must be part of a package of many strategies to revitalize a community.

Partnerships

A critical next step in the development of a cultural district would include finding the right partners, ranging from small nonprofit arts organizations to large real estate developers. Below is an example list of type of partners the Town may choose to work with.

- Nonprofit arts organizations
- Main Street Programs
- Artists
- Entrepreneurs
- Chambers of Commerce
- Economic and business associations
- Local government
- Real estate developers
- Others

Acquiring Funding

Funding opportunities have been listed in Chapter 4 Implementation Strategies of this report.

Marketing Plan

An important component of a successful and sustainable cultural district is the development of a marketing plan. The marketing plan identifies the target customers, how to reach them, and how to sustain that customer base. Cultural district marketing plans are often part of a larger downtown-focused marketing strategy.

The City of Fort Wayne, Indiana developed a marketing plan for their cultural district. Below are some of the strategies that were addressed in that plan:

- Platform for Action
- Public Market
- Creative Business Incubator
- Creative Storefront Development
- Culinary Incubator
- Public Art
- Telling our Story
- Connectivity
- Maps & Signage

Events & Festivals

Events and festivals held within the project area create opportunities to engage the community and visitors to a cultural district. This also provides opportunities for the local businesses and art organizations to collaborate on marketing materials and promotions. Events may include art walks, studio tours, outdoor performances, concerts, street performers, film festivals and others.

Public Art Commissioning Agreements

Most often, if the Town wants to commission artwork for a cultural district, the Town will need to select and contract with an artist. A sample agreement for artist commissioning is included in Appendix D of this report.

Creating space for artists

A successful and sustainable cultural district includes spaces for individual artists to utilize as gallery spaces, exhibit spaces and artist live/work spaces.

Gallery and exhibit spaces can be either for-profit or nonprofit and often enliven a cultural district by taking empty spaces and activating them. They provide a place for artists to gather and display their work for the public. They can typically start out as utilizing a vacant building that is amenable to adaptive reuse (see Chapter 2) for a single gallery, and grow as interest builds and space becomes more limited.

A live/work space is a residential building in which each unit has extra space that the artist can use as a studio. Below are some typical design elements of the live/work spaces:

- High ceilings
- Large windows
- Durable surfaces
- Wide doorways
- Common spaces that encourage collaboration

Artist live/work spaces have provided a positive impact and contributed significantly to the revitalization of communities. Municipal leaders and nonprofit developers are converting older buildings into affordable, long-term housing for low-income artists. Mixed-use facilities are also commonly converted as they can potentially be used for artist housing and work space, exhibition and/or performance areas, and retail areas.

The City of Michigan City has implemented a similar program with the Uptown Artist Lofts project. The Michigan City Area Chamber of Commerce invited Artspace, a consulting group focused to serve as an advocate for artist space needs, to review their cultural district to identify buildings for adaptive reuse. The six-story Warren Building was identified as an iconic vacant structure that would be ideal. The project resulted in a mixed-use development with 44 affordable live/work units for artists and ground floor commercial space.

Legislative Descriptions

Many states and local jurisdictions have created legislation for the development of cultural districts. This is often necessary for the development of incentives and enhancements for cultural districts. The project area is currently within the Town's Downtown Redevelopment Area and eligible for the incentives afforded to the Redevelopment Area. Additional legislation may be required if the Town was to apply for the Indiana Statewide Cultural District Program.

Indiana Statewide Cultural District Program

The State of Indiana Arts Commission (IAC) provides a Statewide Cultural District program that promotes the exploration of and participation in the arts and humanities through cultural experiences that are unique to Indiana communities. The IAC provides an application process for Indiana communities to submit cultural district nominations that follow the criteria established in the application process. The bullet points below reflect evaluation criteria utilized by the IAC.

- Community Profile/District Identity (20 points)
- Cultural Development (25 points)
- Community Development (15 points)
- Economic/Tourism Development (15 points)
- Cultural District Management & Planning (25 points)

Once the cultural district designation is received, the designation will last for the duration of the Statewide Cultural District program. Currently there is no funding associated with the Statewide Cultural District designation, but benefits include increased tourism marketing and economic activities that come with being part of a branded program with a statewide emphasis.



Photo 4-1. Indianapolis Blvd. Gateway ribbon cutting

IMPLEMENTATION STRATEGIES

DEVELOPMENT STRATEGIES

PARTNERSHIP OPPORTUNITIES

The majority of large and complex projects as this require phasing and funding strategies to guide the vision while managing real expectations such as budgets and schedules. This project is no different. The following pages in this chapter provide the Town with development options to further consider with project funders and stakeholders. These options have been developed through input from the Town and residents and provide market flexibility for the Town's growth into this area.

The chapter also addresses next steps following this project with easily achievable implementation goals and priority projects identified for further investigation.

Partnership and funding opportunities are discussed at the end of this chapter. To simplify the sources, this Chapter is broken into the types of projects the Town will most likely be directly involved as a result of this report. These projects would either relate to the Arts & Cultural District land use redevelopments or transportation focused projects.

DEVELOPMENT STRATEGIES

Within a large redevelopment area, a market analysis and needs assessment should occur prior to selection of any scheme or plan option developed here. This project provides preliminary assessments of the land and transportation system to guide the Town in possibilities and considerations for the future.

All schemes include transportation improvements as noted in Chapter 3. Transportation concepts shown in one scheme can mix and match with any other scheme as determined by the Town. Many additional alternatives could have been developed, but these three reflect the major input and themes through the design process.

OPTION A: COMPLETE THE GRID

This option was referred to as Complete the Grid (Photo 4-2), as its primary driver was to connect both Condit Street and Garfield Avenue across the existing pipeline to better connect properties to the west. A residential core would focus around the back of the theater and along the trail. A new Town institutional core with relocated Town Hall was considered between the post office and theater. Below are highlights of the option.

- Complete street grid for better access & connectivity
- Establish “Housing on the Trail”
- Concentrate mixed-use development between theater & downtown
- Civic development north theater (City Hall, Post Office, Chamber, etc.)
- Trailhead plaza south of Highway Avenue
- Further investigate extension of LaPorte Street across railroad to the west.
- In-Fill & senior housing along Henry Street
- Consider long-term relocations for existing industrial uses
- Consider long-term mixed-use development fronting Kennedy Avenue on the east side

OPTION B: LEVERAGE THE TRAIL

This option was referred to as Leverage the Trail (Photo 4-3), as its primary driver is to utilize the trail and open

space as its primary asset for redevelopment. A large public Central Park, could be created to link the trail and theater into a unique public space. This could allow for denser mixed-use development around the park and along Kennedy Avenue. A relocated Town Hall and post office near the southwest intersection of Kennedy Ave. and Highway Ave. was included in this scheme. Below are highlights of the option.

- Central Park to link theater & trail with on and off-street parking
- Concentrate mixed-use development along west side Kennedy Avenue
- New and infill residential near trail & park.
- Civic development south downtown (City Hall, Post Office, Chamber, etc.)
- Senior housing at post office site
- Consider long-term relocations for existing industrial uses
- Consider long-term mixed-use development fronting Kennedy Avenue on the east side

OPTION C: EXPAND DOWNTOWN

This option was referred to as Expand Downtown (Photo 4-4) and simply extended the land use and development along Highway Avenue into the project area, concentrating up to the theater. A smaller Central Park was included, with more intensive development surrounding. A large civic complex was noted to the north. Below are highlights of the option.

- Central Park to link theater & trail with on and off-street parking
- Concentrate mixed-use development along Kennedy Avenue & along Central Park
- Infill housing on Henry Street
- Civic development north theater (City Hall, Post Office, Chamber, etc.)
- Redevelop Kennedy Ave. and Highway Ave. intersection to anchor downtown expansion
- Trailhead plaza south of Highway Avenue



Photo 4-2. Redevelopment Option A: Complete the Grid



Photo 4-3. Redevelopment Option B: Leverage the Trail

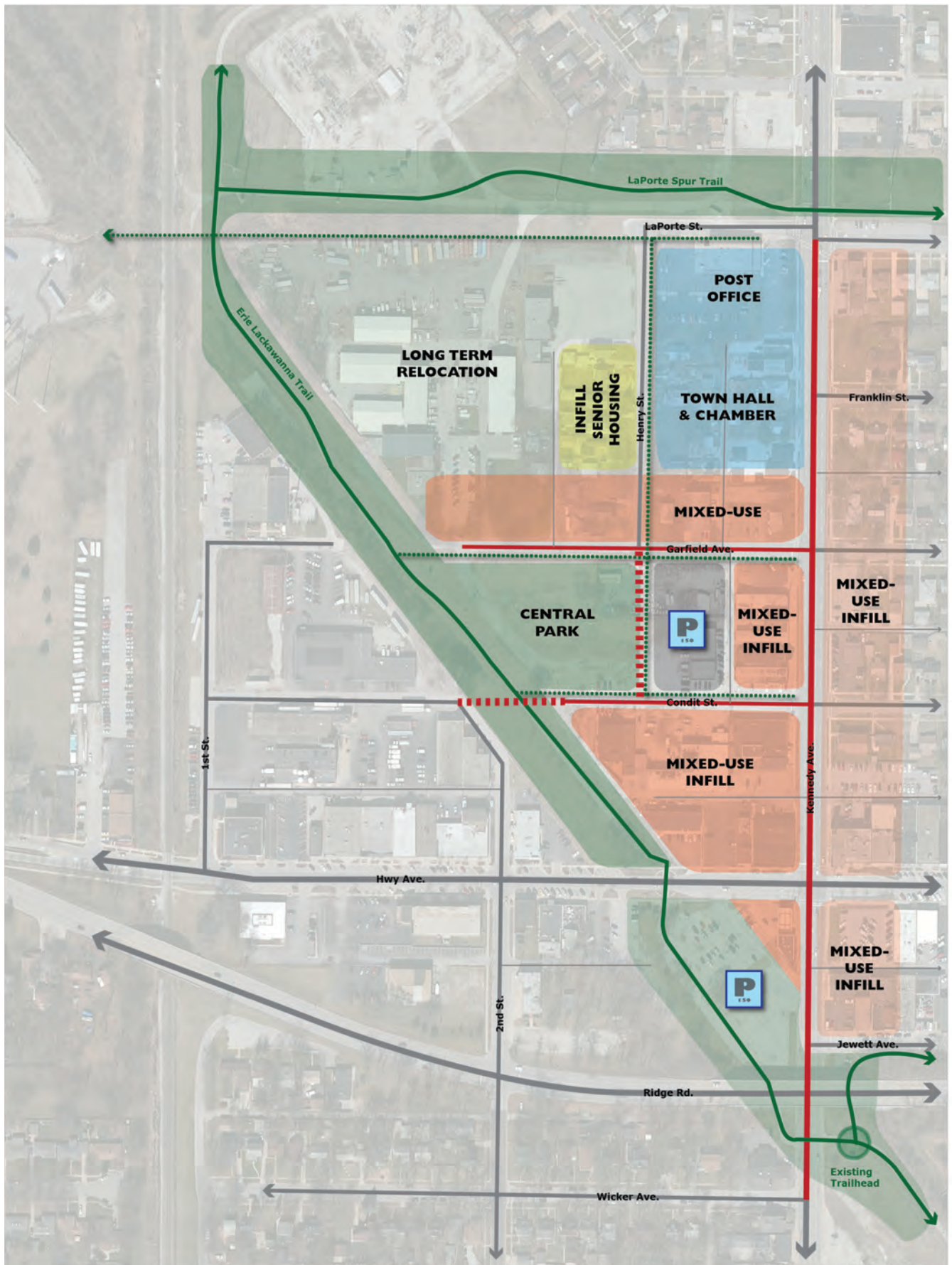


Photo 4-4. Redevelopment Option C: Expand Downtown

PARTNERSHIP OPPORTUNITIES

There are a number of different funding sources for construction of the projects described in this section. The Town should look to further leverage these funds as they become available. Below are potential funding sources for Highland to pursue.

ARTS & CULTURAL DISTRICT DEVELOPMENT

The Town's role in the redevelopment of the area will be to maintain the Design Standards and vision put in place for the Arts & Cultural District. Additional considerations for how to successfully implement an Arts & Cultural District were outlined in Chapter 3.

The following funding and partnership opportunities are applicable to specialize districts, but generally for all types of redevelopment and construction. This list is by no means complete, and the Town should continue to search and think outside the box for funding and partnership opportunities that help progress the plan. However, the Town should not compromise their vision for short term successes.

General Obligation Bonds

General Obligation bond financing may be used for funding economic development projects undertaken for a valid public purpose. These bonds are obligations payable out of taxes levied and collected on all taxable property. However, the total debt carried may not exceed two percent of the net assessed valuation of the Town

Tax Increment Revenue Bonds

Tax increment financing (TIF) allocation areas permit communities to use tax increment, increases or captured assessment from development in the Area as collected by the Auditor, to pay for the costs incurred to initiate redevelopment activities. When an allocation area is established, real property assessments are "frozen" within the allocation area as the Base Assessment for the previous assessment date preceding the approval and adoption of a declaratory resolution by the Commission. Cities and Towns may issue tax increment revenue bonds to finance a portion of the redevelopment activities from anticipated tax increment generated by proposed new development and increases in assessed value above the base assessment for the allocation area. As private investment increases in an allocation area, the tax

increment will be set aside to retire the debt service on the tax increment revenue bonds issued to implement a redevelopment plan. Once the full debt is retired and/or the allocation area provision sunsets, the allocation area may be dissolved and all taxing units enjoy the full benefits of increases in assessed valuation and lower property taxes.

Conventional Financing

The Town anticipates that most private developers/investors who propose approved activities within the Area will require conventional financing from private lending institutions. The Town will work cooperatively with the developers/investors to secure conventional financing, if necessary. Specifically, the Town will provide proof of its financial commitment to a developer/investor in order to assist the developer/investor with securing conventional financing for a project.

Additionally, the Town may consider the issuance of Economic Development Revenue Bonds through the Town's Economic Development Commission as a creative financing strategy in which a business purchases the bonds, thereby investing in their project after a Commission pledge of tax increment generated from the project's improvements.

Equity Investment

The Town's objective within the Area is to facilitate private investment. Whenever possible, the Town will seek equity investments from private developers/investors who propose to implement approved activities within the Area. The Town will financially assist projects primarily with gap financing when possible.

Assessed Valuation Deductions ("Tax Abatement")

Certain types of manufacturing or commercial businesses may qualify for tax incentives associated with a deduction of assessed valuation ("Tax Abatement") if located within a designated Economic Revitalization Area ("ERA") or an Economic Development Target Area ("EDTA") respectively as designated by the Town Council and the Town Economic Development Commission. Within the Town, business owners may be eligible to deduct a portion or all of their real or personal property investment that is new to the area through a deduction of assessed valuation determined by a sliding percentage scale based upon the number of years of the approved Tax Abatement period. The

abatement is allowed on real property improvement and personal property and is calculated only on the increases of assessed value.

Assessed Valuation Deduction Imposed Fees

As a condition of approval of an assessed valuation deduction, the Town Council may impose a fee of up to 15 percent on tax savings that may be directed to the Commission (as an economic development entity) for economic development purposes and implementation within the Redevelopment Area.

Facade Improvements Grant

The Town should continue promotion of the facade program and encourage businesses to participate in beautifying Highland. These type of public-private partnerships help small businesses thrive and the Town maintain the aesthetic appearance it envisions.

TRANSPORTATION FUNDING

Transportation projects open up other potential source of funding and partnership opportunities involving federal, state, local and private resources. All rights-of-way within the project area are Town-owned.

NIRPC CLC Grants

In 2014, the Town of Highland applied for and received a \$30,000 grant (Town funded 20%) from NIRPC during the first phase of the Creating Livable Communities Grant program. The initial phase was released for communities to create a guideline for projects in their local community centers. Future funding cycles for the NIRPC CLC Grants are anticipated to have construction funds for communities who have completed the planning phase, which this document serves as.

INDOT/FHWA

The Indiana Department of Transportation administers a number of different funding programs available through the Federal Highway Administration to perform transportation improvements in local communities. The Town should continue to monitor funding cycles for:

- Highway Safety Improvement Projects (HSIP)
90% project funding

- Congestion Mitigation and Air Quality (CMAQ)
80% project funding
- Surface Transportation Programs (STP)
80% project funding
- Transportation Enhancements (TE)
80% project funding
- Safe Routes to School:
80% project funding

The eligibility requirements for the funding sources vary, but many of the projects are eligible under multiple programs.

Private Funds

As new businesses open in the Livable Center, the Town should work with the developers to make improvements to the existing infrastructure to improve the accessibility and aesthetics of the business and surrounding areas.

Other

There are a number of other funding sources that are available for the Town to pursue including grants from the Northwestern Indiana Regional Development Authority (RDA) and the Lake Michigan Coastal Grant Program.

NEXT STEPS

While this project provided preliminary assessments and design alternatives to consider, additional planning, design and engineering will be required for all projects. Below is a list of early implementation projects the Town can undertake to build momentum from this effort with minimal additional services required.

- Development Market Assessment
- Kennedy Avenue parking lot beautification
- Improved signage and additional access points to regional trails.

Other projects identified are much larger in scope and scale and require considerably more attention and detail. The list of projects below was identified as near term priorities.

- Kennedy Avenue Traffic Assessment
 - Reduction of lanes
 - Removing access points
 - Crosswalks & potential traffic signal addition at Condit or Garfield
- Arts & Cultural District Development (see Partnership Opportunities)
- Condit Street & Garfield Avenue connections
- LaPorte Street extension over railroad
- Town Hall relocation



APPENDIX

- A: NIRPC CREATING LIVABLE COMMUNITIES
- B: NIRPC RED FLAG INVESTIGATION
- C: PUBLIC INVOLVEMENT
- D: SAMPLE PUBLIC ART COMMISSION CONTRACT
- E: EXAMPLE OF TYPES OF CULTURAL DISTRICTS

Overview

Highland is located in Lake County, about 20 miles from downtown Chicago and eight miles from downtown Gary. According to the 2010 Census the town's population was 23,727, making it the third most populous town in Northwest Indiana.

Highland's general boundary is the Little Calumet River and Hammond on the north, Griffith to the east, Schererville to the south, and Munster to the west.

Livable Centers

Highland includes a livable center and one neighborhood centers as follows:

DOWNTOWN HIGHLAND (DOWNTOWN CENTER)

The Downtown Highland livable center is defined by LaPorte Avenue on the north, Delaware and Carolina Streets on the east, Lincoln Avenue on the south, and 1st Street and Ridge Road on the west. The total acreage of the center is 220 acres.

Population:

1,417 people (6% of Highland's population). Population density is 17.5 people per acre.

Housing:

The total housing is 611 units (approximately 6% of Highland's total housing). Housing density is 7.6 units per acre.

Jobs:

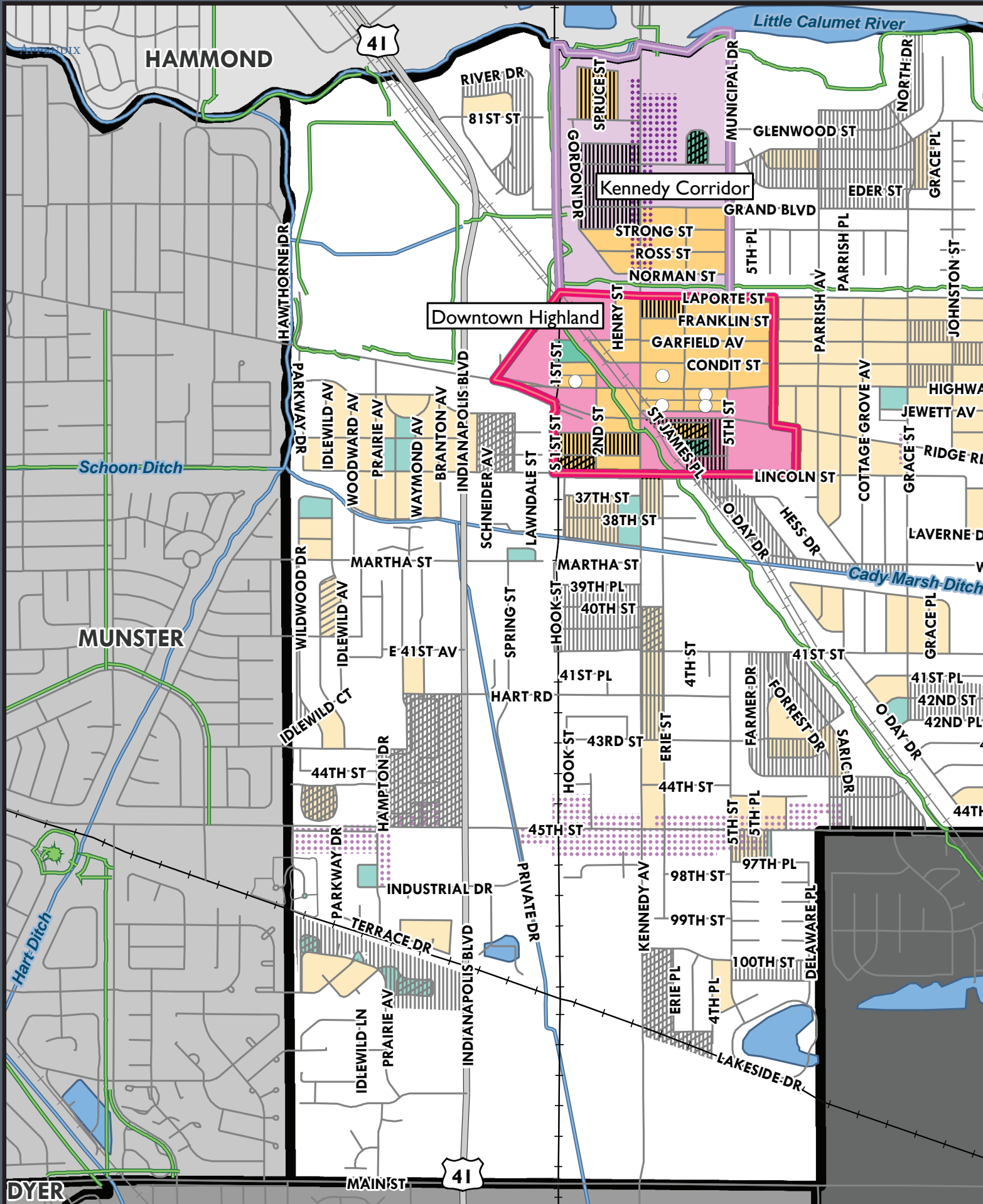
Total employment in the downtown livable center is 1,002 with a density of 15.2 jobs per acre.

This center is the traditional center of commerce for Highland, having housed town hall and Main School in Highland's early years, and still housing other civic and institutional functions such as the central fire station and the town library. Like most downtowns, day-to-day retail such as grocery and departments stores have moved to big box spaces in other parts of town, leaving small shops, dining, and nightlife as the predominant types of business.

TOWN OF HIGHLAND



Commercial Buildings on Highway Avenue, Highland (NIRPC)



LIVABLE CENTERS




LIVABLE CENTERS BOUNDARIES

These boundaries were drawn in consultation with planners and representatives associated with the municipalities based on NIRPC's analysis and the municipality's plans

-  Main Livable Center
-  Neighborhood Center

NIRPC ANALYSIS

NIRPC's analysis highlights areas which are dense and walkable. These areas ideally have small block sizes, population and employment density, as well as access to transit, education, and civic halls.

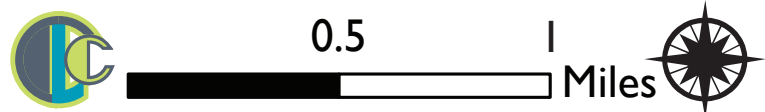
-  Schools
-  Higher Education
-  Civic Halls
-  South Shore Stops
-  Trails
-  Bus Lines
-  Identified Mixed Use Zoning

Density per Acre by Census Block

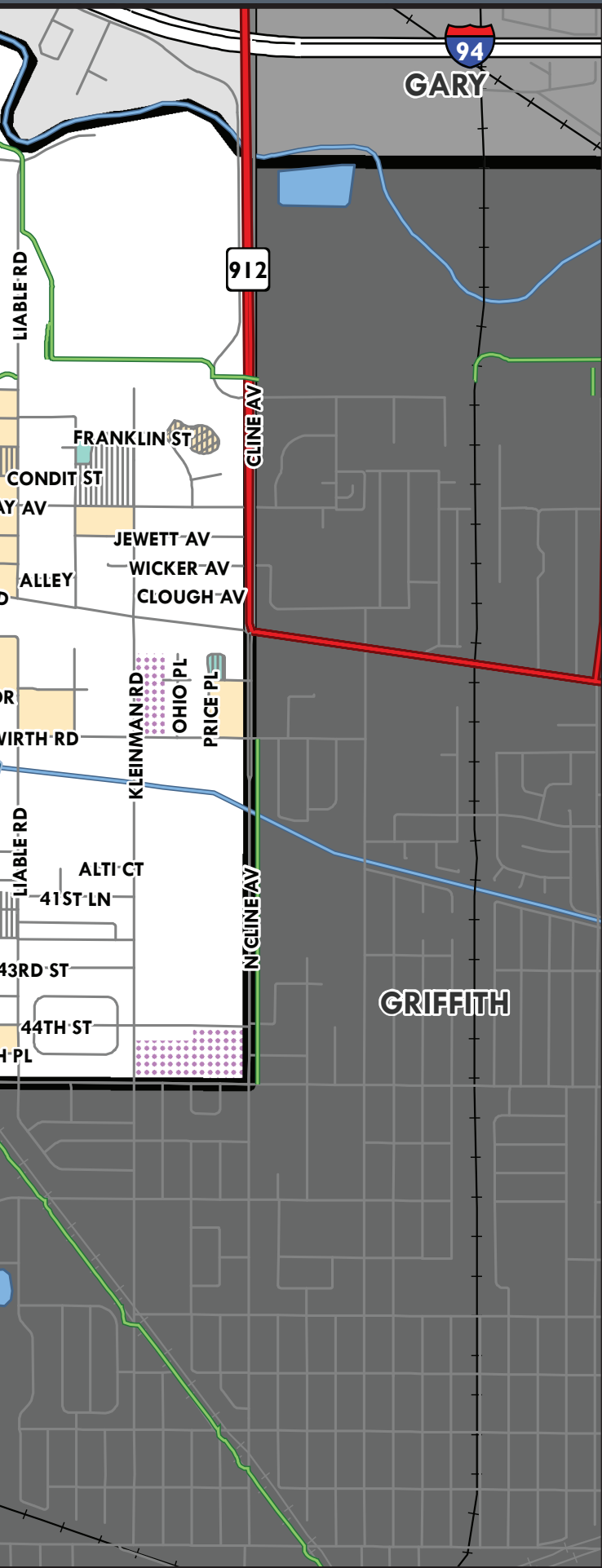
-  ≥ 25 Employees
-  ≥ 5 Houses
-  ≥ 5 Houses and 15 People
-  ≥ 15 People

Block Perimeter

-  < 1600 ft
-  1600 - 2400 ft



Map contains data that may be inaccurate or out of date. Refer to NIRPC or municipality for the most current information.



Mobility

The center contains two important arterials: Kennedy Avenue and Ridge Road, as well as the more minor Highway Avenue, which functions as the main street through the downtown retail district.

Street Grid:

The downtown area is generally based on a grid system, with Ridge Road being something of an exception as it curves and angles on either end of the center, culminating in a large overpass over Highway Avenue. Block lengths are generally 1600-2400 feet around.

Traffic Conflict:

During rush periods, Kennedy Avenue is heavily trafficked and can be difficult to cross outside of signalized and marked intersections.

Walkability:

The streets in this center generally all have sidewalks, except for Ridge Road west of 5th Street. Additionally, the Erie-Lackawanna Trail cuts through downtown providing alternative non-motorized access from other areas of town into the center. Development on Kennedy Avenue north of Highway Avenue is more car-oriented, resulting in a slightly higher number of curb cuts. Still, the neighborhood has a high walk score of 74 (Very Walkable).

Parking:

Parking in the downtown center is mainly on-street, with some off-street parking available both next to and behind businesses. There is also a large municipal surface lot at the corner of Kennedy and Highway Avenues. Parking is generally well marked.



Street Grid, Downtown Highland (NIRPC)

Mid-Century Modern Commercial Buildings
Downtown Highland (NIRPC)

Large Community

Land Use/Buildings

Highland has chosen to emphasize the mid-century modern character of Downtown Highland's architecture. Several buildings have the stone and metal that is typical of this style. Mixed in with those buildings are some that date from earlier in the 20th Century, as well as the 1970s and 1980s. In addition to commercial and residential uses, there is some light industrial use in the northwest corner of the downtown center, including the Pleasant View Dairy.

Buildings along Highway Avenue are generally well maintained, though some buildings suffer from underuse or lack of use and are in need of some work. The Town Theater on Kennedy Avenue has been closed for several years and shows signs of deterioration, though the town's Redevelopment Commission is taking steps to repair and stabilize the building. South of Ridge Road is a residential Planned Unit Development (PUD) on the former site of Highland Lumber. This PUD consists of town homes, which is a different and denser form from the single family homes found in the surrounding neighborhood.

Open Space/Landscaping

Benches and landscaping are placed along Highway Avenue through the downtown area. The Erie-Lackawanna Trail acts as a linear park along the old Erie-Lackawanna Railroad corridor, and a spur to that trail along the NIPSCO easement along LaPorte Avenue is also a linear park. Main Square Park at the east end of downtown is utilized for town festivals and is used as the central gathering point for many town functions and events. It contains a playground, restrooms, and a gazebo in that is often seen used as a symbol for the town.

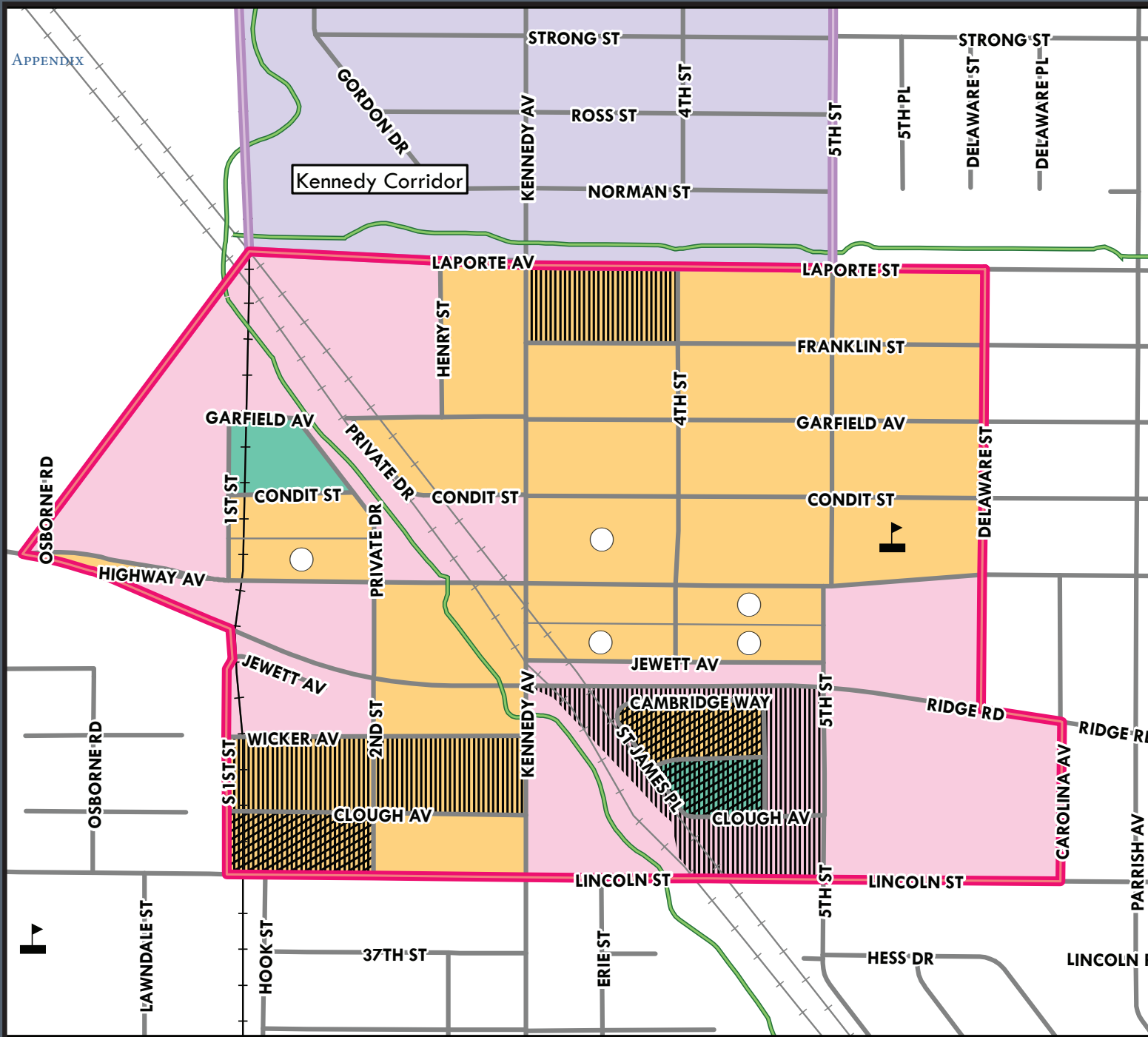
Along the commercial corridors, the buildings generally come right to the sidewalk. In residential areas, the homes have a setback allowing for a front yard. In the PUD area, the setbacks are much smaller, allowing for some landscaping but not a front yard as with the single family homes.



*Enhanced Sidewalk Infrastructure
Downtown Highland (NIRPC)*



*Highland Fire Station
Downtown Highland (NIRPC)*



NIRPC ANALYSIS

DOWNTOWN

Important Features

- Schools
- Higher Education
- Civic Halls
- South Shore Stops
- Bus Lines
- Trails
- Mixed Use Zoning

Density Per Acre by Census Block

- ≥ 15 People
- ≥ 5 Houses
- ≥ 5 Houses and 15 People
- ≥ 25 Employees

Block Perimeter

- < 1600 ft
- 1600 - 2400 ft

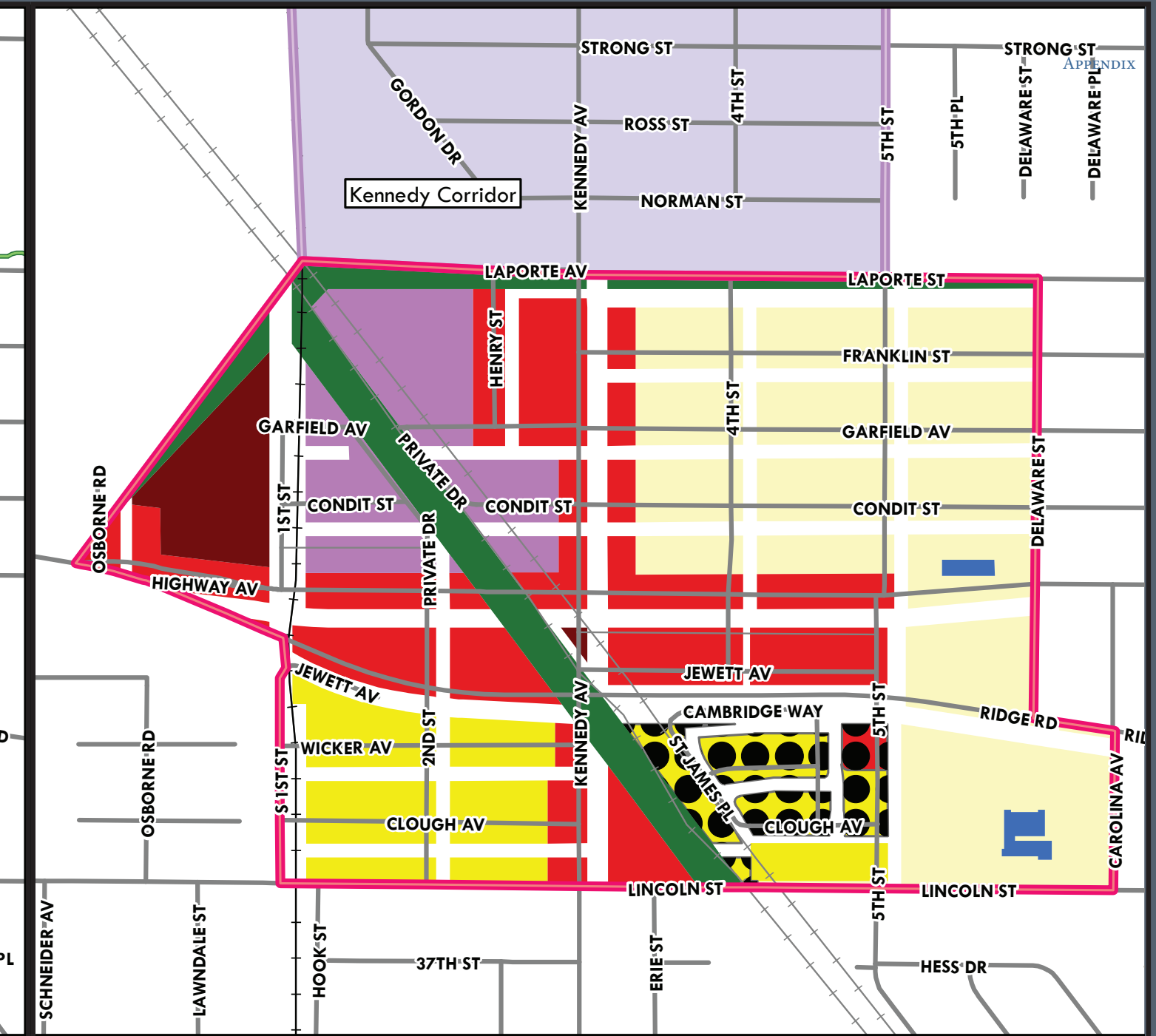
NIRPC's analysis highlights areas which are dense and walkable. These areas ideally have small block sizes, population and employment density, as well as access to transit, education, and civic halls.

The Main

- Main Centers
 - Main Corridor
- These Boundaries were drawn by planners and representative associations based on NIRPC's analysis and input.



Map contains data that may be subject to change. Refer to NIRPC or municipality for the most current information.



TOWN OF HIGHLAND

ZONING

Center

Neighborhood Centers

...in consultation with plan-
...associated with the municipalities
...and the municipality's plans

.25
Miles



...be inaccurate or out of date.
...for the most current information.

- | | | |
|-----------------------|-----------------------|----------------------------------|
| Business- PUD | Professional Business | Residential-PUD |
| Neighborhood Business | Institutional | Single Family (Small Lot) |
| Central Business | Light Industrial | Single Family (Large Lot) |
| General Business | Open Space | Single and Two Family |
| Flood Plain | PUD | Single, Two, and Multiple Family |

Density Per Relevant Zoning Acre

17.5 People 7.6 Houses 15.2 Employees

Zoning data is integral to NIRPC's analysis because it indicates the municipality's current land use as well as desired future land uses. Zoning data is based on the most recent ordinances available.



NIRPC ANALYSIS

KENNEDY CORRIDOR

Important Features

- Schools
- Higher Education
- Civic Halls
- South Shore Stops
- Bus Lines
- Trails
- Mixed Use Zoning

Density Per Acre by Census Block

- ≥ 15 People
- ≥ 5 Houses
- ≥ 5 Houses and 15 People
- ≥ 25 Employees

Block Perimeter

- < 1600 ft
- 1600 - 2400 ft

A Neighborhood

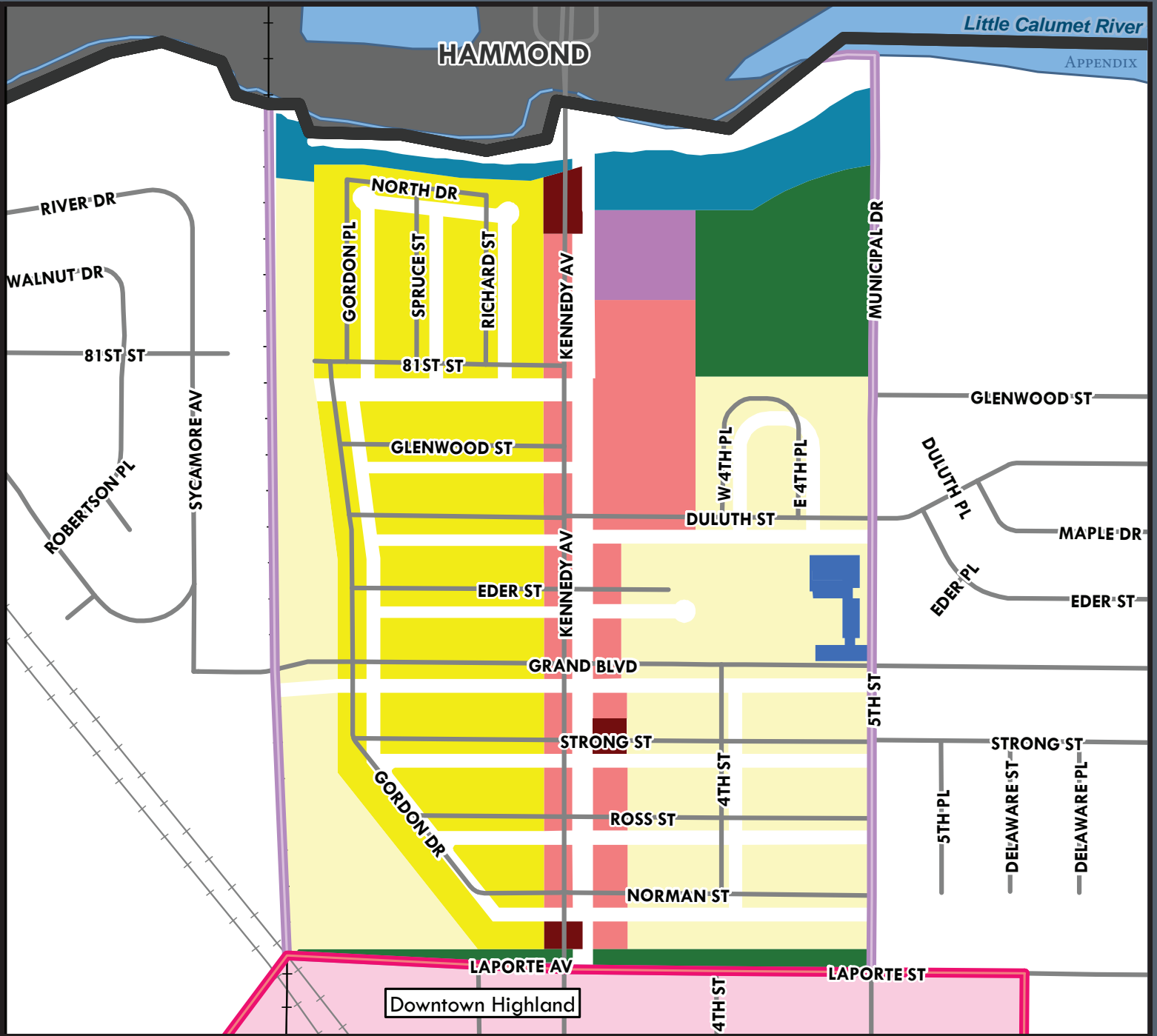
- Main Centers
- These Boundaries were drawn by planners and representative associations based on NIRPC's analysis



Map contains data that may vary. Refer to NIRPC or municipality for the most current information.

NIRPC's analysis highlights areas which are dense and walkable. These areas ideally have small block sizes, population and employment density, as well as access to transit, education, and civic halls.

HAMMOND



KENNEDY AVENUE CORRIDOR - HIGHLAND

ZONING

Neighborhood Center

Neighborhood Centers

shown in consultation with plans associated with the municipalities and the municipality's plans

.25 Miles



may be inaccurate or out of date. For the most current information.

- Business- PUD
- Professional Business
- Residential-PUD
- Neighborhood Business
- Institutional
- Single Family (Small Lot)
- Central Business
- Light Industrial
- Single Family (Large Lot)
- General Business
- Open Space
- Single and Two Family
- Flood Plain
- PUD
- Single, Two, and Multiple Family

Density Per Relevant Zoning Acre

11.3 People 4.9 Houses 30.9 Employees

Zoning data is integral to NIRPC's analysis because it indicates the municipality's current land use as well as desired future land uses. Zoning data is based on the most recent ordinances available.

KENNEDY CORRIDOR (NEIGHBORHOOD CENTER)

The Kennedy Corridor neighborhood center is bounded on the north by the Little Calumet River and the City of Hammond, on the east by 5th Street, on the south by LaPorte Avenue, and on the west by the Norfolk Southern tracks. The total acreage of the center is 218 acres.

Population:

1,319 people (6% of Highland's population). Population density is 11.3 people per acre.

Housing:

The total housing is 573 units (approximately 6% of Highland's total housing). Housing density is 4.9 units per acre.

Jobs:

Total employment in the Kennedy Corridor is 889 with a density of 30.9 jobs per acre.

The Kennedy Avenue Corridor is based around Kennedy Avenue, a small commercial corridor with car-oriented retail development. This neighborhood center is considered the northern gateway into Highland, and the town's sub-area plan calls for solidifying this role. This center also contains Judith M. Johnston Elementary School, east of Kennedy Avenue on 5th Street.

Mobility

The center is based around Kennedy Avenue, a five-lane north-south roadway.

Street Grid: Like the downtown center to the south, the Kennedy Avenue Corridor is largely based on a grid system. However, its connectivity to other areas to the west and south are interrupted by Norfolk Southern and NIPSCO rights-of-way.

Traffic Conflict:

During rush periods, Kennedy Avenue is heavily trafficked and can be difficult to cross outside of signalized and marked intersections.

Walkability:

The streets in this center generally all have sidewalks. The Erie-Lackawanna Trail is on the west side of the center and the Little Calumet River Trail is on the north side of the center, providing alternative non-motorized access to other areas of town. The car-oriented character of this segment of Kennedy Avenue results in a large number of curb cuts, which can have an impact on walkability. Crossing Kennedy Avenue, especially at rush periods, can be difficult away from



Left
Kennedy Avenue
Kennedy Corridor
Highland (NIRPC)

Right
Street Grid
Kennedy Corridor
Highland (NIRPC)

marked and signalized intersections. In turn, the district has a mixed walk score of 51 (Somewhat Walkable).

Parking:

Parking for most of the commercial use is off-street, with each business generally having its own. On-street parallel parking is on the west side of Kennedy Avenue, on the blocks between 81st Street and Norman Street.

Land Use/Buildings

As stated earlier, the current development of the commercial corridor along Kennedy Avenue is planned as the northern gateway to Highland. The current commercial development is car-oriented in nature. An athletic and municipal garage complex owned by the town currently occupies the eastern side of the gateway area. The sub-area plan calls for these facilities to be moved to make room for commercial and other activities oriented along the Little Calumet River.

The buildings along Kennedy Avenue are typical small strip malls and commercial establishments. There are also some single-family homes that have been converted to commercial uses. A largely empty shopping plaza is located at the northern end of the center. The surrounding residential areas consist of single-family homes dating roughly from Highland's most intensive growth period, from the 1950s to the 1970s.

Open Space/Landscaping

The Erie-Lackawanna Trail and the trail spur along LaPorte Avenue continue the linear parks from the downtown center. Additionally, the Sharp Athletic Complex with its ball fields and Little Calumet River Trail on the north end of the center provide open space and recreational use at the north end of town.



B

RED FLAG INVESTIGATION



May 7, 2015

Re: Town of Highland
Creating Livable Communities Project
Lake County
Des No 1400577

Dear Mr. Ruble,

The Northwest Indiana Regional Planning Commission’s Environmental Department has completed a Red Flag Investigation to help determine what impacts may exist within the proposed Highland Creating Livable Communities Project area and half-mile project buffer. Using the INDOT Red Flag Investigation map service resulted in the following findings.

| Infrastructure | | | |
|-----------------------|---|-------------------------|----|
| Religious Facilities | 0 | Recreational Facilities | 6 |
| Airports | 0 | Pipelines | 19 |
| Cemeteries | 0 | Railroads | 7 |
| Hospitals | 0 | Trails | 5 |
| Schools | 7 | Managed Lands | 7 |

Seven schools were identified within the ½-mile project buffer including four Highland public schools, Creative Hair Styling Academy, St. Mary Church School, and Our Lady of Grace School. Six recreational facilities were identified in the ½-mile project buffer including Main Square Park, Wicker Memorial Park, Grand Park, Lincoln Center Park, Judith Morton Johnston Elementary School, and Northwood Park. A total of 19 pipelines are located within the ½-mile project buffer, thirteen of which transect the proposed project area. Pipeline owners include ARCO Pipeline Company, Amoco Pipeline Company, Shell Oil Company, Explorer Pipeline Company, Phillips Pipeline Company, Buckeye Pipeline Company, Wolverine Pipeline Company, NIPSCO, and Wabash Pipeline Company. Seven railroad segments are located within the project and buffer area. Four of these are shown to be abandoned. The sole railroad owner shown is NS. Five trails were identified in the project area buffer, three of which being located transecting the proposed project area. The trails include Wicker Park, Ridge Road- 5th Street connection to Cross Town Trail, Erie Lackawanna/ Cross Town Trail, LaPorte Street spur for Cross Town Trail, and Indianapolis underpass. Seven managed lands were identified within the ½-mile project buffer including Homestead Park, Northwood Park, Wicker Memorial Park, Grand Prairie, Main Square Park, Lincoln Center Park, and Sharp Athletic Complex.

| Water Resources | | | |
|------------------------|--------------------|----------------------------|----|
| Canal Routes- Historic | 0 | Canal Structures- Historic | 0 |
| Wetland Line | 0 | Floodplain-DFIRM | 35 |
| Rivers and Lakes | 2 Rivers / 2 Lakes | Wetlands | 2 |
| Wetland Points | 0 | Lakes- Impaired | 0 |
| Streams- Impaired | 1 | Cave Entrance Density | 0 |
| Sinkhole Areas | 0 | Karst Springs | 0 |
| NWI Line | 0 | Sinking Stream Basins | 0 |

No water resources were shown within the proposed project area. However a several were identified in the ½-mile project area this includes two rivers, two lakes, one impaired stream (Cady Marsh Ditch- Chlorides, *E. coli*, biotic communities, and nutrients), 35 floodplain areas, and two wetlands.

| Mining/Mineral Exploration | | | |
|-----------------------------------|---|--------------------|---|
| Oil/Gas Wells | 0 | Mines- Underground | 0 |
| Mines- Surface | 0 | | |
| Petroleum Fields | 0 | | |

No mining/mineral exploration concerns were identified within the ½-mile project boundary.

| Hazmat Concerns | | | |
|-------------------------|---|----------------------------------|----|
| CFO | 0 | Construction Demolition Waste | 0 |
| Industrial Waste Sites | 0 | LUST | 9 |
| Open Dump Waste Sites | 0 | NPDES Pipe Locations | 0 |
| NPDES Facilities | 0 | Corrective Action Sites | 0 |
| Restricted Waste Sites | 0 | Septage Waste Sites | 0 |
| Solid Waste Landfills | 0 | Superfund Sites | 0 |
| Tire Waste Sites | 0 | UST | 10 |
| VRP | 1 | Brownfields | 0 |
| Waste Transfer Stations | 0 | Waste Treatment Storage Disposal | 0 |
| Manufactured Gas Plant | 0 | State Cleanup Site | 2 |
| Etiological Waste Site | 0 | Lagoon | 0 |

Several potential hazardous material concerns were identified within the proposed project area and ½-mile project buffer. One voluntary remedial program site was identified in the ½-mile buffer, nine leaking underground storage tanks were also identified within the buffer. A total of 10 underground storage tanks were identified with four (Dunhill Cleaners, Highland Union 76, Calumet Machine & Welding Company, and Aide Rental) being located within the proposed project area. Two state cleanup sites were identified with one being directly adjacent to the project area (Thrifty Kleen Cleaners). Additionally four RCRA generators were identified in the ½-mile buffer.

Cultural Resources

Based upon the Indiana Historic Sites and Structures Inventory- Lake County Interim Report, there are 35 historical features shown within the ½-mile project buffer, with one (Town Theater) being located in the proposed project area.

Ecological Information

Based upon Indiana Heritage Database data obtained from the DNR from a March 2011 request, one element occurrence, a wet-mesic sand prairie was identified in the ½-mile project buffer.

Conclusions

The results of our Red Flag Investigation show there are a variety of potential environmental features/concerns located within the ½-mile project area buffer. Potential concerns identified in the actual proposed project area were fairly limited. The most numerous were pipelines, railroads, and underground storage tanks. Our analysis was based upon information made available through the INDOT Red Flag Investigation map service, the DNR Natural Heritage Database, and cultural/historical data spatially represented from the county interim reports by NIRPC. If you should have any questions please do not hesitate to contact me directly.

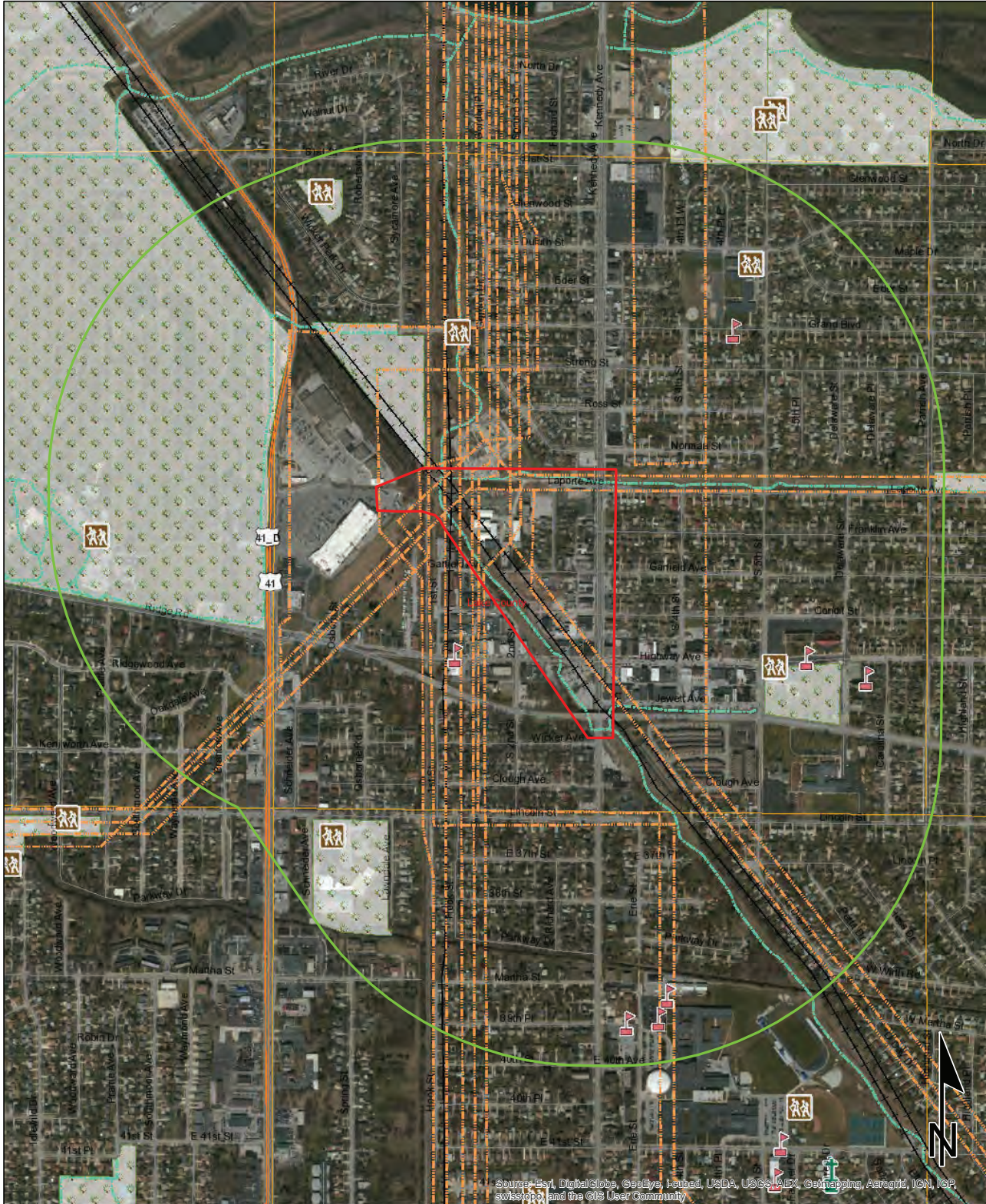
Sincerely,



Kathy Luther
Director of Environmental Programs

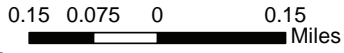
Red Flag Investigation - Infrastructure Highland Creating Livable Communities Project Des. No. 1400577 Lake County, Indiana

APPENDIX



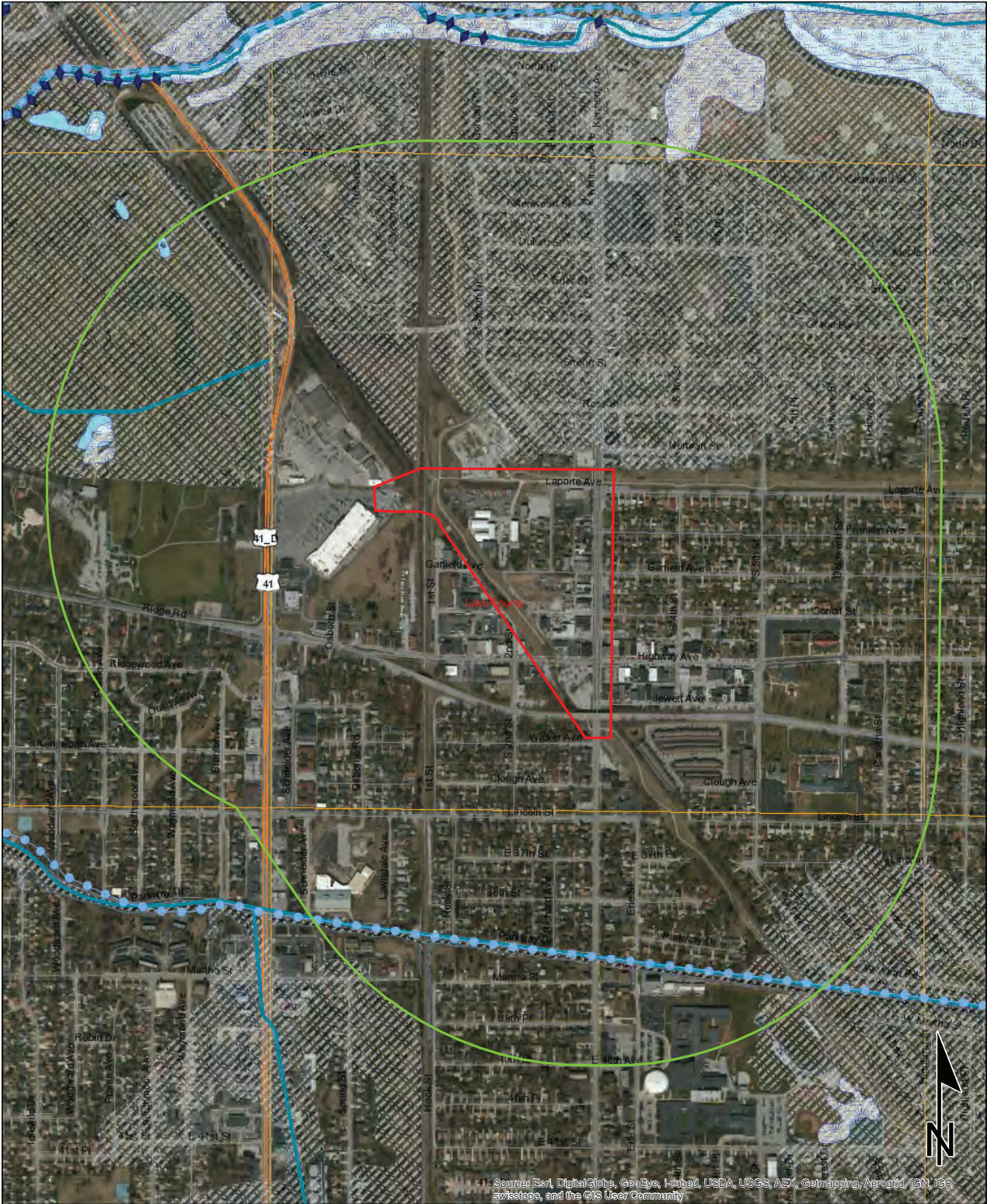
Source: Esri, DigitalGlobe, GeoEye, Earthstar, USDA, USGS, AeroGRID, IGN, IGP, swisstopo, and the GIS User Community

Sources:
Non Orthophotography
 Data - Obtained from the State of Indiana Geographical Information Office Library
Orthophotography - Obtained from Indiana Map Framework Data (www.indianamap.org)
Map Projection: UTM Zone 16 N **Map Datum:** NAD83
 This map is intended to serve as an aid in graphic representation only. This information is not warranted for accuracy or other purposes.



| | | | | | |
|--|--------------------|--|---------------------|--|------------------|
| | Religious Facility | | Recreation Facility | | Project Area |
| | Religious Facility | | Pipeline | | Half Mile Radius |
| | Airport | | Railroad | | Interstate |
| | Cemeteries | | Trails | | State Route |
| | Hospital | | Managed Lands | | US Route |
| | School | | County Boundary | | Local Road |

Red Flag Investigation - Water Resources Highland Creating Livable Communities Project Des. No. 1400577 Lake County, Indiana



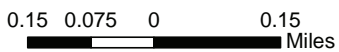
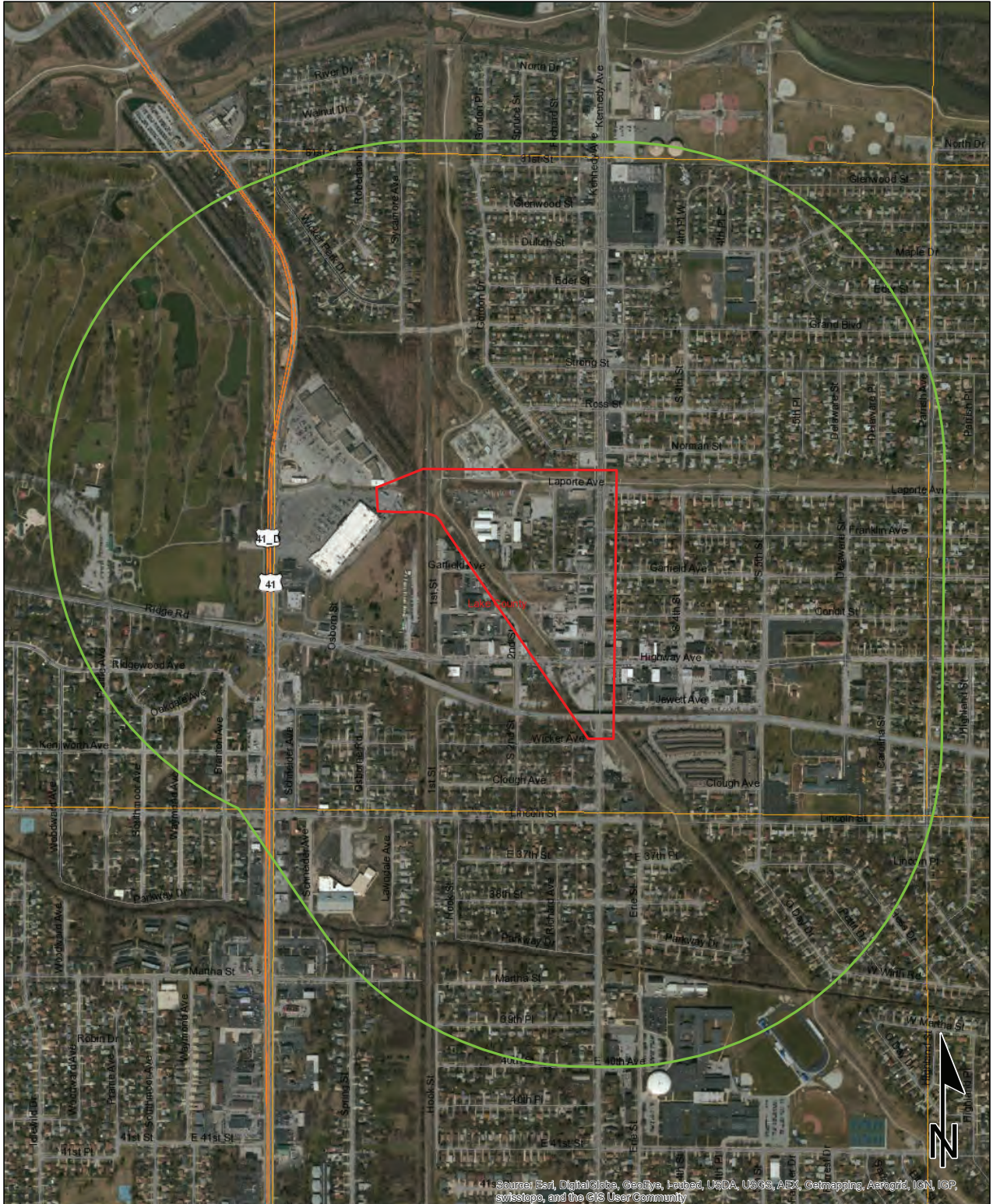
Source: Esri, DigitalGlobe, GeoEye, Earthstar, USA, USGS, AEX, Geomatics, AeroGRID, IGN, IGP, swisstopo, and the GIS User Community

Sources: 0.15 0.075 0 0.15 Miles
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Orthophotography - Obtained from Indiana Map Framework Data (www.indianamap.org)
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Red Flag Investigation - Mining/ Mineral Exploration Highland Creating Livable Communities Project Des. No. 1400577 Lake County, Indiana

APPENDIX



Sources:

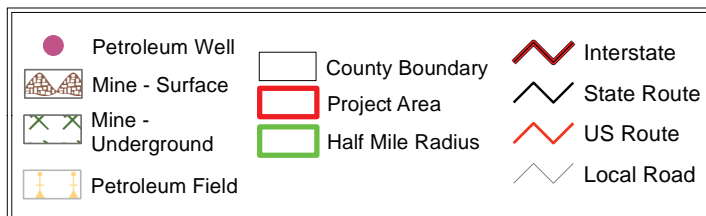
Non Orthophotography

Data - Obtained from the State of Indiana Geographical Information Office Library

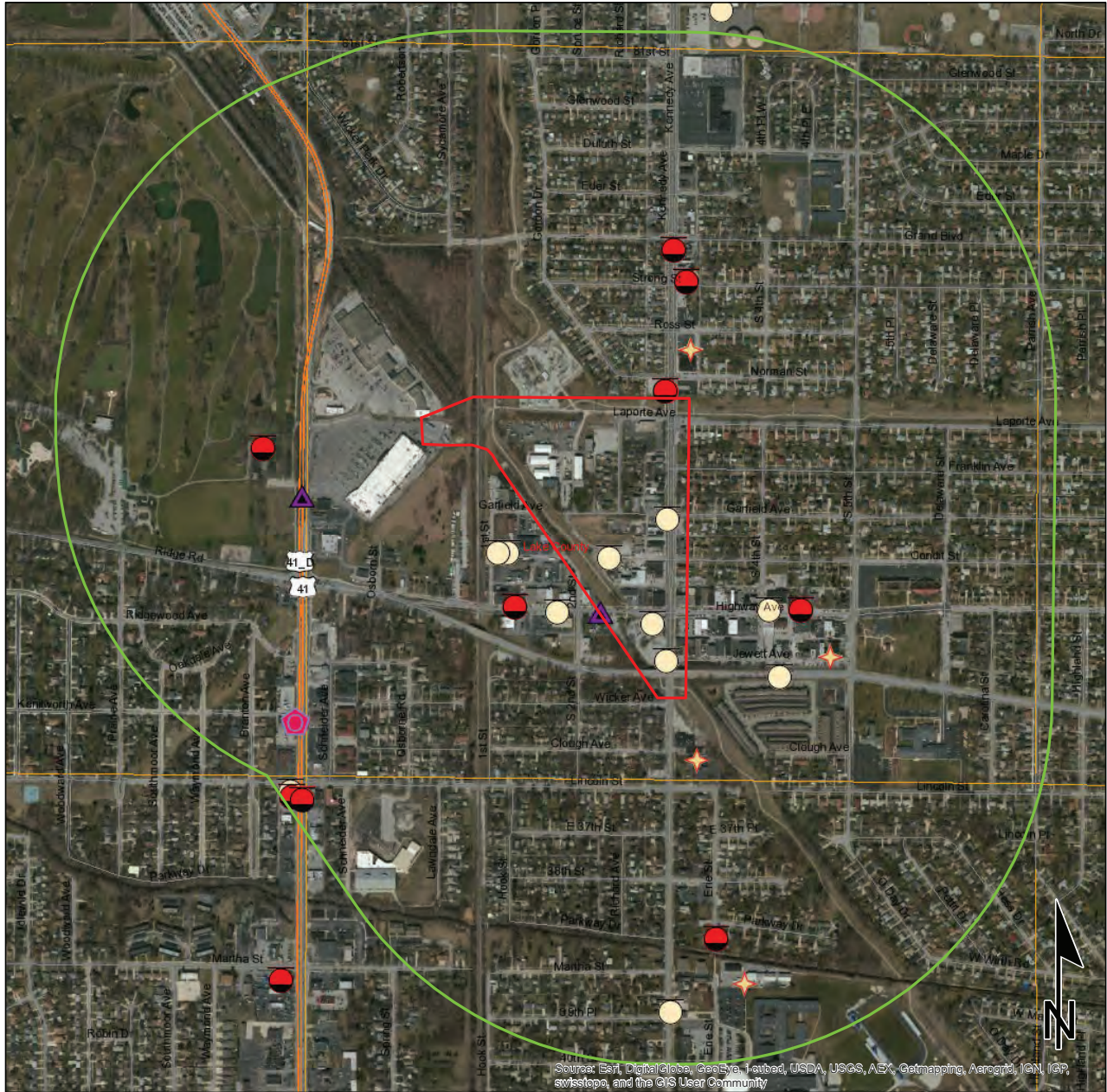
Orthophotography - Obtained from Indiana Map Framework Data (www.indianamap.org)

Map Projection: UTM Zone 16 N **Map Datum:** NAD83

This map is intended to serve as an aid in graphic representation only. This information is not warranted for accuracy or other purposes.

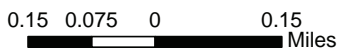


Red Flag Investigation -Hazardous Material Concerns Highland Creating Livable Communities Project Des. No. 1400577 Lake County, Indiana



Sources: Esri, DigitalGlobe, GeoEye, Earthstar, USDA, USGS, AeroGRID, IGN, IGP, swisstopo, and the GIS User Community

| | | |
|---|--|--|
| <ul style="list-style-type: none"> Brownfield RCRA Corrective Action Sites Confined Feeding Operation Construction/Demolition Site Infectious/Medical Waste Site Leaking Underground Storage Tank Manufactured Gas Plant NPDES Facilities NPDES Pipe Locations Open Dump Waste Site | <ul style="list-style-type: none"> RCRA Generator/TSD Restricted Waste Site Septage Waste Site Solid Waste Landfill State Cleanup Site Superfund Tire Waste Site Underground Storage Tank Voluntary Remediation Program Waste Transfer Station | <ul style="list-style-type: none"> Institutional Controls County Boundary Project Area Half Mile Radius Interstate State Route US Route Local Road |
|---|--|--|

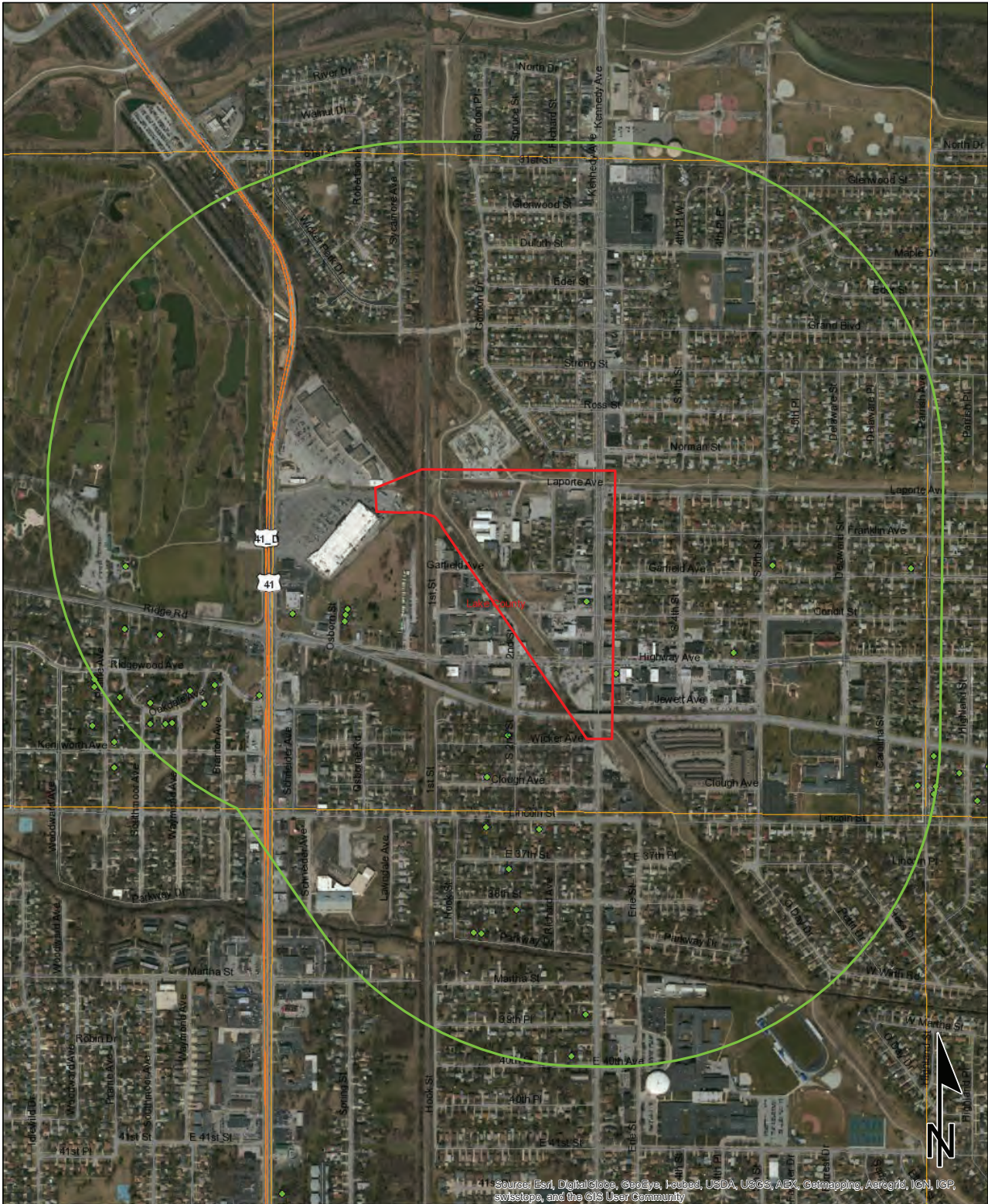


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Sources:
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Data - Obtained from the State of Indiana Geographical Information Office Library
Orthophotography - Obtained from Indiana Map Framework Data (www.indianamap.org)
Map Projection: UTM Zone 16 N **Map Datum:** NAD83

Red Flag Investigation - Cultural Resources
 Highland Creating Livable Communities Project
 Des. No. 1400577
 Lake County, Indiana

APPENDIX

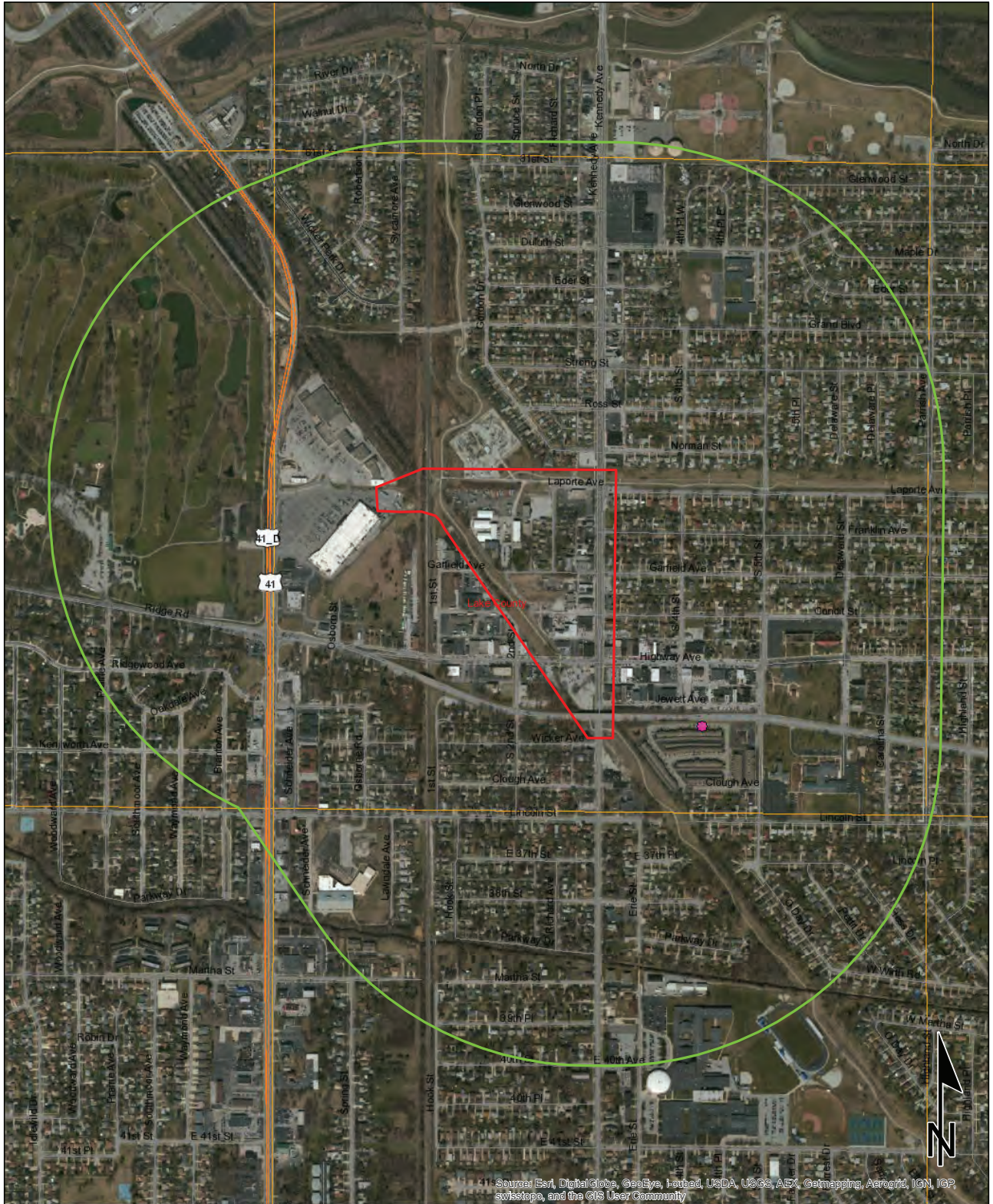


Source: Esri, DigitalGlobe, GeoEye, Earthstar, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

Legend

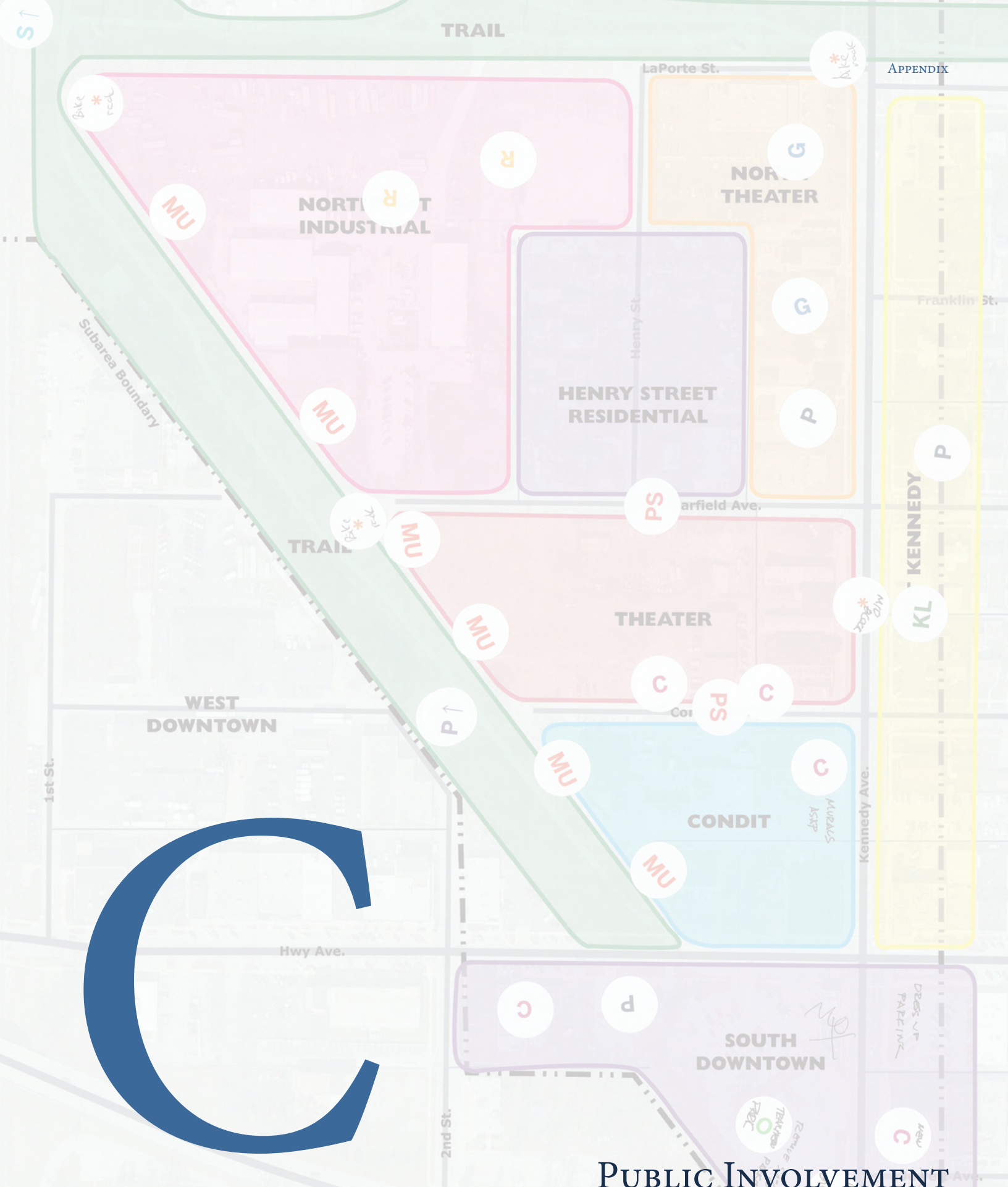
- Project Area
- 1/2-Mile Buffer
- Historic District
- Historical Landmarks
- National Register

Red Flag Investigation - Ecological Resources Highland Creating Livable Communities Project Des. No. 1400577 Lake County, Indiana



Legend

- Project Area
- 1/2-Mile Buffer
- Ecological Resources



PUBLIC INVOLVEMENT

INFORMATION GATHERING SESSION

March 19, 2015 5PM to 7 PM Highland Municipal Building

Comments Received

1. We need a skateboard park with a skateboard retail shop.
2. Get a coffee shop to come downtown.
3. We need a grocery store with fresh produce downtown so that we can walk to it.
4. Seniors need their own place to meet, play cards, and have a cup of coffee. The Lincoln Center has a problem with the bathrooms too far away from the room that is sometimes used. It is difficult to access for those with walkers or those having difficulty walking. A space should be dedicated to seniors without paying for a room.
5. There needs to be some type of outreach to Seniors and their needs.
6. Theatre/art district:
 - a. Comedy shows should be featured.
 - b. We need restaurants around the theatre
 - c. That area should be a pedestrian mall—no cars allowed so that people can go from place to place without worrying about cars and more businesses could be located there.
 - d. We need a microbrewery in that location.
 - e. A bookstore with story times for children would be good with an owner who is interested in working with children.
 - f. Look at turning the stage to face north. Perhaps you could get more seating.
7. Highland has three interstate exits, we need to develop around them.
8. Create more access to Chicago by creating connections to the South Shore or having a bus directly to Chicago as Valparaiso does. A trolley or bus to

the train would be good from the downtown. Once that is done, develop the area around the transit site.

9. Bicycles for rent on the bike trail are needed. Old bikes would be good.
10. Bicycle shop next to the trail would be a good idea.
11. Is there a Farmers' Market in Highland?
12. The electronic billing for town utilities is not working adequately. The bills are received too close to payment due time. (two people commented)
13. Ask realtors why people move in and move out of Highland to decide what needs to go here.
14. Lincoln Center needs more space for: basketball (pick-up), senior activities, and volleyball leagues.
15. Glenwood Street was very difficult to get out of onto Kennedy Avenue this winter. The piles of snow were too high at the intersection. (Another comment along a similar vein at another location on Kennedy was also heard.)
16. There needs to be access to the bike trail on North Indy Blvd. on the west side. Also, people don't follow the sidewalk on the east side—they go along the roadway. A sidewalk is needed there.
17. Lights are needed on the pedestrian bridge across the Little Calumet River east of Kennedy Avenue. It is too dark crossing this bridge at night.
18. Utilize the Little Calumet River as an asset. Create a boat launch site.
19. The bike trails need restrooms.
20. The lights are out on the downtown sign.
21. The bridge over the Cady Marsh ditch is too narrow for bikes to pass.
22. There needs to be a pedestrian cross light at Meijers over to the Mall.
23. There needs to be a trail connection where the Cady Marsh ditch meets the Hart ditch.
24. Weeds are growing through the gravel on the levee and it looks unsightly.

C Petro

From: Janet Szymanski <[REDACTED]>
Sent: Monday, March 09, 2015 11:05 AM
To: 'cpetro@highland.in.gov'
Subject: Redevelopment

Wouldn't it be great if we had _____ in Highland. I have several idea, but won't be able to make the meeting. Here they are: Drive-in Movie, Roller Skating rink, and Waterpark. I have a teen daughter and it would be nice to have some stuff for her and her friends to do.

Thank you for your time!

Sincerely,

Janet Szymanski
3243 Martha St.

— lack of snow removal by downtown businesses. Cite them for not clearing the sidewalks.

(From a downtown business person @ Chamber mtg. on March 10)

— How about a Trader Joe's store in Highland? (left @ town hall reception desk)

C Petro

From: JOANNA SMITH <[REDACTED]@highland.com>
Sent: Friday, March 20, 2015 7:59 AM
To: C Petro
Subject: RE: Information Gathering Session today from 5 to 7 PM

I suggest that there be a butterfly haven made near the rookery consisting of more trees and milkweed bushes. The lady who interviewed me for the gazebo story on the art display is working on starting this project. She does similar work for the dunes National Lakeshore. I would also like to see eventually metal lamppost signs featuring business names and pictures of butterflies and herons. That's something I want to research again down the road. I hit a dead end last time. I would also like to see the Hookah Lounge gone and of course more restaurants, coffee shops, and retail brought in downtown to replace the ones that have left.

Sent via the Samsung GALAXY S64, an AT&T 4G LTE smartphone

C Petro

From: Rachel Hibbard <[REDACTED]>
 Sent: Thursday, March 19, 2015 2:50 PM
 To: C Petro
 Subject: RE: Now THIS Is Graffiti

Hi Cecile,

I have it in the back of my head that there is a meeting about the Arts/Cultural district tonight but can't find info on it. My daughter's birthday is today, so I will likely not be able to attend. In my brainstorming/dreaming about our town, there are so many things/ways we can bring beauty. The main question is, do we want to keep it all mid-century modern themed and what does Highland want to be known for? I look around downtown and see so very many blank canvases of sides of buildings and places for public art. I haven't seen the downtown centre mock up, but would love to see the SW corner of Highway and Kennedy lots developed into something more beautiful than a straight parking lot. That specific area would benefit from a clear pathway to the bike path crossing - I'd love to see a "yellow brick road" type of thing with curves and plants, perhaps sculpture or shaped trees, fountain, something with shade so that people would actually want to sit or gather there. (Don't know if the yellow brick road means we'd want a rainbow on the overpass or an emerald city play area, but it's another thought.)

I want to share some of my other ideas with the committee in case anything sounds like a good idea; we could go with:

- the theme of mid-century modern only - so add murals with things like saddle shoes, Marilyn, Elvis, old records, old cars on the west wall of Growlers parking lot, "lets all go to the lobby" food on the side of the Town, ask the folks at Lincolns and Miner Dunn to consider changing their staff's attire, etc. Maybe add one of those tall old car stack/sculptures as a landmark off Kennedy/Highway for the parking lot. Really would love to see if we could get Plaza Lanes to put up a retro bowling sign too - do you know if they are replacing their old one?
- adding nursery rhymes or stories, having a Rapunzel hair braid coming down from the top window of the corner tower (what was Highland Department store), ask The Cobbler Shop to put a mural on their east wall of the shoemaker and the elves, have the 3 Billy Goats gruff on the Ridge Road overpass with a (not too scary) troll under the bridge, etc. adding whimsy to the exterior (now plain and boring) walls.
- using animals around town and company logos to advantage, doing things like a sculpture of a cow in front of Pleasant View Dairy (they'd be open to it), using the Popa polar bear, Tiger plumbing, reptile stores and Hydrant to all have foot prints down the sidewalks or sculptures - maybe tie it all in with the Trails theme - we have the bike path and Rookery trails, etc. and really are a crossroads kind of place.

I would love to see sculpture become a bigger part of the bike path too. Any of the above themes lend to murals, sculptures and art everywhere! I would think there could be competitions for mural spaces, or having high school art students involved as well. Each theme could be child friendly and interesting to walk around and take it all in. Those pictures that you sent of the cool murals on the walls made me wish that our town was the most painted place anywhere - as you can see, I just let my imagination run wild.

I hope my brainstorming is useful in some way. Please know that I have great admiration for the work you and all the others are doing to make Highland great!

Thank you,

C Petro

From: Theresa Pecsek <[REDACTED]>
Sent: Saturday, March 21, 2015 11:44 AM
To: C Petro
Subject: Community Meeting March 19, 2015

RE: Community Meeting Thursday, March 19, 2015

Highland Town Hall

3333 Ridge Road

Time: 5 to 7 p.m.

I tutored Thursday evening until 6 p.m. I drove by Town Hall afterwards but I didn't notice a crowd gathered so I thought the meeting was over.

Last summer I read about the history and culture of graffiti and how it developed over the years. There is a difference between vandalism and graffiti art. I think the Town of Highland should convert a small parcel of land and create a Graffiti Park. In the park there would be replicas of a water tower, a boxcar or engine of a train, a footbridge, billboards and whatever items graffiti artist use as their canvas. Graffiti artists can then submit ideas and drafts to the town for approval before they are granted permission to paint these structures. It would bring graffiti artist out of the shadows of night and give them recognition for their talents and a place where they can legally express themselves. Bushes and flowers can be planted around the sculptures to soften and accentuate the beauty of the art. Graffiti Park can be an on-going exhibit of different graffiti artists work by allowing other artist to paint a new design on these items after a designated time.

Another idea I had was to display replicas of things representing the history of the Town of Highland along the bike trail. For example, there could be a replica of the water tower that stood near Highland High School. Included with each sculpture would be a plaque describing its significance.

Theresa Pecsek

C Petro

From: Denise Chapman <happy2@highland.in>
Sent: Sunday, March 08, 2015 9:25 AM
To: cpetro@highland.in.gov
Subject: Highland's Vision

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Mr. Petro,

I would like to suggest to turn the Finkie's building into a roller skating/ice skating rink for the residents of Highland, Indiana. Also, maybe in the winter a snow hill can be made in the parking lot on the southeast corner of Highway and Kennedy for the children to have a "safe" place to sled. If not there, then maybe somewhere by Buffalo Wild Wings. Then maybe a small mom and pop eatery will go up to serve snacks, light lunches, breakfast sandwiches and hot chocolate too. Just a thought! Our children need something to do **here**, Jak's is in Schererville and too expensive to do on a regular basis to help keep the kids off the streets and out of trouble daily. Thanks for listening and caring about our town.

Denise and Jay chapman

C Petro

From: Rachel Hibbard <[REDACTED]>
Sent: Friday, March 27, 2015 4:04 PM
To: C Petro
Subject: RE: need your address!

Hi Cecile,

You don't need to mail me anything, but you can have my address => 8606 Delaware St. Highland.
Also, read the article in the paper about the town idea meeting. I was slightly disappointed that it was so much negative feedback and fewer ideas. I hope it was not disheartening for you. I have been thinking about what I would like to see in our town and that includes a couple more ideas I haven't sent to you already.

#1. Signage. I'd like it if ALL areas that are entrances to Highland were welcoming and had somewhat similarly designed signage, the town tulip, or other floral additions for pretty factor. The north entrances on Indy and Kennedy are remarkably different than those at Main/Kennedy south and Cline (is there one N or S?). I don't find the jumble of Kiwanis type signs at various corners particularly welcoming or "prettifying" though, maybe they are to some.

#2. Limiting number of businesses that make the town less desirable, such as hookah lounges, smoke shops, liquor stores (we have a few already), etc. Would like the town to have better rules about making everyone's signs less junky and keeping to a certain natural palate (see car shop on Griffith side of Cline/Ridge corner for example of what I'd like to stay away from.)

#3. Restaurants. Would LOVE to have a couple more restaurants to pick from that aren't pizza places. Particularly would love to see Highland's version of the Bridge café that just opened in Upland, In <http://www.thebridgeupland.com/> (see kickstarter video for more info) - it seems like the perfect blend of coffee/teas, comfort, artisans/food sales, etc. Would also love to see a fancier restaurant, maybe near the border by the current Sharp Complex - themed on The Rookery - with lots of glass and native plants and good steaks and HEALTHY food, maybe get beer from 3 Floyds or other local peeps. In my mind it is beautiful, with woods & glass, white linens, sharp and clean and has a view to the bridge and water somehow. Who wouldn't want to sip a glass of wine and watch the birds? To be so close to the hotels and visitors center seems quite a match... maybe with some local art (native plants and animals) available for purchase off the walls.

Hey, a girl can dream right?
Thanks for listening!
Rachel Hibbard

C Petro

From: Larry Martin [mailto:10046@highland.in] >
Sent: Saturday, March 28, 2015 5:47 AM
To: cpetro@highland.in.gov
Subject: vision meeting

Hello.....my name is Larry Martin, a Highland resident for over 25 years, I was out of town and could not make the Vision meeting but I hope it isn't too late to add my two cents ?

I know of all the talk about global warming, but the past few winters here in the region sure would have been conducive to creating a great outdoor place to Ice Skate. Why doesn't the town embrace the winter sport and create a place for young and old alike to gather and enjoy a Ice Rink ? Main Square would be perfect, with a fire station with hose and water so readily available across the street its a perfect spot. Mr Mrvan over at Wicker Park has his Ice Rink/ Splash pad , with a chiller plant were we could skate up to 40 degrees, but despite the federal grant, no one has EVER skated on it (10 years and counting)...maybe you can get a answer on that but good luck.

Years ago someone from the parks department knocked on my door and asked what I would like to see in Highland. At the time I expressed these same sentiments., apparently they fell on deaf ears. Maybe this time ???

Larry Martin
10046 Erie Place

C Petro

From: Lance E. Ryskamp <lryskamp@highland.in.gov>
Sent: Friday, October 16, 2015 9:54 AM
To: 'C Petro'; 'Dominic Noce'; fortheLoveofkrull@hotmail.com; 'Greg Kuzmar'; 'Jim Kessler'; 'Kathy DeGuilio-Fox'; 'Luanne Jurczak'; 'Rachel Delaney'
Cc: 'Dan Vassar'; 'carol Green-Fraley'
Subject: RE: Art & cultural District

Cecile, per our conversation, I wanted to relay a discussion/ suggestion that I talked to Dave Lubarski about at the Festival of the Trail. He and his wife are the owners of property at 8830 Kennedy, just north of Southside Bantam, where they are putting together The Promise You Art House. He and I talked about the proposed boundaries of the A & C District and he was wondering if the boundary could be extended south from the municipal parking lot down to capture his property. He seems very enthusiastic about his family's future business and being part of Highland's future art community.

Going forward, if this is a workable idea, let me know and I can advise him of the possible changes.
Lance

Lance Ryskamp
Highland Redevelopment Commission Assistant
3333 Ridge Road
Highland, IN 46322
lryskamp@highland.in.gov
219-972-7598 (P)
219-972-5097 (F)

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Cecile L Petro

August 12, 2015

Highland Redevelopment Director

Subject: Kennedy Avenue Corridor Plan

Of the three plans offered, I favor "Concept C". I think we should initially concentrate our efforts on the parcels bordered by Kennedy Avenue on the east, the bike trail on the west, Condit Street on the south and Garfield Avenue on the north.

Developed Commercial/Mixed use as follows:

- On Kennedy Ave.
- On the south side of Condit Street facing north from Kennedy Avenue to the Bike Trail.
- On the north side of Garfield Ave. facing south from Kennedy Avenue to the Bike Trail.
- Motor Vehicle traffic west from Kennedy Ave. on Condit St and Garfield Ave. only as far as the Parking areas (s) leaving most of the shops facing the park.
- The Park should include good walking access to and from the parking areas and the various shops. It should include appealing green space, Artsy stuff and maybe a band stand in the northwest corner of the park near the Bike Trail.

A compelling effort should be made to relocate the Aide Rentals, the VFW and the business just behind the theatre.

Then develop Senior Housing and other Residential areas around the above with the Town Hall and Post office as shown on Concept C

Respectfully submitted by Marion Case

C Petro

From: DeYoung, Bridget <Bridget.DeYoung@ctccol.com>
Sent: Friday, August 28, 2015 9:29 AM
To: C Petro (cpetro@highland.in.gov)
Subject: For arts district

I could really picture Condit Street with pavers. The buildings on both sides would be two stories. I know they probably can't include the names of the businesses in any picture, but Jane Berland could have a two story unit, HGS could have a unit, there could be a literature reading room with a coffee shop, art supplies, dance shoes and outfits for sale in a store, music equipment, and a Suzuki School (we have an excellent one in the area that REALLY needs a new home). Other businesses might include a gallery, a place to make art, etc. At the west end of Condit street there would be an outdoor recital area for all the schools (I am counting a minimum of 3 schools). It would have nice concrete around it for outdoor art displays as well. The street would extent around that and then there would be additional parking offered where Franko's is.

Please pass this along.

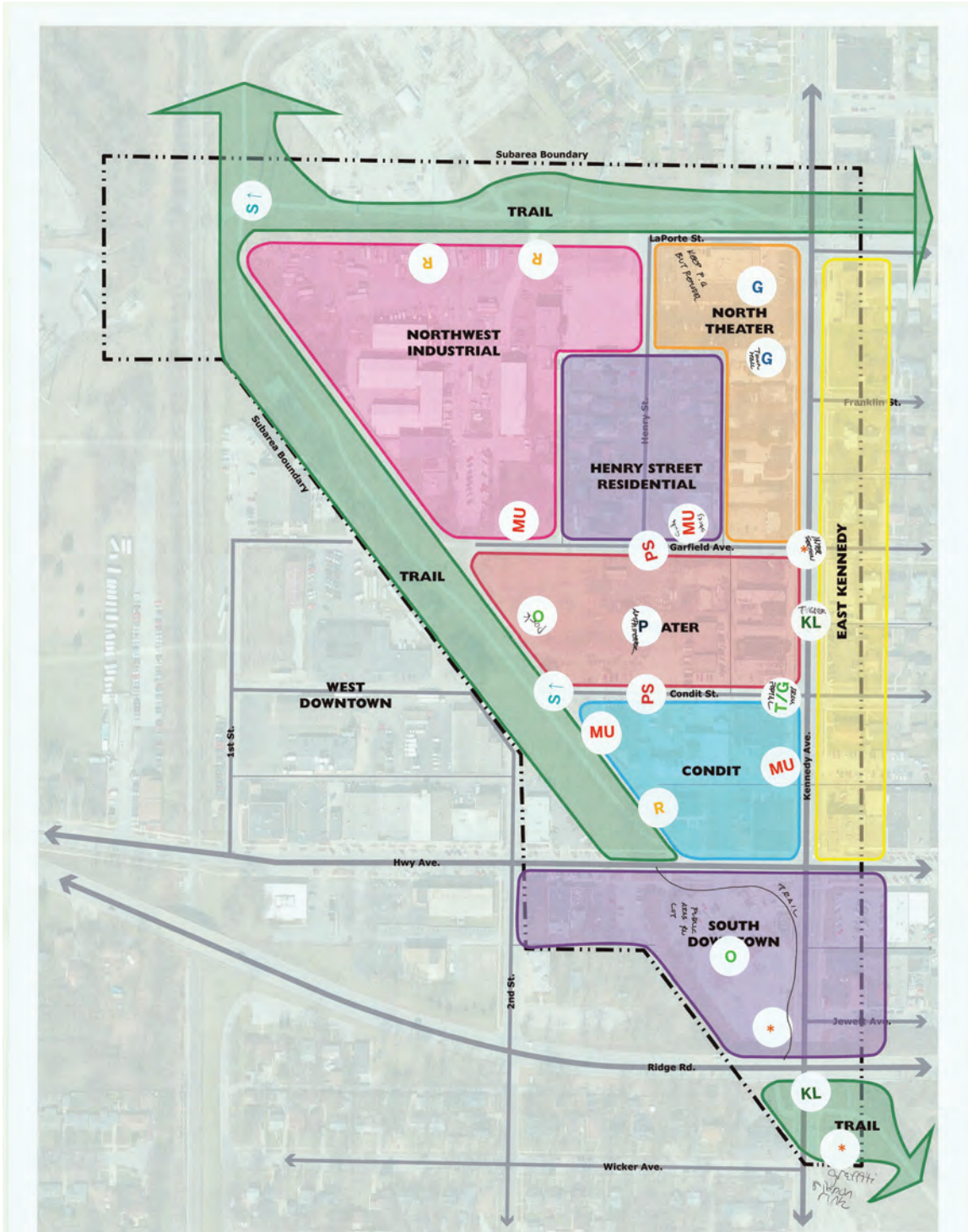


Sign In Sheet

Public Visioning Meeting:
Town of Highland Redevelopment Commission: Kennedy Avenue Corridor Plan

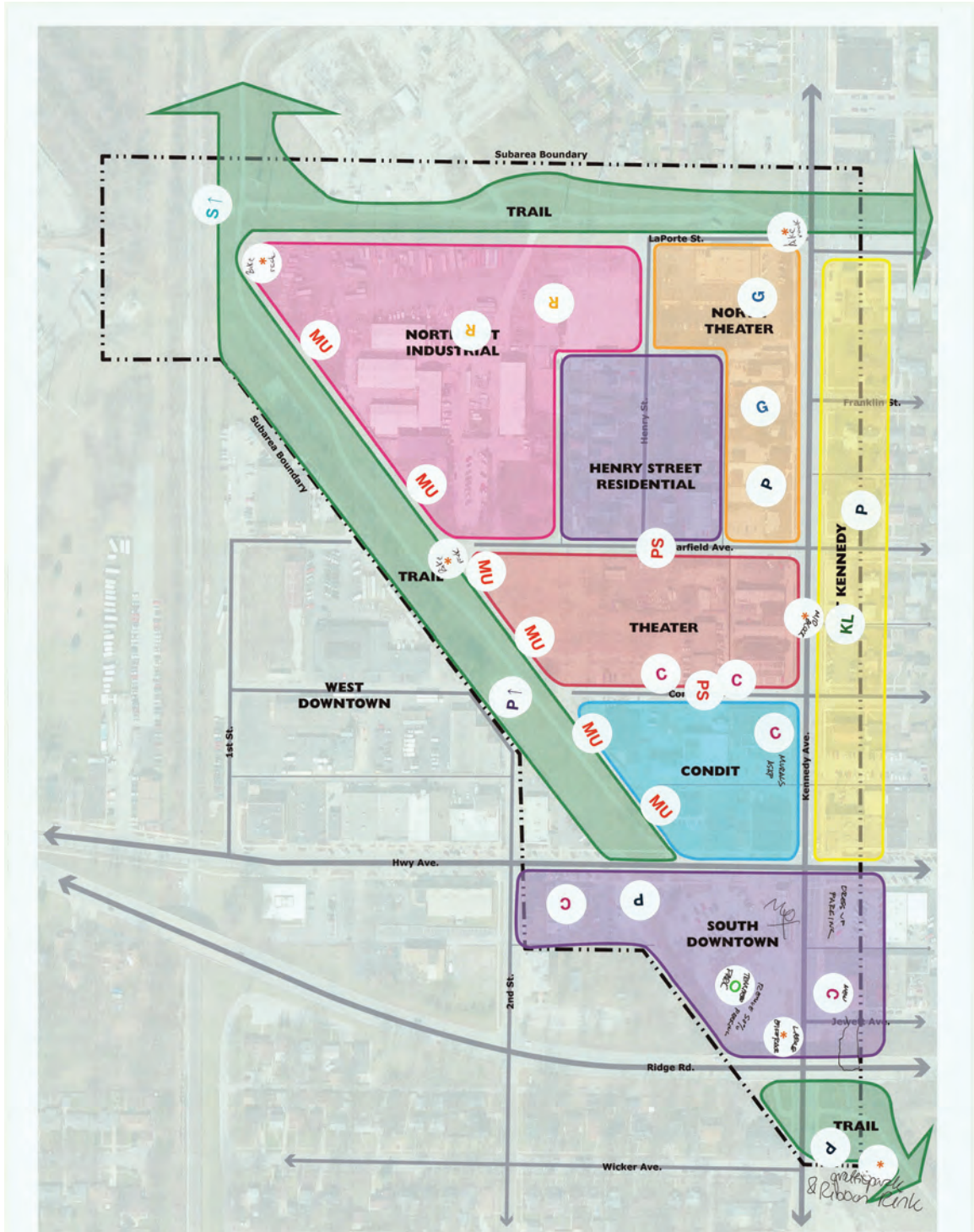
Highland Town Hall
July 21, 2015
6:00 pm

| Name | Organization | Email | Phone |
|-----------------------------|------------------------|---------------------------|----------------|
| Cecile Petro | RE Town of Highland | | 972-75-98 |
| John Bach | TOTH | jbach@highland.in.gov | 972-5069 |
| TOM WILKOBORN | | TOMWILKOBORN@YAHOO.COM | 773-5779846 |
| E HUCK HABER | TIMES NEWSPAPER | | |
| Alicia Rosignol Ma Smith | | artshic@calicia@gmail.com | (219) 239-8534 |
| Archella Gonzalez | | archellaperez@yaleu.com | 773-439-8197 |
| Rosario Gonzalez | | RGONZALEZ@HOTMAIL.COM | |
| Tulie Larson | Bot-LifMas | jluliason@grad.com | |
| Lance Ryskamp | Red. Commission Hsst | lryskamp@highland.in.gov | 972-7550 |
| Bridgett Dalbey | Highland Theater Board | bridgettdalbey@yaleu.com | 219-895-3328 |
| Nickie Pat Popa | | Popa@PopaHvac.com | 219-689-6559 |



- R** = Residential
- C** = Commercial
- MU** = Mixed-Use
- G** = Government/Civic
- O** = Open Space/Event Space
- P** = Parking Lot
- T/G** = Trailhead/Gateway
- *** = Wildcard
- S↑** = Street Extension
- P↑** = Pedestrian Connection
- KB** = Kennedy Bike Lane
- KL** = Kennedy Landscape Median
- KP** = Kennedy Parking
- PS** = Plaza Street

Public Meeting Option 1



- R** = Residential
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Public Meeting Option 2

**Town of Highland
2015 Art & Cultural District Survey Overview**

1,065 responses were tabulated and recorded in response to the following questions:

1. What aesthetic features would you like to see in Downtown Highland?

Results based on more than one answer per 1065 responders:

| | |
|-------------------------|--------------------------------------|
| 1. Gardens—692 | 65% of respondents would like |
| 2. Fountains—594 | 56% |
| 3. Gathering Spaces—558 | 52% |
| 4. Sculptures—326 | 30% |
| 5. Outdoor Art—308 | 29% |
| 6. Murals—182 | 17% |
| 7. *Other—107 | 10% |

2. What type of entertainment should be located here?

Results based on more than one answer per 1065 responders:

| | |
|-------------------------------|--------------------------------------|
| 1. Places to Sit and Talk—651 | 61% of respondents would like |
| 2. Coffee Shop—655 | 61% |
| 3. Restaurant—622 | 58% |
| 4. Brewery/Wine Bar—444 | 41% |
| 5. Artistic opportunities—380 | 36% |
| 6. *Other—117 | 11% |

3. What type of shops would you frequent in an Art and Cultural District?

Results based on more than one answer per 1065 responders:

| | |
|----------------------------|--------------------------------------|
| 1. Restaurants—828 | 78% of respondents would like |
| 2. One-of-a-kind Gifts—697 | 66% |
| 3. Brewery—394 | 37% |
| 4. Art—344 | 32% |
| 5. Pottery—240 | 23% |
| 6. Jewelry—231 | 21% |
| 7. *Other—200 | 19% |

4. What mode of transportation would you use to get to Downtown Highland?

Results based on more than one answer per 1065 responders:

| | |
|-------------------------|---------------------------|
| 1. Own Car—846 | 79% of respondents |
| 2. Walking—528 | 49% |
| 3. Bicycle—421 | 39% |
| 4. Riding W/Someone—128 | 12% |
| 5. *Other—24 | .02% |

5. If driving where do you park in Downtown Highland?

Results based on more than one answer per 1065 responders:

| | |
|---------------------------------|---------------------------|
| 1. Side Street Parking—656 | 61% of respondents |
| 2. Public Parking Lots—483 | 45% |
| 3. Other Places of Business—193 | 18% |
| 4. *Other—62 | .06% |

6. In regards to the Town Theatre in Downtown Highland what kind of entertainment would you attend?

Results based on more than one answer per 1065 responders:

| | |
|---|-------------------------------|
| 1. Music—778 | 73% of respondents would like |
| 2. Classic Movies—596 | 56% |
| 3. Plays/Drama—565 | 53% |
| 4. Independent Films—329 | 31% |
| 5. Themed Movie Festivals—293 | 27% |
| 6. Documentary—286 | 27% |
| 7. Children Entertainment—251 | 24% |
| 8. Art/Photo Classes—215 | 20% |
| 9. Children Art/Theater/Music Classes—164 | 15% |
| 10. Open Mic—160 | 15% |
| 11. Student Film Events—88 | 8% |
| 12. Director Series Events—86 | 8% |
| 13. Film Maker Series—67 | 6% |

7. How much do you typically spend on an evening out?

Results based on one answer per 1065 responders:

| | |
|----------------------|--------------------|
| 1. \$20-\$50—608 | 57% |
| 2. \$51-\$80—196 | 18% |
| 3. Under \$20—164 | 15% of respondents |
| 4. \$81-\$100—66 | 6% |
| 5. \$100-\$200—29 | 3% |
| 6. More Than \$200—3 | .3% |

8. What age group are you in?

Results based on one answer per 1065 responders:

| | |
|----------------------------|-------------------|
| 1. 51-70—457 | 43% of responders |
| 2. 31-50—284 | 26% |
| 3. 71-80—152 | 14% |
| 4. 18-30—64 | 6% |
| 5. 81+--58 | 5% |
| 6. Under 18—4 | .04% |
| 7. Prefer Not to Answer—50 | 5% |

9. What is your gender?

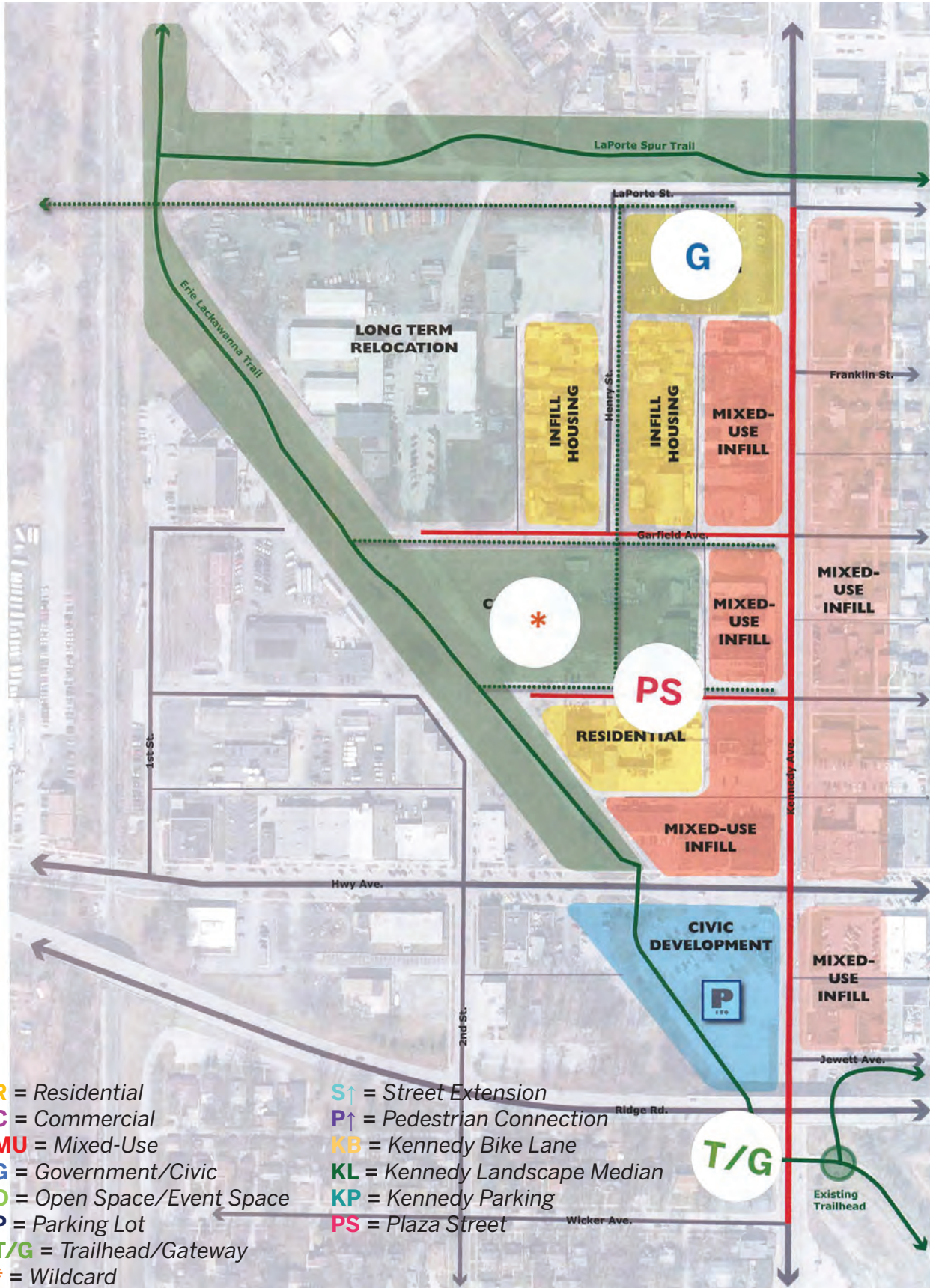
Results based on one answer per 1065 responders:

| | |
|-----------------------------|-------------------|
| 1. Women- 722 | 68% of responders |
| 2. Men- 300 | 28% |
| 3. Prefer not to answer- 34 | 4% |

10. Where do you live?

Results based on more than one answer per 1065 responders:

| | |
|----------------------------|-------------------|
| 1. Highland Resident- 1006 | 94% of responders |
| 2. Live within 5 miles- 20 | .2% |
| 3. Other- 15 | .1% |



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Redevelopment Commission Option

D

SAMPLE PUBLIC ART COMMISSION CONTRACT

NATIONAL CULTURAL DISTRICTS EXCHANGE



Public Art Agreements for Cultural Districts

Most often, if you want to commission artwork for a cultural district, you will need select and contract with an artist. Below is a sample agreement for the provision of public art within a cultural district. This is very similar to a standard public art agreement between a city and an artist. More information is also available from our Public Art Network.

<http://www.americansforthearts.org/by-program/networks-and-councils/public-art-network>

- DRAFT -

This is a standardized draft of a contract to commission an artist to complete a public art project under the Cultural Development Commission's Cultural District Program. This document is applicable for projects that will be installed on a site owned by the city. It is a 3-party contract between the City of Indianapolis, the administrative/fiscal agent for the District, and the artist. This is ONLY a draft and since each project is different terms should be negotiated directly with the parties concerned.

Please direct all City Legal questions to Jeff Sirmin at JSirmin@Indygov.org.
District representatives and artists should seek their own independent legal advice.

AGREEMENT FOR THE PROVISION OF PUBLIC ART

This agreement for the provision of public art (hereinafter "Agreement"), entered into on the dates indicated below, by and between the _____ (name), Indianapolis, Indiana (hereinafter "Cultural District"), _____ (name), _____ (address) (hereinafter "Artist"), and the City of Indianapolis, Indiana, Department of _____ (hereinafter "City"),

WITNESSETH THAT:

WHEREAS, the provision of art in public places, whether in the form of freestanding pieces such as sculptures or memorials, architectural embellishments, or other forms incorporated into areas accessible to the public, is an essential component of any great city and makes that city more interesting and vibrant for its residents and visitors; and

WHEREAS, the Cultural District and the City desire to facilitate the provision of art in a public place within the territory of the Cultural District; and

WHEREAS, the Cultural District has selected the Artist to be commissioned to design, fabricate, create and install in a public place within the Cultural District an original and appropriate work of art, all as described in this Agreement; and

WHEREAS, the Artist is qualified and able to perform the services, and is willing to accept the commission as described in this Agreement; and

WHEREAS, the City desires to own and maintain such work of art as provided herein;

NATIONAL CULTURAL DISTRICTS EXCHANGE



NOW, THEREFORE, in consideration of the mutual undertakings and covenants contained herein, the Cultural District, the Artist, and the City hereby agree as follows:

Part I. Term and Termination

- 1.01 This Agreement shall not become effective until signed by all parties.
- 1.02 This Agreement shall terminate upon the issuance of a written notice of acceptance by both the Cultural District and the City and transfer of ownership of the Artwork to the City pursuant to Part IV of this Agreement, unless earlier terminated as provided herein.
- 1.03 If the Artist fails to fulfill any of his or her obligations under this Agreement in a timely or proper manner, or if the Artist violates any of the covenants, agreements, or stipulations of this Agreement, the Cultural District or the City thereupon shall have the right to terminate this Agreement by giving the Artist written notice of termination at least ten (10) days before the effective date of termination. The termination date and reasons for the termination shall be stated in the notice. In such event, all finished or unfinished drawings, specifications, models, portions of the Artwork, supplies, or other objects which have been prepared by the Artist under this Agreement shall at the option of the City become the City's property, and the Artist shall be entitled to receive just and equitable compensation from the Cultural District for any work completed under this Agreement to the satisfaction of the Cultural District and the City. The Artist shall be liable to the Cultural District and the City for damages sustained by virtue of any breach of this Agreement by the Artist. The Cultural District may withhold any payments to the Artist for the purposes of set-off until such time as the exact amount of damages due the Cultural District or the City from the Artist is determined. Damages shall include all amounts paid pursuant to the Agreement. In addition thereto, the Cultural District has the right to recover attorney's fees, costs and expenses.
- 1.04 The Cultural District or the City may terminate this Agreement at any time by giving at least fifteen (15) days written notice to the Artist. If the Agreement is terminated by the Cultural District or the City as provided herein, the Artist will be paid by the Cultural District an amount which bears the same ratio to the total compensation as the services actually performed bear to the total services of the Artist which are required by this Agreement, less payments of compensation previously made.

Part II. Engagement of the Artist; Designation of the Artwork

- 2.01 Subject to the terms and conditions of this Agreement, the Cultural District engages the Artist, and the Artist agrees to be so engaged, to design, fabricate, create and install the Artwork (collectively, hereinafter "the Work") as described in "Exhibit A", attached hereto and incorporated herein by reference. The Artist, at his or her sole expense, shall provide all labor, materials, and supplies necessary to complete the Work.
- 2.02 The Artist shall perform the Work in a satisfactory and competent manner, consistent with the best standards in the Artist's field, and the Artwork shall be designed, fabricated and installed in a

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manner that is structurally sound. If the Artist employs or engages a person or firm to perform a part of the Work, the Artist shall ensure that each such person or firm shall agree to perform such part of the Work in a satisfactory and competent manner, consistent with the best standards in such person's or firm's field. Notwithstanding the Artist's employment of a person or firm to perform a part of the Work as permitted under this Agreement, the Artist shall remain responsible to the Cultural District for the faithful performance, when due, of the Work, and no delegation or subcontracting of a part of the Work shall relieve the Artist of his or her duties under this Agreement.

- 2.03 Throughout the process of the Work, the Cultural District and the Artist shall advise and cooperate with each other with respect to any alteration or revision of the Artwork, including but not limited to a variation in component materials, method of construction, size, and/or appearance, from that which is provided in Exhibit A, or any alteration or revision to the proposed installation site. The Artist acknowledges that if the Work is materially altered or revised from that which is provided in Exhibit A and the Artist has failed to advise or cooperate with the Cultural District as provided herein, the Cultural District and the City may terminate this Agreement without penalty.
- 2.04 The Work shall be performed in a sequential manner according to the schedule provided in Exhibit A, or as otherwise agreed to in writing signed by each of the parties.

Part III. Installation of the Artwork

- 3.01 The Artwork shall be installed and incorporated into a public site within the territory of the Cultural District that has been agreed to and designated by the Cultural District and the City; such site is identified and described in Exhibit B, attached hereto and incorporated herein by reference. The Artist shall provide to the Cultural District and the City a written description of the manner in which the Artwork shall be installed, including a statement of details addressing any preparatory work which must be performed to prepare the site prior to installation.
- 3.02 The City shall cooperate with the Artist in the preparation of the site prior to installation; however, it shall be the responsibility of the Artist to apply for, pay for, secure, and comply with the conditions and requirements of any permits that may be required by law for such installation. The Artist shall satisfy the conditions of this Section 3.02 either personally or through the Artist's agent or Subcontractor when expedient or necessary, e.g., in the procurement of a right-of-way permit that can be issued only to a licensed contractor.
- 3.03 The Artist and the City shall consult and agree to the date and time for delivery of the Artwork to the site. The Artist shall be responsible for and bear the costs of transportation and installation of the Artwork, including but not limited to costs of permits, labor, and materials.

Part IV. Final Acceptance; Title of the Artwork to Vest in the City

- 4.01 Upon the completion of the Work and installation of the Artwork to the Artist's satisfaction, the Cultural District and the City shall inspect the work and present the Artist with a detailed listing of any observed flaws. When the Cultural District and the City are satisfied with the Work, they

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shall provide written notice to the Artist of their final acceptance of the Work, which notice shall state that the Work has been completed and the Artwork has been installed as agreed to by the parties and to the satisfaction of the Cultural District and the City.

- 4.02 Upon final acceptance, title to the Artwork shall pass from the Artist to, and vest in, the City. The Artist hereby donates and transfers to the City the Artist’s rights except those limited by this Agreement, title, and interest in and to the Artwork. Thereafter, the City shall retain all written documentation regarding the Artwork, and shall have, for maintenance and historical documentation purposes only, the right to a copy of all drawings, sketches and designs of the Artwork produced prior to final acceptance of the Work.
- 4.03 Upon final acceptance, the Artist shall be available for a public dedication of the Artwork; and, the City, in consultation with the Cultural District and the Artist, shall provide appropriate, on-site signage to identify the Artwork by the Artist’s name, the year of fabrication, and other information deemed appropriate by the City.

Part V. Compensation

- 5.01 The Cultural District shall pay to the Artist for performance of the Work and for the Artwork as provided in this Part of the Agreement; however, in no event shall the Artist be paid an amount in excess of the sum of _____ Dollars (\$_____). This amount shall constitute full and complete compensation for the Artist’s Work and Artwork; the Artist shall be solely responsible for all expenses necessary for the performance of this Agreement, including any cost overruns.
- 5.02 Payments shall be made to the Artist upon his or her submission of detailed statements of account to the Cultural District, according to the following schedule:
 - a. Upon execution of this Agreement, the Cultural District shall pay the Artist an amount not to exceed _____ Dollars (\$_____);
 - b. Upon completion of the fabrication of the Artwork and preliminary approval by the Cultural District, the Cultural District shall pay the Artist an amount not to exceed _____ Dollars (\$_____); and,
 - c. Upon installation of the Artwork and final acceptance by the Cultural District and the City under Part IV of this Agreement, the Cultural District shall pay the Artist an amount not to exceed _____ Dollars (\$_____);
- 5.03 Such statements of account shall include a description of the part of the Work completed, appropriate documentation thereof, and the amount due. Each statement of account shall be signed by the Artist.

Part VI. Warranty; Indemnification; and, Release

- 6.01 The Artist represents and warrants to the City that:

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- a. he or she is the sole creator of the Artwork, that the Artist has full power and authority to make this Agreement;
- b. the Artwork does not infringe upon any copyright or violate any property right or other rights; and,
- c. no lien or encumbrance exists against the Artwork and that following the transfer of title to the Artwork to the City, no individual or entity will have any right or interest in the Artwork that is prior or superior to the City's right and interest.

The Artist further represents and warrants that the Artwork, as fabricated and installed, will be structurally sound and free of defects in material and workmanship, including any defects consisting of "inherent vice" or qualities which cause or accelerate deterioration of the Artwork, and shall be designed so as routinely not to require extensive or extraordinary maintenance or conservation measures. These warranties shall be in effect for a period of one (1) year after final acceptance of the Artwork under Part IV of this Agreement and transfer of ownership to the City.

- 6.02 The Artist agrees to defend, indemnify, and hold harmless the Cultural District and the City, and their respective officials, agents, and employees from and against any and all claims, actions, suits, or proceedings of any kind brought against such parties for or on account of any matter arising from performance of the Work performed by the Artist pursuant to this Agreement.
- 6.03 Unless otherwise provided, the Artist acknowledges that until the ownership of the Artwork is transferred to the City pursuant to Section 4.02 of this Agreement, any injury to property or persons caused by the Artwork or any damage to, theft of, vandalism to, or acts of God affecting the Artwork are the sole responsibility of the Artist, including but not limited to any loss occurring during the creation, storage, transportation, delivery or installation of the Artwork, regardless of where such loss occurs.

Part VII. Insurance

- 7.01 The Artist shall procure and maintain during the life of this Agreement such comprehensive general liability insurance as will protect the Cultural District, the Artist, and the City, and each of their respective officers, agents, employees and subcontractors performing any of the Work covered by this Agreement, from claims for damages for personal injury including accidental death, as well as from claims for property damages, which may arise from operations or work under this Agreement, whether such operations or work be by the Cultural District, the Artist or the City, or any of their respective officers, agents, employees and subcontractors performing any of the Work. The amounts of insurance shall be not less than One Million Dollars (\$1,000,000) combined single limit for any one occurrence covering both body injury and property damage, including accidental death.
- 7.02 The insurance policy or policies procured as required by Section 7.01 shall name the Cultural District and the City as additional insured parties, and shall require a thirty-day mandatory cancellation notice.

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Part VIII. Copyright and Reproduction Rights

- 8.01 The Artist expressly reserves every right available to the Artist under the Federal Copyright Act and other applicable statutes to control the making or dissemination of copies or reproductions of the Artwork, except the rights which are limited by this Agreement.
- 8.02 The Artist certifies that the Artwork created pursuant to this Agreement is a unique work of art and has not been and will not be substantially duplicated by the Artist without the prior written permission of both the Cultural District and the City, unless the Artwork is one in a series of editions, which shall be stated in this Agreement. Should the Artist decide to reproduce the Artwork in an edition or in any other way, the Artist shall first obtain the written permission of both the Cultural District and the City.
- 8.03 The Cultural District and the City each retain the right to publish and distribute photographs, drawings or other forms of reproductions of the Artwork as installed and formally accepted by the Cultural District and the City, for reference, promotional, educational and scholarly purposes. The Cultural District and the City agree to make no commercial use of the Artwork without the Artist's written consent. If such consent is obtained from the Artist, all reproductions of the Artwork by either the Cultural District or the City shall contain a credit to the Artist that states the Artist's name, year of creation, and the names of the Cultural District and City.
- 8.04 The Artist agrees to include on or in any form of reproduction of the Artwork initiated or authorized by the Artist, a credit to the Cultural District and City, stating that the Artwork was commissioned by the Cultural District and owned by the City.

Part IX. Maintenance, Repair, and Restoration

- 9.01 If, within the time period specified in Section 6.01 of this Agreement, the Artwork exhibits any structural or cosmetic defect or flaw in violation of the Artist's warranty, the Artist shall repair the Artwork or replace any defective component of the Artwork at no cost to the City. All repairs or cures to defects shall be consistent with professional conservation standards.
- 9.02 Except as provided in Section 9.01, after the written notice of final acceptance has been issued and transfer of ownership has occurred, the City shall maintain and protect the Artwork as it reasonably determines, being responsible for the care, custody, maintenance and security of the Artwork. Any required maintenance of the Artwork shall be carried out by the City with the intention of protecting the value, integrity, and authenticity of the Artwork.
- 9.03 After the expiration of the warranty period, the City will make a reasonable effort to consult with and gain the approval of the Artist in all matters concerning repairs and restoration of the Artwork.

Part X. Relocation or Removal of the Artwork

- 10.01 Upon final acceptance and transfer of title to the Artwork to the City, the City shall have the

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authority and sole discretion thereafter to remove, or remove and relocate, the Artwork from the original installation site. The City shall make a reasonable attempt to notify the Artist in writing if for any reason the City intends to remove the Artwork from the installation site and/or to relocate the Artwork at a new site. The Artist may advise or consult with the City regarding any such removal or relocation.

Part XI. Non-Destruction, Alteration, or Modification of the Artwork

- 11.01 To the extent required by applicable federal law or other applicable laws and regulations, the City shall not intentionally destroy or modify the Artwork in any way whatsoever during the Artist's lifetime without first making a reasonable effort to locate and inform the Artist, and to obtain the Artist's written permission, if possible; however, this section shall not apply to modifications caused by the passage of time, the inherent nature of the materials or the result of conservation, lighting or placement in connection with public presentation.
- 11.02 If any significant modification occurs to the Artwork after final acceptance by the Cultural District and the City under Section 4.02 of this Agreement, whether such change is intentional, unintentional, or malicious, and if the Artist makes a written request to the City that the Artwork no longer be represented as the work of the Artist, then the Artwork shall no longer be so represented.

Part XII. General Provisions

- 12.01 Independent Contractor. The parties agree that the Artist is an independent contractor as that term is commonly used and is not an employee of the Cultural District or the City. As such, the Artist is solely responsible for all taxes and none shall be withheld from the sums paid to him or her. The Artist acknowledges that he or she is not insured in any manner by the Cultural District or the City for any loss of any kind whatsoever. The Artist has no authority, express or implied, to bind or obligate the Cultural District or the City in any way.
- 12.02 Notices. All notices, requests and other communications that a party is required or elects to deliver pursuant to this Agreement shall be in writing and shall be delivered personally or by facsimile or electronic mail (with confirmation), or by a recognized overnight courier service or by United States mail, first-class, certified or registered, postage prepaid, return receipt requested, to the other party or parties at its or their address set forth below:

if to the Cultural District: *(name and address)*

if to the Artist: *(name and address)*

if to the City: *(name and address)*

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- 12.03 Governing Law. This Agreement shall be construed in accordance with the laws of the State of Indiana, and by all applicable municipal ordinances or codes of the City and of Marion County. Suit, if any, shall be brought in Marion County, Indiana.
- 12.04 Waiver. The delay or inaction of any party in the pursuit of such party’s remedies as set forth in this Agreement, or available by law, shall not operate as a waiver of any of that party’s rights or remedies.
- 12.05 Severability. If any provision of this Agreement is held to be invalid, illegal, or unenforceable by a court of competent jurisdiction, the provision shall be stricken, and all other provisions of this Agreement which can operate independently of such stricken provisions shall continue in full force and effect.
- 12.06 Non-discrimination. The Artist, and any person or firm engaged by the Artist to perform any of the Work pursuant to this Agreement, shall not discriminate against any employee or applicant for employment to be employed in the performance of this Agreement, with respect to her or his hire, tenure, terms, conditions, or privileges of employment, or any matter directly or indirectly related to employment, because of her or his race, religion, color, sex, handicap, disability, national origin, ancestry, disabled veteran status, or Vietnam-era veteran status. Breach of this section shall be regarded as a material breach of this Agreement.
- 12.07 Conflict of Interest. The Artist certifies and warrants to the Cultural District and the City that neither he or she, nor any of his or her agents, representatives or employees who will participate in the performance of any part of the Work pursuant to this Agreement has or will have any conflict of interest, direct or indirect, with the Cultural District or the City.
- 12.08 Force Majeure. In the event that any party is unable to perform any of its obligations under this Agreement – or to enjoy any of its benefits – because of natural disaster or decrees of governmental bodies not the fault of the affected party (hereinafter “Force Majeure Event”), the party who has been so affected shall immediately give notice to the other parties and shall take commercially reasonable actions to resume performance. Upon receipt of such notice, all obligations under this Agreement shall be immediately suspended except for payment obligations with respect to service already provided. If the period of nonperformance exceeds sixty (60) days from the receipt of the Force Majeure Event, any party whose ability to perform has not been so affected may, by giving written notice, terminate this Agreement.
- 12.09 Successors and Assigns. The parties bind themselves and their partners, successors, executors, administrators and assigns to the other party of this Agreement and to the partners, successors, executors, administrators and assigns of such other parties, in respect to all covenants of this Agreement; except as otherwise provided herein, Artist shall not assign, sublet or transfer its interest in this Agreement without the written consent of the Cultural District or the City. Nothing herein shall be construed as creating any personal liability on the part of any officer or agent of the Cultural District or the City.

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12.10 Entire Agreement; Amendment. This Agreement constitutes the entire agreement between the parties and supersedes all prior agreements, written or verbal, between The Cultural District, the Artist, and the City with respect to the subject matter of this Agreement. No statements, promises or agreements whatsoever, in writing or verbal, in conflict with the terms of the Agreement have been made by the Cultural District, Artist or City that in any way modify, vary, alter, enlarge or invalidate any of the provisions and obligations herein stated. This Agreement may be amended and modified only in writing signed by all parties.

12.11 Survival. The following provisions of this Agreement shall survive and be in full force and effect after the termination of this Agreement, for whatever cause: Parts VI, VIII, IX, X, XI and XII.

IN WITNESS WHEREOF, the Cultural District, the Artist, and the City hereby enter into this Agreement as of the dates indicated below:

_____ (“Cultural District”)

By: _____
Signature

Date: _____

Printed: _____

Title: _____

_____ (“Artist”)

Signature: _____

Date: _____

CITY OF INDIANAPOLIS, INDIANA
DEPARTMENT OF _____ (“City”)

By: _____
Signature

Date: _____

Printed: _____

Title: _____

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APPROVED AS TO FORM AND LEGALITY:

By: _____
Signature

Date: _____

Printed: _____

Title: _____

EXHIBIT A

Description of the Design, Fabrication,
Creation and Installation of the Artwork,
and
Schedule of Performance

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EXHIBIT B

Identification and Description of the Installation Site

E

EXAMPLES OF TYPES OF CULTURAL DISTRICTS

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Examples of Types of Cultural Districts

Cultural Compounds

Forest Park; St. Louis, MO

<http://www.forestparkforever.org/>

Forest Park is the home to the St. Louis region's major cultural institutions—the Zoo, Art Museum, History Museum, Science Center, and the Muny Opera. Owned and operated by the City of St. Louis, Forest Park opened to the public in 1876, and is one of the largest urban parks in the United States. With 1,293 acres, it is approximately 500 acres larger than Central Park in New York.

Major Cultural Institution Focus

The Pittsburgh Cultural District; Pittsburgh, PA

<http://www.trustarts.org/>

Located in the heart of downtown Pittsburgh and more than 14-square blocks, the cultural district is a project of the Pittsburgh Cultural Trust. The Trust was established in 1984 to help revitalize the Pittsburgh downtown region through the creation and ongoing development of the Downtown Pittsburgh Cultural District. There are more than 90 retail stores, 50 restaurants, seven theaters (including the Benedum Theater), eight public parks and art installations, and a dozen art galleries.

Downtown Area Focus

City of Cumberland Arts and Entertainment District; Cumberland, MD

<http://www.alleganyartscouncil.org/static.php?page=208>

The Cumberland Arts and Entertainment Districts is located in beautiful mountains of Allegany County, MD (pop. 21,000). The district was established in 2002 and designated as one of Maryland's Arts and Entertainment Districts. It is managed by the Allegany Council on the Arts. This small town has managed to create a successful district by utilizing a combination of creative marketing strategies, property tax incentives, tax credits, and community grants attracting artists and small businesses to downtown Cumberland.

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Cultural Production Focus

The Warehouse Arts District; Tucson, AZ

<http://wamotucson.org/about-tucson-warehouse-arts-district>

The Warehouse Arts District is an informal group of businesses, artists and arts organizations that have developed this unique part of Tucson by banding together to create this informal arts district in one of the oldest places in Tucson. This funky District was created in the 1980s and is home to visual artists, music venues, skateboard shops, landscape designers, art galleries, car repair shops, a desert plant nursery, beer brewing facilities, coffee roasting facilities, fashion designers, military outfitters, bars, puppeteers, bicycle shops, printers, and vacant land.

Arts and Entertainment Focus

The District, Nashville, TN

<http://www.thedistrictnashville.org/location>

The District began officially in the late 1980s as a collaboration between Historic Nashville Inc, local businesses and the Metropolitan Historical Commission. It covers about six blocks of Nashville's historic and famous nightlife areas on Broadway, 2nd Avenue, and Printers Alley. Famous for its live country music, numerous bars and restaurants, as well as its influence on country music, The District also has several historical sites including the Ryman Auditorium and Fort Nashborough, alongside modern music venues such as the Nashville Convention Center, the Country Music Hall of Fame, Gaylord Entertainment Center, and the Schermerhorn Symphony Hall.

Naturally Occurring Focus

St. George, Staten Island, NY

<http://urbanomnibus.net/2013/07/naturally-occurring-cultural-districts-st-george-staten-island>

Located in the borough of Staten Island, NY, St. George is home to significant cultural institutions like the Staten Island Museum, the St. George Theatre, Sundog Theatre, and the Universal Temple of the Arts. This burgeoning cultural district is also the center of informal gallery spaces on Staten Island as well as numerous neighborhood music venues.

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More Resources:

[Cultural Districts Handbook: The Arts as a Strategy for Revitalizing Our Cities](#)

Looking for a place to start? Check out this comprehensive, introductory handbook on cultural districts.

(http://www.americansforthearts.org/sites/default/files/pdf/2013/by_topic/cultural_districts/Cultural%20Districts.pdf)

[Creative Placemaking](#)

Are you interested in learning about creative placemaking? Check out this white paper completed for The Mayors' Institute on City Design in partnership with the United States Conference of Mayors and American Architectural Foundation.

(<http://arts.gov/sites/default/files/CreativePlacemaking-Paper.pdf>)

[State Policy Briefs: State Cultural Districts](#)

How do other states develop state statues and guidelines for their states? This resource from the National Assembly of State Arts Agencies can shed some light (<http://www.nasaa-arts.org/Research/Key-Topics/Creative-Economic-Development/StateCulturalDistrictsPolicyBrief.pdf>)

[Maryland Arts and Entertainment Districts: Economic and Fiscal Impact Analysis FY 2013](#)

If you're looking for a comprehensive review of the economic and fiscal impacts of a state's established districts, check out Maryland's

([http://www.msac.org/sites/default/files/files/Maryland%20Arts%20and%20Entertainment%20Districts%20Impact%20Analysis\(1\).pdf](http://www.msac.org/sites/default/files/files/Maryland%20Arts%20and%20Entertainment%20Districts%20Impact%20Analysis(1).pdf))

