

City of Gary, Indiana

COMPREHENSIVE PLAN

State of the City Report- DRAFT

*This report describes constraints and opportunities affecting land use and development in the City of Gary. **It is a draft report for review and refinement by City staff.** It contains the enclosed information and a series of graphic exhibits. The information will be expanded where needed and will form the basis for generating concepts, strategies, and solutions for improving the land-use mix and economic development opportunities for Gary. It will be revised and updated based on Staff feedback and incorporated into the City of Gary Comprehensive Plan final report.*

DRAFT FOR STAFF REVIEW

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Section 1: Introduction

The following is a “State of the City” report that presents the initial findings of the City of Gary Comprehensive Plan process. It is a first draft that will be reviewed by City staff.

Plan Purpose

The City of Gary Comprehensive Plan will be a long-term document that will be used by elected and appointed officials, residents, community leaders, property and business owners, and developers as a guide for planning and development decisions over the next 10 to 20 years. The Plan should be revisited and updated every five years to ensure that goals are being met and objectives and strategies continue to be realistic.

The Plan serves several purposes depending on the needs of the user:

- **Existing Conditions:** City officials and community members can use the document to review where Gary is today in terms of existing population, land use, transportation, and physical conditions.
- **Development Framework:** The Plan provides a foundation for development and redevelopment activities within the City. It sets forth broad development parameters that can be used to review and adjust community improvement and development projects. City staff and Plan commissioners will review development projects for conformance with the appropriate goals, objectives, and policies set forth by the Plan.
- **Public Investment Guide:** The City Council will use the Plan in its decision-making process regarding community development initiatives. The City will also use the Plan for programming capital improvement projects. The community-wide information on existing conditions and future land-use and transportation needs will also be used to seek grants at the regional, state, and federal levels.
- **Private Investment Guide:** People interested in investing and developing in Gary can use the Plan to gain insight into the City’s development context and direction. The sections regarding future land-use and goals, objectives, and strategies will be beneficial for making private development decisions.
- **Future Vision:** The Plan will act as a tool to inform current and future residents about the City’s vision for the next 10 to 20 years.
- **Public Participation Tool:** The Plan provides an opportunity for community leaders and residents to evaluate community strengths and weaknesses and craft a new development direction. Through future improvement and development projects, more detailed planning, and five-year updates, the community can continue to guide and shape its future in an efficient and coordinated manner.

Planning Mission

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

- **BauerLatoza Studio** (Architects, Landscape Architects, and Urban Designers; Team Leader)
- **The Lakota Group** (Planners and Urban Designers)
- **S.B. Friedman & Company** (Market Analysts)
- **RQAW** (Transportation Planners and Engineers)
- **Huff & Huff** (Environmental Planners and Engineers)
- **Blalock & Brown** (Public Relations Specialists)

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

- Establish a short- and long-range development framework;
- Create development concepts for key sub-areas;
- Attract land-uses and development more compatible with community goals and needs, infrastructure, environmental conditions, and character;
- Improve the City's land-use, physical conditions, and quality of life;
- Integrate neighborhood plans into a larger community-wide vision;
- Preserve and enhance the community's historic character and structures;
- Maintain an efficient transportation system.

Plan Organization

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

- Land Use
- Transportation
- Community Facilities
- Housing
- Economic Development
- Planning Issues

- Development Opportunities
- Public Participation

These elements are addressed and incorporated where appropriate within this Comprehensive Plan document. Sections 1 through 10 describe and analyze the City's current land-use, transportation, environmental, and real estate market setting. An overall vision for the City, along with the future development framework and recommended land-use changes, will be set forth in Section 12, "The Future Gary." This vision will describe the end state the community intends to achieve in the next 10 to 20 years.

Section 13 will outline the goals, objectives, and strategies necessary to achieve the vision and framework delineated in the Plan. Recommendations for the key sub-areas, including preferred development direction, will be provided in Section 14. The next steps in the planning process to begin implementing the Plan will be outlined in Section 15.

Planning Process

The Gary planning process began in April 2007 and included the following:

Phase 1

Project Start Meeting & Community Tour (April 17, 2007)

A meeting with City staff was held to initiate the process, define constraints and opportunities, discuss initial planning goals, and tour the community.

Team Fieldwork

The consultant team conducted numerous tours of the City during Phase 1 to review and assess community land use, transportation, environmental and physical conditions, character, and development or redevelopment opportunities.

Interviews (June/July/August 2007)

The team conducted interviews with the members of the City Council, Plan Commission, Parks Department, and Planning Department.

Focus Group (August 2, 2007)

A focus group meeting was held with community residents, leaders, and business owners to discuss City issues, opportunities, and ideas.

Community Workshops (November/December 2007)

A workshop was conducted in each Council district to brief community members on the planning process and to gather input on community needs and opportunities.

Existing Plans/Studies

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

State of the City Analysis

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

Phases 2 + 3

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

Section 2: The Community

Community Context

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

Gary is an established community of 102,746 residents (U.S. Census Bureau, 2000). Because of natural and transportation boundaries, the City is divided into four areas:

- **North:** U.S. Steel and related industries dominate the part of the City north of the railroad tracks and Indiana East-West Toll Road (Interstate 90). Industrial, airport, and casino uses occupy much of the Lake Michigan shoreline.
- **Northeast:** The Miller and Aetna neighborhoods, as well as Indiana Dunes National Lakeshore and Marquette Park, are separated from the rest of Gary by industrial uses and Interstates 65 and 90.
- **Central:** Downtown Gary and many of the City's more established neighborhoods form an east-west band across the City. This area encompasses seven of the City's 12 neighborhoods.
- **South:** The University Park and Black Oak neighborhoods are separated by wetlands and floodplains along the Calumet River as well as by the Interstate 80/94 corridor.

Similar to other large industrial centers, Gary has experienced a decline in jobs and population as manufacturing has declined nationwide, while suburban Northwest Indiana has experienced growth. Despite the decline in jobs, heavy industry remains the largest employer in Gary. U.S. Steel is the City's largest employer with 6,800 employees. Other major employers are Methodist Hospitals (2,600 employees), and Majestic Star Casinos (1,400 employees).

Gary has excellent access to a variety of transportation routes, including I-90, I-80/I-94, I-65 and Route 912 (Cline Avenue), numerous freight lines, a commuter rail line, the Gary/Chicago International Airport, and shipping via Lake Michigan. It is also part of the Chicago metropolitan region, which has major transportation connections, including several interstate highways, numerous railroads, and two major airports.

Governance Structure

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

The City is comprised of the following departments and offices:

Animal Control	Human Resources
Building	Law
Code Enforcement	Management Information
Citizens Service Desk	Systems
City Clerk (Civil/Criminal)	Park
City Court	Planning
Community Development	Police
Demolition	Public Information
Economic Development	Public Works & Safety
Environmental Affairs	Redevelopment
Finance	Sanitary/Stormwater
Fire	Management District
Gary/Chicago Airport	Special Events
General Services	Traffic
Genesis Convention Center	Youth Services Bureau
Health/Human Services	Zoning
Human Relations	

City boards and commissions include the following:

Civic Center Managers	Library
Contractor's Licensing Board	Board of Park Commissioners
Economic Development	Plan Commission
Employment Public Relations	Police Civil Service
Fire Civil Service	Public Works & Safety
Gary Housing Authority Board	Redevelopment
Gary Public Transportation Corporation	Status for Women
Historic Preservation	Status of Black Males
Human Relations	Transportation
	Board Zoning Appeals

Community History

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

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

The extension of rail through the region in the 1850s and 1860s allowed the first permanent urban developments within Gary. The Town of Miller was founded in 1851 on the Michigan Southern Railroad. The Town of Tolleston was founded in 1857 on the Michigan Central Railroad. The presence of rail also fueled later land speculation. Although such speculation did not create significant development, it set the stage for the creation of Gary in the next century.

In 1906, U.S. Steel purchased a large tract of land along Lake Michigan to build a steel mill, recognizing the region’s relation to urban centers and access to both land and water transportation. In doing so, it continued Northwest Indiana’s industrial trend that had already occurred in Whiting and East Chicago.

U.S. Steel also laid the foundation for residential and commercial development in the City by creating the Gary Land Company, which established the first subdivision around what is now Downtown. Outside of this area, the community grew haphazardly. Development quickly spread south along Broadway onto land not controlled by the Gary Land Company, leading to speculation and uncontrolled growth in what is known as the “Patch.” These areas lacked access to basic infrastructure, such as sewer, water, and gaslines, and often included poorly constructed buildings. The lack of planning in the early development of Gary manifested itself in residential neighborhoods close to heavy industry, heavy rail, and industrial traffic, as well as in the industrial domination of much of the lakeshore.

During the first half of the Twentieth Century, Gary experienced periods of rapid growth. Within four years of its creation, it had a population of 17,000 residents, a post office, a city hall, and a school. The municipality of Clark, surrounding the present-day site of Clark Station, was annexed in 1907; Tolleston was annexed in 1910 and Miller was annexed in 1918. By 1920, the population had grown to 52,000. By 1930, the population had grown to 101,000.

Gary’s industrial base attracted a diverse population. In addition to a large number of eastern European immigrants, African-Americans and Hispanics were both present in large numbers from the beginning. During the 1920s, Hispanics represented the second-largest ethnic group in Gary, after Poles. African-Americans began to move to Gary in significant numbers during World War I.

As the African-American population grew in the 1920s, racial segregation in housing, education, and recreation began. Hispanics also experienced discrimination.

The 1920s were Gary's boom years. Both the steel industry and population of the City grew tremendously. Many important structures were built, including the Gary Hotel, Methodist Church, St. Mary's Mercy Hospital, Federal Building, Armory, and Memorial Auditorium.

It was also during the 1920s that Gary began to create improvement plans. In 1920, the Civic Service Commission proposed a rational zoning ordinance, a boulevard along the Grand Calumet, a civic center, elevated rail crossings, and additional transportation routes to ease congestion and improve regional access. Eventually, the civic center, a diagonal highway, and street widening were implemented. The 1924 Gateway Plan led to the construction of the civic center complex at 4th and Broadway and new parks.

Although the depression caused stagnation in Gary, WWII required increased steel production and generated some prosperity in the City. The population reached 178,000 people in 1960. Downtown Gary had become the retail center for Northwest Indiana. Although U.S. Steel was by far the largest employer, the City experienced additional industrial development.

However, mid-century saw the beginning of Gary's decline. Housing stock grew older and less desirable. The white population began leaving the City for neighboring suburbs. Suburban malls, including the Village Mall (now in Gary), began drawing retail spending from Downtown. The steel mills were also becoming obsolete and less competitive.

Despite attempts in the 1960s and '70s to retain retail space and increase population, both continued to decline along with employment. Racial division remained a major factor, and the City's demographics shifted to being majority African American.

A number of urban renewal projects were undertaken to improve the City's outlook. Much of the troubled Midtown area was demolished and affordable housing was built in this area. Infrastructure improvements were made to streets and street lighting and the Marquette Park pavilion was rehabilitated. The Genesis Convention Center was built in 1982 and a Downtown Holiday Inn that had closed in the 1970s reopened as a Sheraton. (The hotel later closed.) A transportation center was also created at the South Shore Line station.

Since 1990, the City has undertaken a number of projects to spark economic development and revitalization. Two casinos have been constructed along Lake Michigan and the Gary/Chicago International Airport was improved. Future expansion of the airport has been planned to allow additional passenger and freight trips through the facility.

Gary became part of the Gary/Hammond/East Chicago Empowerment Zone, which paved the way for job training, tax credits, and other economic development efforts in designated areas. The Gary Housing Authority also attracted federal Hope VI grants to redevelop low-income housing developments into new, mixed-income communities. In 2002, A minor league baseball stadium was built Downtown at a highly visible location along the Indiana Toll Road.

Demographic Profile

Population & Households Characteristics

Gary is located in Lake County where the cities of East Chicago and Hammond are also located. These three cities are the major urban areas of Northwest Indiana. As shown in Table 2.1, most areas in the region surrounding Gary are growing, but both Gary and Hammond have been losing population over the past several years. East Chicago has only shown negligible population growth. Projections obtained from ESRI Business Analyst, a nationally recognized demographic data provider, indicate that these trends are expected to continue.

From its peak decennial Census population of 178,320 people in 1960, the City of Gary underwent several years of rapid population decline—primarily due to the rapid restructuring of the region’s steel industry and the out-migration of the white population to the suburbs. The rapid rates of population decline experienced in the 1970s and 1980s have slowed, however, and the City’s population appears to be approaching stabilized levels. ESRI estimates the 2007 population at 99,610, which is less than a 3% decline from the 2000 population of 102,746. Population projections for Gary indicate a marginal decline of 570 people over the next five years.

Table 2.1: Population Trends

	2000 Population	2007 Population (estimated)	2012 Population (projected)	CAGR[2] 2000-2012 (projected)
Gary	102,746	99,670	99,100	-0.30%
East Chicago	32,414	32,504	32,740	0.08%
Hammond	83,048	81,317	80,935	-0.21%
Lake County	484,564	501,095	513,309	0.48%
Porter County	146,798	162,410	174,440	1.45%
Gary Metro Division [1]	675,971	711,751	738,560	0.74%
Indiana	6,080,485	6,413,133	6,667,834	0.77%
Chicago-Naperville-Joliet IL-IN-WI Metro Area	9,098,316	9,747,870	10,261,963	1.01%

Source: ESRI Business Analyst

[1] Calculated from four base counties: Lake, Porter, Jasper, and Newton

[2] CAGR = Compounded Annual Growth Rate

While the total population in Gary is forecast to decline marginally, 74 new households are projected to be added to the 2007 estimated household base of 37,673. This small increase in the number of households is mainly because household size is projected to decrease from 2.62 to 2.60 (Table 2.2).

Table 2.2: Gary Household Statistics

	Number of Households	Average Household Size
1990	40,968	2.83
2000	38,244	2.66
2007	37,673	2.62
2012	37,747	2.60

Source: US Census, ESRI Business Analyst

Table 2.3 shows the number of households by age of householder. The baby boomer generation that represents the 35- to 44-year-old and 45- to 54-year-old age cohorts represented the largest household segment in 2000.

Paralleling national demographic trends, the aging of the baby boomer generation will have the most significant effect on the age profile of Gary's householders. In 2007 this demographic shift is estimated to have resulted in a substantial decrease of over 2,200 35- to 44-year-old householders and a combined increase of over 1,200 households in 45- to 54-year old and 55- to 64-year age cohorts in Gary. As the baby boomers continue to age, projections indicate that over the next five years, 55- to 64-year old households will increase by over 1,100 households and become the largest household segment in terms of age. The 55- to 64-year-old householders, who mostly represent empty nester householders, often prefer for-sale multi-family housing products such as condominiums and townhomes that offer maintenance-free living. The projected growth in this household age segment is indicative of potential future demand for these housing products.

In the next 10 to 20 years, as baby boomers enter retirement age, there will be an increase in senior households in Gary. This will result in a need for increased senior services and senior housing within the City.

Table 2.3: Households by Age of Householder [1]

Age of Householder	2000	2007 (estimated)	2012 (projected)	Change 2000-2007	Change 2007-2012
15 - 24	2,118	1,919	1,947	-199	28
25 - 34	5,332	5,867	5,538	535	-329
35 - 44	7,666	5,448	5,462	-2,218	14
45 - 54	7,981	8,551	7,506	570	-1,045
55 - 64	6,095	6,734	7,920	639	1,186
65 - 74	5,384	4,852	5,032	-532	180
75 and over	3,705	4,293	4,333	588	40
Total Households	38,281	37,664	37,738	-617	74

Source: US Census 2000 and ESRI Business Analyst

[1] Household totals by age are estimated based on a sample survey and therefore differ from the census household count shown in Table 2.2

Race & Ethnicity

Gary is primarily an African-American community. Between 2000 and 2007, the share of African-American population in Gary increased from 84% to 87%. Gary's white population is estimated to have decreased over the same time period—a continuation of the trend that started in the 1960s and 1970s. Approximately 5% of residents are of Hispanic descent. The current racial composition in Gary is a departure from the diverse population that was originally attracted to the City's industrial opportunities. Tables 2.4 and 2.5 illustrate the racial and ethnic composition of residents within Gary.

Table 2.4: Gary Racial Profile

Race	2000		2007 (estimated)	
	Number	Percent of Total	Number	Percent of Total
White	12,107	11.8%	9,085	9.1%
Black or African-American	86,337	84.0%	86,684	87.0%
American Indian/Alaskan Native	261	0.3%	185	0.2%
Asian/Hawaiian/Pacific Islander	241	0.2%	159	0.2%
Other Race/Two or More Races	3,800	3.7%	3,557	3.6%
Total Population	102,746	100.0%	99,670	100.0%

Source: ESRI Business Analyst and US Census 2000

Table 2.5: Gary Ethnic Profile

Ethnic	2000		2007 (estimated)	
	Number	Percent of Total	Number	Percent of Total
Hispanic Origin (of any race)	4,806	4.7%	5,239	5.3%
Non-Hispanic Origin	97,940	95.3%	94,431	94.7%
Total Population	102,746	100.0%	99,670	100.0%

Source: ESRI Business Analyst and US Census 2000

Employment & Occupational Characteristics

Global competition and technological improvements have resulted in the loss of thousands of manufacturing jobs in Northwest Indiana and other industrialized regions across the U.S. Despite the decline in jobs, the manufacturing sector continues to play a significant role in the region's economy with 15% to 20% of the employed residents of each city in the sector. More recently, the health care and social assistance sector has also become more important to the region's economy. Table 2.6 shows employment by place of residence for Gary, Hammond, and East Chicago. In Gary, more residents are now employed in the health care and social assistance sectors than in the manufacturing industry. However, wages within the health care and social assistance sectors in the region are significantly lower than in the manufacturing sector. The annual health care and social services wages in 2006 were \$37,983 and \$36,698 in Lake and Porter Counties, respectively. In comparison, the annual manufacturing wages for 2006 were \$65,185 and \$68,491, respectively.

Table 2.7 displays the top five occupations for Gary workers. Sales and office occupations followed by service occupations, including hospitality, maintenance, and security jobs, are the most common occupations of working residents in Gary. Production, transportation, and material-moving occupations, which are primarily within the manufacturing and distribution industries, are the third-most-represented occupation in Gary.

Table 2.6: Employment by Sector by Place of Residence

Area	2007 Employment (estimated)	Percent of Labor Force (estimated)	Percent of Employed (estimated)
<u>Gary</u>			
Healthcare/Social Assistance	6,181	15%	18%
Manufacturing	5,025	12%	15%
Retail Trade	3,041	7%	9%
Educational Services	3,161	7%	9%
Entertainment/Recreation Services	1,638	4%	5%
Other Industry Sectors	14,846	35%	44%
<u>East Chicago</u>			
Healthcare/Social Assistance	1,184	9%	12%
Manufacturing	1,890	15%	19%
Retail Trade	916	7%	9%
Educational Services	881	7%	9%
Entertainment/Recreation Services	759	6%	8%
Other Industry Sectors	4,441	35%	44%
<u>Hammond</u>			
Healthcare/Social Assistance	3,900	11%	12%
Manufacturing	5,153	14%	16%
Retail Trade	3,638	10%	11%
Educational Services	2,402	6%	7%
Entertainment/Recreation Services	1,262	3%	4%
Other Industry Sectors	16,259	44%	49%

Sources: US Census Bureau, Claritas

Table 2.7: Gary Occupations

Occupation	2000 Employment	Percentage of Employed
Sales and office occupations	15,393	26.8%
Service occupations	13,784	24.0%
Production, transport & material moving occupations	12,234	21.3%
Management, professional, and related occupations	11,832	20.6%
Construction, extraction and maintenance occupations	4,193	7.3%

Source: US Census 2000

Educational Attainment

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

Table 2.8: Gary Educational Attainment (2000)

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

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

Income Trends

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

Table 2.9: Regional Income Trends

Area	2000 Median HH Income [1]	2007 Median HH Income (estimated)	2012 Median HH Income (projected)	% Change 2000 to 2012 (projected)
Gary	\$32,811	\$33,810	\$33,889	0.3%
East Chicago	\$32,018	\$33,469	\$34,185	0.5%
Hammond	\$42,865	\$46,977	\$48,790	1.1%
Lake County	\$50,467	\$55,332	\$57,510	1.1%
Porter County	\$64,066	\$69,206	\$71,351	0.9%
Gary Metro Division [2]	\$53,674	\$62,269	\$64,430	1.5%
Indiana	\$50,151	\$54,063	\$56,105	0.9%
Chicago-Naperville-Joliet IL-IN-WI Metro Area	\$61,588	\$66,517	\$69,359	1.0%

Source: US Census, ESRI Business Analyst

[1] All income figures are calculated in 2007 dollars.

[2] Calculated from four base counties: Lake, Porter, Jasper, and Newton

Table 2.10: Gary Household Income

Income	2007 Households	Percent of Total
Less than \$25,000	15,115	40.1%
\$25,000 to \$49,999	9,536	25.3%
\$50,000 to \$74,999	6,167	16.4%
\$75,000 to \$99,999	3,210	8.5%
\$100,000 to \$249,999	3,375	9.0%
\$250,000 or more	261	0.7%
Total	37,664	100.0%

Source: ESRI Business Analyst, US Census 2000

Land Use Setting

The following land uses exist within Gary:

Residential: Single-Family, Single-Family Attached (Duplexes), Two-Family (Two-flats), Multi-Family (Apartments/condominiums, senior housing), Accessory Units

Commercial: Retail Shops, Restaurants, Services, Professional Offices, Office/Research

Mixed Use: Typically first-floor commercial shops with residential or office uses above

Industrial: Distribution, Warehousing, Manufacturing, Light Industrial, Steel

Institutional: Churches, Schools, Municipal Facilities, Post Offices, Township Offices, Libraries, Community Centers, Transit Facility

Open Space: Parks, Wetlands, Flood Management Facilities, Swamps, Dunes, Swales, Forests

Figure 2.4 and Table 2.11 show the City's current land-use mix. Industrial is the largest land use in Gary, with approximately 37% of the City's total area.

Table 2.11: Existing Land Use

Land-Use Category	Acreage	Percent
Residential		
1- or 2-family	5,606 acres	17.3%
Multi-Family	408 acres	1.3%
Commercial	1,235 acres	3.8%
Office	38 acres	0.1%
Mixed Use	17 acres	0.1%
Institutional	1,364 acres	4.2%
Industrial	11,829 acres	36.6%
Vacant	1,349 acres	4.2%
Parks, Open Space & Natural Areas	6,622 acres	20.5%
Agricultural	719 acres	2.2%
Infrastructure, Utilities & Transportation	2,496 acres	7.7%
Water	637 acres	2.0%
Total	32,320 acres	100%

Residential

Gary is divided into six focus areas identified by the City and 12 traditional residential neighborhoods (see Figure 2.5). The focus areas and neighborhoods will be discussed in greater detail in Section 10: Focus Areas & Neighborhoods.

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

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

- **Ivanhoe Gardens:** closed, Westside neighborhood
- **Duneland Village:** This new mixed-income development, funded by a federal Hope VI, includes 131 units a few blocks west of Miller's Lake Street business district. It includes detached and attached housing, a community center, and new scattered-site construction in nearby neighborhoods.
- **Horace Mann:** This new mixed-income project, also funded by Hope VI, includes 80 new units and is located Downtown, one block west of Broadway between Fifth and Seventh Avenues.

▪ **CITY/HOUSING AUTHORITY TO PROVIDE COMPLETE LIST**

There are also examples of new infill development throughout the City, including:

- **Emerson:** Just blocks from the new minor league baseball stadium 44 units of attached housing have been built in the Emerson neighborhood.
- **Midtown:** Several single-family homes have been added between Broadway, 21st Avenue, Madison Street, and the railroad tracks. Future phases will add more homes up to 15th Avenue.
- **Small Farms:** Fourteen market-rate, single-family homes were constructed between Chase and Taft Streets and 19th and 25th Avenues.

Commercial

Local retail activity within the City generally occurs along commercial corridors and at a few shopping centers. The major retail corridor is along Broadway and stretches from Downtown to Merrillville. The Broadway corridor has a large number of vacant lots and structures, although pockets of active retail are found in the Midtown neighborhood between 10th and 15th Avenues and in University Park near Ridge Road.

Other major retail corridors include sections of 5th, 11th, 21st, and 25th Avenues, Grant and Lake Streets, Ridge Road, and U.S. 20 (Melton Road). In addition, shopping centers are found at 5th Avenue and Clark Road, along U.S. 20 in Aetna and Miller, at 35th Avenue and Grant Street, and at Ridge Road and Calhoun Street.

Retail activity is generally limited to commercial corridors. Older neighborhoods do have a few corner stores or shops in mixed-use buildings.

City officials, business leaders, and residents report that the City lacks sufficient retail opportunities, particularly for everyday items such as groceries.

Mixed-Use

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

Office

Most office uses generally consist of either small medical or professional offices located along commercial corridors or as office components of industrial facilities. Large office facilities include City Hall, other City offices, the Lake County Superior Court, Indiana State offices (Downtown), Gary School Corporation's headquarters, and offices associated with universities or colleges. Most office workers Downtown work in the government sector.

Institutional

Gary has a variety of institutional uses, including government offices, a courthouse, schools, colleges, libraries, churches, social service organizations, civic groups, and a large hospital. The following is a summary of this information. Also see Section 8: Community Facilities for more information.

Industrial

As a legacy of the City's long industrial history, approximately 37% of Gary's land area is devoted to industrial uses. Intensive industrial facilities, including U.S. Steel, dominate much of the land between Lake Michigan and the Indiana Toll Road. There are also large industrial areas along U.S. 20 and adjacent to I-65, along 15th Avenue in the Brunswick neighborhood, and along the western edge of the City adjacent to Cline Avenue (Route 912).

While the City has very active, large industrial properties, there are a number of vacant, underutilized, and/or contaminated properties. Some of these are small, not contiguous with larger industrial properties, and/or close to residential areas.

Although these vacant or underutilized properties provide redevelopment opportunities, with some near expressway or rail access, many require environmental evaluation and cleanup because of their previous industrial uses.

In addition to environmental issues, the close proximity of industrial, commercial, and residential uses in some locations creates land-use conflicts. Some industrial uses lack adequate setbacks, screening, and/or landscaping. Others share access points with residential districts, creating truck traffic and noise near homes. In some locations, deteriorating industrial buildings create unsafe conditions and provide an obstacle to redevelopment.

Vacant

Vacant land is characterized by a lack of physical structures and uses in developed areas. Examples of vacant properties range in size from small lots in residential neighborhoods to large, former industrial parcels. There are large concentrations of vacant properties along commercial corridors, rail right-of-ways, and in older, established neighborhoods in the City's core.

Parks & Natural Areas

Public parks are maintained by the City, County, and Federal Government and range in size from tot lots to large national parks. Notable parks in Gary include a section of the Indiana Dunes National Lakeshore, Lake Etta County Park, and Marquette Park. Gary's parks are further discussed in Section 3: Parks & Open Space. Due to the region's unique topography and water features, Gary has a wide variety of natural areas. Although such areas may be publicly or privately owned, natural areas provide critical habitat for plants and animals. There are important natural areas along the Calumet River, in the Indiana Dunes National Lakeshore, and northeast of Industrial Highway. Gary's natural areas are further discussed in Section 7: Environmental.

Agriculture

Although only 2% of land in the City is still cultivated, there are still large sections of agricultural land within the Calumet River floodplain in the southern part of the City. Some smaller properties in peripheral parts of the City raise horses, goats, and other animals.

Infrastructure, Utilities & Transportation

Almost 8% of Gary's land is comprised of road and rail right-of-way, power line easements, electric substations, water towers, and water treatment facilities.

Physical Conditions

The physical appearance of a community is important in maintaining property values, attracting new businesses and residents, and providing a high quality of life. Physical conditions are fair to poor in many areas of Gary. The following issues were identified:

Roadways, "Front Doors" and "Gateways:" Views from I-90, I-65, I-80/I-94, and other main transportation routes through the City in several locations provide views of vacant industrial or commercial sites, large billboards, large asphalt areas, wastewater treatment facilities, and/or scattered debris. Large parking lots, loading/service areas, and sites that lack landscaping also are visible.

Industrial: Some industrial properties have exposed storage/loading/service areas and equipment and lack landscaping and screening. There are several examples where

industrial properties abut residential properties or streets with little to no buffering or screening.

Commercial: Many commercial districts in Gary have vacant storefronts; dated, unattractive or cluttered signage, exposed loading/service areas, unattractive, or deteriorating buildings, and a lack of large, clear “shopping” windows. Empty lots, vacant stores, and a lack of windows affect the look and vitality of shopping districts and create breaks in the “streetwall” that discourage shoppers from walking from one store to another. Large sections of prominent retail corridors are mostly or completely vacant.

Residential: Deferred maintenance is a problem in some parts of the City. Vacant or deteriorating homes are found on some blocks. Most neighborhoods have residential blocks with at least one vacant lot. In recent years, the City has demolished many vacant homes that were in poor condition to prevent them from being dangerous eyesores in the community.

Streetscape/Landscape: Many commercial blocks have excessive pavement, a lack of landscaping, street trees, and street furniture (benches, trash cans), and a lack of landscaped edges between parking lots, driveways, and sidewalks. Several shopping centers have large parking lots with excess pavement and without landscape islands, clear pedestrian paths to the stores, or perimeter landscaping.

Deteriorated physical conditions, along with lack of maintenance and recognizable, distinct gateways, contribute to a negative perception of the City and affect crime, image, and overall quality of life.

While there is significant need to “clean-up” and “green-up” parts of the City, especially its gateways and highly visible edges along the expressway, Gary has several attractive amenities or “building blocks:”

Marquette Park: This large park in the Miller neighborhood is located on Lake Michigan at the former mouth of the Grand Calumet. Its highly attractive landscaping, pavilion, and bathhouse provide an important community recreation area and landmark, although some landscaping is not maintained well.

Indiana Dunes National Lakeshore: This national park extends in a band almost to Downtown Gary and provides an important green belt for nearby residential neighborhoods that protects the region’s unique natural features.

“Green” Corridors/Blocks: Many areas of the City, particularly along the Grand Calumet River and in the Miller neighborhood, have undeveloped, natural corridors that provide a “green” character and a sense of nature in an urban setting. They maintain important green space and wildlife habitats and can be further enhanced and linked to provide a Citywide amenity, as shown in the City’s draft Trail Plan.

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

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

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

Higher Education: Ivy Tech College and Indiana University Northwest anchor the University Park neighborhood, providing training and education for Northwest Indiana residents.

Grant Street: The City has worked with the State of Indiana to rehabilitate the streetscape along Grant Street, including adding new sidewalks and streetscape elements.

Civic Center: The neoclassical City Hall and Lake County Courthouse, and adjacent parks, provide a formal and attractive gateway to Downtown Gary from the Broadway interchange along the I-90 toll road.

Churches: Although some of its historic churches are in disrepair, there are a large number of attractive and architecturally interesting churches that act as community landmarks, such as First United Presbyterian Church at 6th Avenue and Monroe.

Parks: Gary has a total of 56 parks throughout the City. The conditions of the parks range from good to poor. Although some of the parks are in poor condition, the City, as a whole, is well served by the parks. The parks present a wide range of recreational uses to Gary residents as well as residents from neighboring communities.

Residential areas: Many blocks in the City have attractive, well-maintained housing, including large sections of University Park, Aetna, Miller, Westside, Tolleston, and Horace Mann.

Zoning Overview

The City has 17 districts that regulate land use (see Figure 2.6 for locations of these districts). In addition, the business and manufacturing districts are further subdivided into sub-districts (i.e. the B1 district includes B1-1 and B1-2 sub-districts).

Table 2.12: Zoning Districts

Zone	Description
R1	One-Family Dwelling District
R1a	One-Family Dwelling District
R2	One-Family Dwelling District
R3	One-Family Dwelling District
R4	Two-Family Dwelling District
R5	Two-Family Dwelling District
R6	Multiple-Family Dwelling District
R7	Multiple-Family Dwelling District
B1	Limited Retail District
B2	General Retail District
B3	Limited Service District
B4	General Service District
B5	Wholesale and Motor Vehicle Service District
M1	Limited Manufacturing
M2	General Manufacturing
M3	Heavy Industrial District
F1	Flood Plain District
SID	(not specified)

Most of these districts provide basic requirements for development density and permitted and special uses. Modifications will likely be required to implement the Comprehensive Plan. Potential changes could include consolidating or eliminating districts and streamlining regulations to allow a range of densities and uses in appropriate locations. Redrawing districts or changing designations in some areas could also help reduce land-use conflicts. Increasing design requirements regarding building design and massing, landscape and streetscape, and signage will also be important considerations.

Residential

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

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

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

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

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

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

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

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

Single-Family/Two-Family Residential Zoning Analysis

Issues affecting low-density residential districts include:

- The zoning ordinance is complicated by the large number of exceptions that exist for each residential district. Sections that define maximum lot size and setbacks are particularly complex.
- Truck gardens and nurseries may not be appropriate use in single- and two-family areas.
- The parking space requirements (one space per dwelling) are lower than typical standards. Two spaces per building may be more appropriate to provide enough off-street parking for one or two units without overloading curb-side spaces.
- The ability to build by-right other uses, including multi-family, rowhomes, and professional offices, in adjacent “transitional areas” adds additional complexity to the ordinance and limits its ability to control development. It also allows additional density adjacent to manufacturing districts, which could put more Gary residents in areas with land-use conflicts.
- The F.A.R. and lot coverage are confusing and sometimes conflicting.
- Building height regulations are needed for residential areas, especially if F.A.R. requirements are eliminated.
- Although the placement of most single- and two-family residential is appropriate, there are a number of locations that may be more appropriate for other uses, such as along expressways, near manufacturing districts, or in areas with potential for flooding.

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

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

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

Multiple-Family Dwelling (R6): There are large R6 districts immediately adjacent to Downtown commercial districts in the Downtown West and Emerson neighborhoods. Corresponding with senior housing towers, large public housing, or apartment complexes, smaller concentrations are found in Ambridge-Mann, Central, Miller, Pulaski, and University Park. Uses permitted in the R6 district include any use permitted in the R5 district.

The maximum F.A.R. is 2.4 and the maximum building coverage is 40%. For residential buildings, the minimum lot area is 10,000 square feet, including 500 square feet per dwelling unit, 325 square feet per efficiency unit, and 250 square feet per lodging unit. This equates to approximately 87 units per acre. For non-residential buildings, the minimum lot area is 10,000 square feet. Exceptions exist for special circumstances.

Multiple-Family Dwelling (R7): There is one small R7 district located at 7th Avenue and Jackson Street in the Downtown West neighborhood. Uses permitted in the R7 district include multiple-family dwellings, churches, government-operated health centers, public libraries, parks, schools, medical and dental offices, private clubs or lodges, convents and monasteries, fraternity and sorority houses, public utilities, accessory uses, signs, and temporary buildings for construction purposes.

The maximum F.A.R. is 4.5 and the maximum building coverage is 40% (or 30% if building's F.A.R. is over 2.4). For residential buildings, the minimum lot area is 20,000 square feet, including 300 square feet per dwelling unit, 200 square feet per efficiency unit, and 150 square feet per lodging unit. This equates to approximately 145 dwelling units per acre. For non-residential buildings, the minimum lot area is 10,000 square feet. Exceptions exist for special circumstances.

Multi-Family Residential Zoning Analysis

Issues affecting multi-family districts include:

- In limited locations, especially Downtown and near shopping and transit opportunities, the City may want to apply multi-family zones that do not allow single-family housing.
- Extensive multi-family residential districts in the Downtown West, Emerson, and Central neighborhoods encourage multi-family development where single-family infill may be more appropriate.
- Maximum building coverage requirements of 35 to 40% may be too low for urban-style development.
- The minimum-parking requirement of 1 space or less per unit is low compared to typical standards. Parking ratios of at least 1.5 to 2 spaces per unit for multi-family housing should be considered to provide for adequate parking for residents and visitors.

- The F.A.R. and lot coverage are confusing and sometimes conflicting.
- Building height regulations are needed for residential areas, especially if F.A.R. requirements are eliminated.

Commercial

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

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

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

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

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

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

Limited Service District (B3): This district provides a wider range of retail and service uses than in the General Retail District. Currently, the B3 district is not applied to any locations in Gary.

In addition to the uses allowed in the B2 district, the B3 allowed uses include additional retail and service, additional public and community service uses – including service stations, pawn shops, restaurants and taverns, funeral parlors, and parking lots – public and community service uses – including health centers, libraries, fire stations, and recreation buildings – laboratories, transient hotels and motels, and upper-story dwelling units.

The F.A.R. ranges from 1.5 to 2.4.

General Service District (B4): This district provides a higher intensity of use than that allowed in the B3 district. Small B4 districts are found along Broadway at 11th Avenue, at 7th Avenue and Jackson Street, and in the northeast corner of Downtown West.

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

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

Wholesale and Motor Vehicle District (B5): This district provides the widest range of retail and service uses, including auto-oriented uses. There are large B5 districts along US 20 in Aetna and Miller, along 5th Avenue in Emerson, west of Broadway in Downtown West, along Broadway in Central, along Grant Street and at Ridge/Colfax in Black Oak, and along 4th Avenue in Brunswick. Smaller B5 districts are found in Westside, Pulaski, and University Park.

In addition to the uses allowed in the B4 district, the B5 allowed uses include additional retail and service uses such as animal hospitals, rabbit and poultry slaughtering, tire service stations, building materials sales, contractor shops, house trailer sales, machinery sales, motorcycle sales, production and processing uses, wholesale offices and storerooms, commercial garages and parking lots, and laboratories.

The F.A.R. ranges from 2.4 to 3.2. Space devoted to production or processing of goods and services is limited to 6,250 square feet.

Commercial Zoning Analysis

Issues affecting commercial districts include:

- There may be more land zoned commercially than necessary to meet market demand, which may result in vacant or underutilized properties or commercial uses dispersed throughout the City without clusters or concentration to form a “critical mass” of activity.
- Front-yard and side-yard setbacks are not specified, which allows for the development of suburban-style retail development (i.e. strip malls) with parking in front of buildings and a lack of building streetwalls.
- The list of retail and service uses are very specific and may hinder legitimate uses that either have not been listed or are not easily categorized.
- The Limited Service and General Service Districts are generally not applied within the City.
- The placement of some of the districts may conflict with surrounding land uses. For instance, the B5 district has been applied near residential neighborhoods in Downtown West and Emerson, despite allowing uses such as tool and die shops, food processing, or motorcycle sales.
- The districts lack clear purposes of intent, such as creating neighborhood-, downtown-, or expressway-related retail areas.

Industrial

Limited Manufacturing District (M1): This district provides locations for light manufacturing and industrial uses and provides a buffer between heavier manufacturing uses and residential uses. Large M1 districts comprise much of the south half of Black Oak, the I-65 corridor between Pulaski and Aetna, along the Norfolk Southern tracks in Tolleston and Central, and along the EJ&E tracks and 15th Avenue in Westside. Smaller M1 districts are present in Downtown West, Ambridge-Mann, Emerson, University Park, and Miller.

Uses permitted in the M1 district include retail and service uses – such as most non-residential and non-institutional uses permitted in the business districts – automobile laundries, fuel sales and storage, riding academies and stables, trade schools, production processing, cleaning, testing and repair uses, wholesale and warehousing, public and community service uses – such as bus garages, utilities, fire departments, police departments, and water filtration plants – dwelling units for watchmen and their families, radio and television towers, signs, and incidental uses.

The maximum F.A.R. for the M1 districts ranges from 1.5 to 2.4.

General Manufacturing Districts (M2): This district provides locations for manufacturing and industrial uses performed at a higher intensity than those found in the M1 district. M2 districts are located along EJ&E tracks in Westside and Brunswick, around the Gary/Chicago Airport, along the Norfolk Southern tracks and Clark Road in Brunswick, along 15th Avenue and I-65, and north of US 12/20 in Aetna.

Uses permitted in the M2 district include any uses permitted in the M1 district and retail and service uses, including automobile service stations and lubrication and washing facilities.

The maximum F.A.R. for the M1 districts ranges from 3.2 to 5.0.

Heavy Industrial District (M3): This district provides locations for heavy manufacturing and industry. Large M3 districts are found along Lake Michigan west of Miller and along Route 912 in the Westside and Brunswick neighborhoods. There is also a small M3 district located at the center of the Brunswick neighborhood.

Uses permitted in the M3 district include any uses permitted in the M2 district; production and processing uses, including automobile wrecking, coal and coke products, explosives, fertilizers, garbage incineration, magnesium, metal and metal ore refining, paint, petroleum, rubber, stock yards, and coal distillation; storage uses, including goods use or produced in manufacturing products, dumps, and slag piles, explosives, grain, manure, and flammable liquids; railroad and water freight terminals; motor freight terminals; railroad switching; repair shops; and roundhouses.

The maximum F.A.R. for the M3 district is 5.0.

Industrial Zoning Analysis

Issues affecting industrial districts include:

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

Other

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

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

Section 3: Parks and Open Space

Open Space & Natural Resources

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

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

Parks

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

Field observations were conducted throughout the city in the months of May and June. The field work included taking inventory of each of the City's parks and their amenities.

The following are National Recreation and Park Association (NRPA) recommended standards for community park systems:

Table 3.1: NRPA Recommended Park Standards

Park Type	Recommended	Service Area
Major Community Park	20 to 35 acres	1 to 4 miles
Community Park	15 to 25 acres	Within biking distance
Neighborhood Park	6 to 8 acres	Neighborhood
Neighborhood Playground	5 to 10 acres	½ mile
Play Lot	1 acre or fewer	¼ mile

The NRPA suggests that a park system, at a minimum, be composed of a total of 6.25 to 10.5 acres of developed open space per 1,000 residents, taking into consideration a community's geographic and historic characteristics. Based on this standard, with approximately 99,246 residents, Gary should have approximately 620 to 1,042 acres of parkland.

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

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

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

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

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

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

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

Based on the NRPA standards, a minimum of 99 acres and a maximum of 496 acres of major community parks is recommended for a city with Gary's population. Gary has a total of 237.5 acres of major community parks. The City has a sufficient amount of acreage to serve its residents, according to this standard.

The City has three major community level parks. The largest of those is Marquette Park (Figure 01), which spans 159 acres and is one of Gary's historic parks, founded in 1919. At the northern

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



Figure 01

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

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



Figure 02

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

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

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

			Shelter Nature walk Hiking trails Tennis courts
Brunswick Park	49 A	700 Clark	Basketball courts Baseball fields Pavilion Play lot Nature walk Shelter Tennis courts Picnic area
Gleason Park	A	301 W 30 th	Trails Wetlands Gary Lighthouse Charter School
MC Bennett Park	29.5 A	2500 Grant	Baseball fields Nature walk Pavilion Playground Picnic area

Community Parks: typically 15 to 25 acres
(1 mile service area)

Community parks are also large open spaces that accommodate a large number of people and a wide variety of activities. They are designed to serve the recreational needs of an entire community. These parks often feature multi-use fields and courts, community centers, swimming pools, lawn areas, and picnic and play areas.

Gary has four community level parks totaling approximately 60.5 acres. The NRPA recommends 198.5 acres for the City of Gary based on its population.

Most of the community level parks are located near each other in the central region of the City north of I-80/94 and south of I-90.

Hatcher Park is a smaller community level park with about 12 acres or land but features a variety of different uses. It is located off of 21st Street just west of I-65. Uses include recreation fields and trails, a pool, and a pavilion. Hatcher Park has not been maintained regularly. Much of its open space is unkempt and is in need of routine maintenance. The pool at Hatcher Park is currently not operating. The pool area is enclosed with a chain link fence topped with barbed

wire, a safety concern that is also aesthetically uninviting to potential swimmers and to the community in general.

Ironwood Park, located west of Hatcher Park along the railroad tracks, is similar in size to and has many of the same uses as Hatcher Park. This park has also been under-maintained. The tennis courts do not have nets in place and the lawn areas are in need of mowing.

Junedale Fields (Figure 03) consists of high quality baseball and little league fields. It is situated next to Glen Park Academy and serves the students as well as baseball and little league teams throughout the city. The fields appear to be in good condition. Each field has bleachers for spectators and a press box.



Figure 03

Tolleston Park (Figure 04), located just east of Chase Street and about mid way between 5th Avenue and I 80/94 near Tolleston Middle School, is host to a variety of different uses. The park has a newly paved track, a pool with large water slides, a bath house, picnic shelters, walking paths, and basketball courts. The park has been well cared for and features new sign columns highlighting the entrances. Tolleston is approximately 17.5 acres and serves a large portion of central Gary.



Figure 04

<u>Community Park</u>	<u>Size</u>	<u>Location</u>	<u>Facilities</u>
Hatcher Park	12.05 A	2100 Missouri	Playground Pavilion Little League fields Hiking trails Nature walk Swimming pool Soccer fields
Ironwood Park	12 A	3901 Vermont	Swimming pool Pavilion Basketball courts Tennis courts Baseball fields
Junedale Park	18.73 A	5000 Missouri	Baseball fields Football field Fountain Playground
Tolleston Park	17.85 A	1500 Rutledge	Basketball courts Baseball field

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

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

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

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

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

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

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

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



Figure 05



Figure 06



Figure 07

Gateway Park (Figure 07) is a smaller neighborhood park compared to the others, but is important in creating an identity for the neighborhood. It is in a prominent location in the City of Gary, situated off the Indiana Toll Road (I-90) along Broadway and, as its name suggests, acting as a gateway into the City. The Gary Metro Center is at the northwest end of the park. The County Courthouse and Genesis Convention Center are both located immediately southwest of Gateway Park, and City Hall is directly to the south of the park.

Gateway Park was established in 1924 and is home to the historic Gateway fountains. The park is currently fairly well-maintained.

Jackson Park is similar in size to Gateway Park and is located just west of Gateway and north of 4th Avenue. The park consists mainly of open lawn space but also contains baseball fields, basketball courts, tennis courts, and a swimming pool. Most of the play equipment needs updating and is not ADA accessible. The courts are also out of date and in fair condition.

Seberger Park (Figure 08) is located near the western edge of the City along 25th Ave. There are not many parks in this area so Seberger Park helps to accommodate residents of this under-served neighborhood. The park has been well cared for. It features some uses not seen in any of Gary’s other park: in addition to its basketball courts, picnic shelters, and playground, there is a hockey rink and water spray area.



Figure 08



Figure 09

<u>Neighborhood Park</u>	<u>Size</u>	<u>Location</u>	<u>Facilities</u>
Ambridge-Mann Park	7 A	200 Garfield	Basketball courts Baseball fields Playground
Borman Park	8.6 A	700 Madison	Playground Pavilion Nature walk Basketball courts Tennis courts Swimming pool
Buffington Park (Figure 09)	8.6 A		Playground Nature walk Picnic shelter

Edison Park	10.74 A	200 Burr	Playground
Fisher Park	6.56 A	4300 Filmore	Playground
Gateway Park	4.29 A	400 Massachusetts	Fountain Monument
Jackson Park	4.39 A	300 Jackson	Basketball courts Baseball fields Swimming pool Tennis courts
Norton Park	5.38 A	1300 Pierce	Basketball courts Playground
Patcher Park	6.41 A	2300 Whitcomb	Basketball courts Swimming pool Pavilion Playground
Roosevelt Park	8.92 A	2200 Harrison	Basketball courts Baseball fields Pavilion Playground Swimming pool Tennis courts
Seberger Park	8.06 A	2500 Bell	Basketball courts Hiking trails Picnic areas Skate rink Nature walk Water spray Shelter Playground
Washington Park	4.11 A	1500 Connecticut	Basketball court Baseball fields Nature walk Pavilion Playground Shelter Tennis courts

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

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

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

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

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

Carolina Park (Figure 10) (1.98 acres), located at Carolina Street between 13th and 14th Avenue, is comprised mostly of open lawn area. The lawn is unkempt and in need of maintenance. There is older play equipment in the park as well as basketball courts, baseball fields, and a pavilion. The play equipment needs to be updated and made ADA accessible.

Gibson Fields (Figure 11) (3.47 acres) is a newer park within a residential development on Gary's East Side in the Miller area. The fields and equipment are well maintained. A playground with new equipment anchors the southwest corner of the park. The new playground meets ADA accessibility standards. A concessions stand with press box overlooks the baseball field and a basketball court.

Howe Park (Figure 12) (3.47 acres) is located on Gary's Southeast Side between Vermont Street and Tennessee Street to the east and west and 39th Avenue and 40th Avenue to the north and south. Howe Park consists mainly of open lawn area but also features a small amount of older play equipment, a swimming pool with a slide, and a bathhouse/pavilion. The swimming pool was, as of June 2007, in operation. The pool and slide both appear to be in good condition. The concrete pool deck is cracked in many places and weeds have begun to grow from the cracks. A chain link fence topped with barbed wire surrounds the pool area.



Figure 10



Figure 11



Figure 12

Rees Park (1.7 acres) is one of the smaller pocket parks in Gary. It is split at 5th Avenue between Johnson Street and Lincoln Street. The park has some older play equipment surrounded by open lawn space. Updates are needed for the play equipment and surrounding play area to meet ADA accessibility standards. The lawn area is also in need of routine maintenance.

<u>Pocket Park</u>	<u>Size</u>	<u>Location</u>	<u>Facilities</u>
Aetna Park	3.47 A	1200 Allen	Playground Pavilion Baseball fields Basketball court
Carolina Park	1.98 A	1400 Carolina	Basketball courts Baseball fields Playground Pavilion
East Glen Park	2.77 A	4100 Maryland	Playground
Gibson Fields	3.47 A	400 Gibson	Baseball field Playground Basketball court
Glen Ryan	2 A	4220 E. 6 th	Basketball courts Pavilion Playground
Howe Park	3.47 A	3901 Vermont	Swimming pool Pavilion
Marshalltown Playground	3.47 A	2300 Wisconsin	Playground
Nichols Place	2.64 A	220 Nichols	Playground
Pulaski Park	3.69 A	1600 Rhode Island	Playground
Rees Park	1.7 A	490 – 510 Lincoln	Basketball court Playground
Westbrook Park	3.47 A	700 Waverly	Playground

Playlots: typically 1,000 square feet to 1 acre (sub-neighborhood within a ¼ mile service area)

Playlots are small areas containing play equipment, swings, slides, sandboxes and benches. They are intended to serve toddlers and children up to age nine and should include a gathering area to accommodate adults.

There are eighteen playlots in the city of Gary. The majority of the dense residential neighborhoods are well served by the playlots.

Most of Gary's playlots are out of date and do not meet current ADA standards.

<u>Playlot</u>	<u>Size</u>	<u>Location</u>	<u>Facilities</u>
Aetna Playground	.27 A	1000 Wyoming	Playground
Central Dr. Totlot	.17 A	1900 Central	Playground
Dallas Totlot	.36 A	2600 Dallas	Playground
Georgetown	.25 A	4800 Georgia	Playground
Idle Hour Park	.96 A	800 Mississippi	Playground
Indian Boundary	.16 A	1200 Allen	Playground
Jordan Triangle	1 A		Playground
June Labroi Park	1.17 A	110 Fayette	Playground
Kentucky St. Totlot	.6 A	4800 Kentucky	Playground
Knox Playground	1.21 A	300 Knox	Playground
Martin Luther King Dr. Totlot	.27 A	5100 MLK	Playground
Maryland Totlot	.6 A	2600 Maryland	Playground
Means Manor Totlot	.2 A	1900 Madison	Playground
Pierce Park	.34 A	200 Pierce	Playground
Rutledge Totlot	1.12 A	2300 Rutledge	Playground
Tarrytown Park	.7 A	2000 Lane	Playground Basketball courts
Van Buren Totlot	.21 A	1600 Van Buren	Playground
Westbrook Fields	.65 A	500 Taney	Playground

Community Facilities: includes revenue-generating amenities, and specific-use facilities.

There are three park facilities within Gary that serve the community but do not fit into the category of "Park." Included in this category are revenue-generating amenities, stadiums, and sports complexes.

There are no NRPA standards by which to judge the quantity and location of these types of facilities. Below is a listing of the Gary Community Facilities.

Facility	Size	Location	Facilities
Gilroy Stadium	33 A	3000 Harrison	Football field Playground
South Gleason	109.5 A	2900 Harrison	Golf Course
US Steel Yard			Baseball field

Lake County Parks

There are two Lake County owned/operated parks within the City of Gary; Lake Etta Park and Gibson Woods Nature Preserve. Currently, Lake County Parks system is developing a new playground at the southeast corner of I-65 and I-94.

Lake Etta County Park is a 98 acre park located in the flood plain just north of the Little Calumet River. Ownership and operations are a partnership between the County Parks system and the State of Indiana. The park offers a wide variety of educational and recreational opportunities. There is a large portion of wetland with native vegetation that plays host to many different species of wildlife. Amenities include; an accessible playground, picnic shelter, stocked fishing lake and fishing piers, swimming beaches, water slides, hiking trails, play fields, a pavilion, and banquet hall.

Gibson Woods Nature Preserve is a Lake County owned and operated park, but due to its rare or endangered plants and animals, it is a state dedicated nature preserve. Gibson Woods is located primarily in Hammond, Indiana but a small portion lies in Gary just east of Cline Ave. The nature preserve is largely a narrow strip of sand dunes and small wetlands or swales.

There should be coordination between City of Gary Parks District and Lake County Parks District to ensure that services and facilities are not duplicated. Coordination could happen through regular meetings between the two parks systems.

Trails & Greenways

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

Indiana Dunes National Lakeshore

Gary's dune land is a part of a larger network of dunes, beaches, park land, and wetlands that extends over 15,000 acres. The Indiana Dunes National Lakeshore exhibits a high diversity of native plants, including white and black oak savannas, sedge meadows, tall grass prairies, swamps, marshes, bogs, and fens in addition to its beaches and dunes. The Dunes offer swimming, sunbathing, hiking, and picnicking opportunities for visitors. Access to the beach requires a \$3 fee for Indiana residents and a \$5 fee for all out-of-state users. A more in-depth discussion regarding the environment of the Dunes will follow in Section 7.

Pools

The City of Gary has a total of 9 swimming pools of varying sizes. Most of the pools are located within the community and neighborhood level parks. The outdoor swimming pools are located at Hatcher, Ironwood, Tolleston, Jackson, Patcher, Roosevelt, Borman, Howe, and _____ Parks. For all users, each pool has a \$1 entrance fee for the day. The pools are scattered throughout the city, serving a large number of residents, but are under-used. There is currently little programming for the pools, which is believed to be an issue leading to the under-utilization of the pool facilities by community residents.

In addition to lack of programming, Gary pools may have seen a decline in user-ship due to changing trends in the way people use pools. It has been found that many Americans no longer use pools for regular swimming or laps. More people now are using pools for wading or to get their feet wet. Starting people earlier in swimming programs through the schools and parks may be one way to increase use of the pools. Or, in contrast, it may be advantageous for the City to not open or rehab all of the pools within the park system.

Programming & Volunteer Efforts

To assist in maintaining the parks, a volunteer program is re-emerging. Currently, the program does not have an official director. As the volunteer effort takes off an official director should be named. This will help focus volunteer efforts and provide proper guidance and training. A director can also work to obtain funding from grant programs available.

Programming for the parks and recreation facilities can be found in a brochure distributed by the Parks Department. It includes activities such as Pop Warner football and cheerleading, tennis, golf lessons, and swimming.

Incorporating additional programming into the parks would garner more interest and activity within the parks system.

Constraints/Weaknesses/Negatives

Parks and Open Space

- Park system does not meet NRPA recommendations.
- Park maintenance has been limited due to reduced personnel and the merging of staff with General Services. More trained staff persons are needed in specialty areas such as pools, ball fields and courts. More equipment is needed as well.
- There is a need for more park signage throughout.
- Many parks scattered throughout the city make maintenance efforts a less efficient use of the City's resources.
- Parks system was designed for the larger population. Smaller present day population leaves many systems underutilized.
- Barbed wire fencing and out-of-date equipment create safety concerns.
- Views and access to the City's rivers are limited in some locations

Opportunities/Strengths/Positives

Parks and Open Space

- There is a large amount of park space and natural resources.
- Vacant and underutilized properties in underserved areas can be used for park quantity.
- Parks create structure and act as an identifying feature for the surrounding communities.
- The 2005 Green Links Master Plan creates opportunities for connections.
- Opportunities exist to generate revenue by hosting special-events or charging fees for facilities.
- There are a variety of uses/activities throughout the parks.
- Hosting festivals in the parks could increase usage.
- Opportunities exist to consolidate park land to help facilitate maintenance.
- The Parks Department is willing to be more active in the day-to-day maintenance of the City's parks, but they require manpower, funding, and restructuring to give them the power to do so.
- Some of Gary's parks are host to undisturbed ecosystems.
- Gateway Park is in a highly visible location to act as a gateway and identifier for the City.

- Some areas along the City’s rivers, including Ambridge Park, provide an opportunity for greater community access to the waterfront, including overlooks and paths.
- Natural areas/corridors in the City could be linked to provide a “green” character and corridors for wildlife and multi-use trails.

Section 4: Transportation

The City of Gary recognizes that improving and establishing effective and efficient multiple modes of transportation is essential for its economic growth and development.

Roadway Network

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

Table 4.1: Functional Classification of Roadways

Classification	Description
Principal Arterial Roadway	Roadway facility that provides the highest traffic volumes and the greatest trip lengths; provides access to major centers of activity.
<i>Freeway</i>	Includes interstate highways; characterized by full control of access, high design speeds, and high level of driver comfort and safety.
<i>Other Principal Arterial/Expressway</i>	Two- or four-lane facility with or without a median and desirably having partial control of access. (If the facility is a divided highway, it is an expressway.)
Minor Arterial Roadway	Roadway facility that interconnects with the principal arterial system. Provides lower travel speeds, shorter trip lengths, lower traffic volumes, and more access to property than principal arterials.
Collector Street	Roadways that provide intermediate links between the arterial system and points of origin and destination. Collector streets have lower traffic volumes and speeds than the arterial system and have an approximately even distribution of access and mobility.
Local Street	Roadways that comprise the highest length of roadway in an urbanized area; characterized by a high level of direct access to adjacent properties, by low mobility, and by discouraged through-traffic movement.

Source: Indiana Department of Transportation (INDOT) Design Manual, City of Gary and Northwestern Indiana Regional Planning Commission (NIRPC)

Principal Arterial Roadways in Gary

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

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

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

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

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

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

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

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

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

- Exit 5 with S.R. 912 (Cline Avenue)
- Exit 6 with Burr Street
- Exit 9 with Grant Street
- Exit 10 with S.R. 53 (Broadway)
- Exits 11 and 12 with I-65

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

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

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

Currently, U.S. 12 (4th Avenue) and U.S. 20 (5th Avenue) are one-ways in a section of the City. A 2004 proposal for changing the roadways to two-way streets in all areas of Gary, having Gary take over responsibility of the roadways from INDOT, and rerouting the truck traffic to the Indiana Toll Road was submitted to INDOT but the matter was never resolved. Changing the streets to two-way traffic would increase the opportunity for redevelopment along the roadways and the rerouting of truck traffic would improve the air quality and reduce the number of trucks within neighborhoods. One drawback could be a decrease in the truck traffic to local industry on these routes.

The multiple-one way streets will need to be reviewed for optimization of access during redevelopment initiatives in Downtown and near the Stadium. Many intersections along U.S. 12 (4th Avenue) and U.S. 20 (5th Avenue) have drainage issues that need to be addressed.

U.S. 12 from the Indiana Toll Road to the western City limit was in the process of being turned over to the City of Gary from INDOT. This transfer needs to be revisited as it could possibly provide Gary the opportunity for reconfiguration of the roadway to accommodate economic development near the Gary/Chicago International Airport. The re-routing of U.S. 12 will assist with the FAA (Federal Aviation Administration)-approved Master Plan for the airport expansion.

S.R. 53 (Broadway) runs north-south through the center of the City. It is located in the heart of the Stadium and Downtown districts. S.R. 53 (Broadway) provides two travel lanes in each direction with left turn lanes at major intersections.

Ridge Road provides east-west travel along southern Gary. It is in good condition and has two lanes in each direction with a two-way left turn lane provided from Chase Street to Grant Street.

Grant, Lake, and Clay Streets are north-south roadways. Grant provides travel through the center of the City and has an interchange with the Borman Expressway. In conjunction with INDOT, this roadway has recently been reconstructed with new sidewalks in the University Park

area. Lake and Clay streets are both located in the northeast section of the City serving the Miller area.

Principal Arterial Jurisdictions

The Indiana Toll Road, Borman Expressway, Cline Avenue and I-65 are included in the National Highway System (NHS). The NHS identifies highways that possess the greatest national importance to transportation, commerce, and defense in the United States, making these roadways eligible for Federal-aid projects. Other eligible roadways include any roads that are not classified as local roads or rural minor collectors. All the collector roadways in Gary are classified as urban major or minor collectors and are therefore eligible.

The Indiana Toll Road, U.S. 12, U.S. 20, Borman Expressway, Cline Avenue, S.R. 53, I-65, and S.R. 51 are also included in the National Truck Network which allows the passage of trucks of specified minimum dimensions and weight. For a semitrailer operating in a truck tractor-semitrailer combination, the length limitation is 48'-6". Lengths up to 53' are allowed without a permit by conforming to a kingpin-to-rear-most axle distance of 40'-6". Semitrailers that are consistent with 23 CFR 23 658.13(h) may operate without a permit provided the distance from the kingpin to the center of the rear axle is 46' or less. The maximum gross vehicle weight is 80,000 pounds.

INDOT identifies U.S. 20 and S.R. 912 (Cline Avenue) from 15th Avenue north through Gary as Indiana Extra Heavy Duty Highways. These highways were designed to carry heavy loads to allow steel manufacturers located along the southern end of Lake Michigan to ship double coils of steel into Michigan auto markets. The maximum gross vehicle weight is 134,200 pounds.

With the high number of roadways on the National Truck Network, the existence of sufficient interchanges providing access to the City, and the existence of Extra Heavy Duty Highways, Gary has a significant roadway network for industrial development.

All principal arterials in Gary that are freeways, expressways, U.S., and S.R., except I-90 (the Indiana Toll Road), fall under the jurisdiction of INDOT. INDOT owns and maintains these roadways.

Due to the high amount of traffic within the region's road networks, current travel times and roadway conditions are available for the principal arterial roadways from the Gary-Chicago-Milwaukee Corridor (GCM) Transportation website. The INDOT Borman Traffic Management Center is located in Gary and communicates roadway incidents and traffic conditions to GCM through INDOT's Hoosier Helpers roadside assistance program.

Minor Arterial Roadways in Gary

S.R. 312 (Chicago Avenue) is located in the northwest corner of Gary and is less than one mile in length. It provides access from Industrial Highway (formally U.S. 12) west to S.R. 912 (Cline Avenue) leading into the City of East Chicago. INDOT owns and maintains this roadway.

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

S.R. 51 (Ripley Street) is located on the northeast side of the city for only a quarter of a mile. It provides access from U.S. 20 to the Borman Expressway and the Indiana Toll Road just south of the City limits. INDOT owns and maintains this roadway.

Other minor arterial roadways in Gary include Buchanan Street north of U.S. 12 (4th Avenue), 15th Avenue, Central Avenue, Georgia Street, and Burr Street.

Traffic on the minor arterials averages under 10,000 vehicles per day (vpd) except for Burr Street at the Borman Expressway interchange where traffic is approximately 29,000 vpd.

Collector Routes in Gary

Collector routes in Gary include Colfax Street, Clark Road, Harrison Street, 35th Avenue, Georgia Street, Martin Luther King Drive, Tennessee Street, Miller Avenue, 25th Avenue, Grand Boulevard, County Line Road, and Old Hobart Road. These roadways carry under 5,000 vpd.

Local Streets in Gary

There are many local streets within Gary. The majority of the local street network provides sufficient wide streets with convenient on-street parking. Many local roadways dead end at one of the numerous rail lines traversing the City and many are one way streets which may need to be changed to two way streets in some areas to promote economic growth and development.

Street Information

The City does not conduct road condition ratings or traffic counts for its streets. Implementation of a yearly roadway condition rating, collection of traffic counts, and review of accident reports would be an asset to the City in prioritizing needed roadway improvements. The Board of Public Works meets yearly to approve an Infrastructure Improvement Plan and street improvements are on this list.

The 2000 City Wide Traffic Study prepared for the Gary Board of Works and Safety presents recommendations for signalized intersections in Gary to improve traffic movements and flow patterns in the City. Existing signal equipment was inventoried, intersection traffic volumes were collected, and accident reports were examined. The intersections were then examined for compliance with the Federal and State Manual of Uniform Traffic Control Devices (MUTCD) and a traffic signal warrant analysis was performed on each signalized intersection as outlined in the MUTCD.

The results of this report recommended:

- The installation of a Hybrid Continuous Monitoring system which ties all signalized intersections to a central computer equipped with operated interface

for system monitoring and control. All signals should be upgraded to allow for traffic responsive control, emergency vehicle preemption, backup capability, special treatment for buses, pedestrian push buttons, and closed circuit surveillance;

- Roadway and signal improvements to Grant Street and Ridge Road to reduce accident rates;
- The removal of traffic signals at 43 intersections and the removal of a flasher at one intersection.

The Traffic Control Department of Gary has taken steps to implement the recommendations of this report. All intersections with high accident rates on Grant Street and Ridge Road have been improved and 11 traffic signals were removed. Continued implementation of the report recommendations will result in improved traffic flow and air quality in Gary.

There are gateway signs located at the major entrances to Gary and the City is well represented on interstate exit signs. Local street signs need to be reviewed and replaced where needed.

Focus Areas

The street network in the University Park area is in good condition with the exception of Chase Street which is in very poor condition. The pavement has failed and there are no pavement markings. Total reconstruction of this roadway is recommended. Additional roadway access to the area between Chase Street and Grant Street north of 35th Avenue will be required if development is to occur there.

Access to the Miller area including Marquette Park is a concern. The area has only three roadways connecting it to Gary: Lake Street, Grand Boulevard via Old Hobart Road, and County Line Road. All three of these roadways have at-grade intersections with rail lines. There are two very active rail lines – the South Shore passenger rail and the B&O – running east-west through this area, causing traffic congestion. If the Canadian National Railroad (CN) develops the City's Kirk Yard into an international rail hub located on the EJ&E rail line, train traffic will increase significantly. Changing some of the at-grade rail crossings to overpasses will be needed to ensure access to the Miller area.

The Downtown and Stadium District street network is in fair to good condition. There are numerous one-way streets that may need to be changed to two-way in some locations to enhance economic development.

The Westside Development District has good roadway access. The interchange with Cline Avenue is in poor condition and 9th Avenue, 15th Avenue, and Chase Street will require reconstruction in some locations.

Public access to the Lakefront Reclamation exists as Buffington Harbor Drive. Its interchange with Cline Avenue will need to be modified to provide better access for northbound Cline Avenue to the Lakefront. Other access points to this area will be needed for redevelopment.

Planned Projects

The Northern Indiana Regional Planning Commission (NIRPC) 2008-2011 Transportation Improvement Program includes:

Local Highway Projects

- Ridge Road preservation from Broadway to Mississippi Street; this project is currently in the design phase
- 35th Avenue intersection improvements from Grant Street to Martin Luther King Drive
- Broadway and Ridge Road intersection improvement
- A new four-lane access road from U.S. 12/20 to Lake Michigan and the Gary Marina area
- Grant Street reconstruction from 8th Avenue to 10th Avenue
- Installation of new signals and interconnect system in vicinity of 15th Avenue and Martin Luther King Drive
- 15th Avenue intersection improvements from Burr Street to Broadway
- 25th Avenue intersection improvements from Burr Street to Harrison Street

INDOT Highway Projects

- U.S. 12 road reconstruction from 3.6 miles west of I-65 to 0.84 miles east of I-65
- I-65 interchange modification with I-80/I-94/U.S. 6
- S.R. 912 bridge rehabilitation over Gary Avenue
- U.S. 20 preventative maintenance overlay from S.R. 912 to Bridge Street
- U.S. 12 functional overlay from U.S. 20 to Burns Ditch in Portage
- U.S. 12 at Broadway; sewer/curb/gutter

The NIRPC Connections 2030 Plan calls for added travel lanes, northbound and southbound, on S.R. 912 (Cline Avenue) from I-80/I-94 to U.S. 12. This will require more right-of-way to be purchased by INDOT and a possible reconfiguration of interchange.

Opportunities & Constraints

Currently, U.S. 12 (4th Avenue) and U.S. 20 (5th Avenue) are one-way streets in a section of the City. A 2004 proposal for changing the roadways to two-way streets in all areas of Gary, having Gary take over responsibility of the roadways from INDOT, and rerouting truck traffic to the

Indiana Toll Road was submitted to INDOT but the matter was never resolved. Changing the streets to two-way traffic would increase the opportunity for redevelopment along the roadways and rerouting of truck traffic would improve air quality and neighborhood conditions. Decreasing truck traffic may affect local industry.

The multiple one-way streets will need to be reviewed for optimization of access during the redevelopment of Downtown and the Stadium District. Many intersections along U.S. 12 (4th Avenue) and U.S. 20 (5th Avenue) have drainage issues that need to be addressed.

U.S. 12 from the Indiana Toll Road to the western City limit was in the process of being turned over to the City from INDOT. This transfer needs to be revisited as it will provide Gary the opportunity for reconfiguration of the roadway to accommodate economic development in the area due to the Gary/Chicago International Airport area. The re-routing of U.S. 12 will assist with the FAA (Federal Aviation Administration)-approved Master Plan for the airport expansion.

The street network in the University Park area is in good condition with the exception of Chase Street which is in very poor condition. Total reconstruction of this roadway is recommended.

Access to the Miller area including Marquette Park is a concern. The area has only three roadways connecting it to Gary which have at-grade intersections with rail lines. There are two very active rail lines – the South Shore passenger rail and the B&O – running east-west through this area, causing traffic congestion. Changing some at-grade rail crossings to overpasses will be needed to ensure access to the Miller area.

The Downtown and Stadium Districts street network is in fair to good condition. There are numerous one-way streets that may need to be changed to two-way in some locations to enhance economic development.

The Westside Development District has good roadway access. The interchange with Cline Avenue is in poor condition. 9th Avenue, 15th Avenue and Chase Street will require reconstruction in areas.

Access to the Lakefront exists as Buffington Harbor Drive and its interchange with Cline Avenue will need to be modified to provide better access from northbound Cline Avenue. Other access points to this area will be needed for redevelopment.

Bus Service

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

Local Routes:

- Route 1; Tiberian Trails
- Route 2; 45th and Johnson
- Route 6; Marshalltown/Tarrytown/Crosstown
- Route 7; 9th and Colfax
- Route 11; 5th and Colfax
- Route 13; Oak and County Line
- Route 15; King Drive to West 6th Hospital
- Route 16; Colonial Gardens via 45th
- Route 16; Colonial Gardens via 53rd
- Route 19; West 6th Hospital to King Drive

Express Routes:

- Route 12; Tri-City Connection Via Casinos
- Route 17; South Broadway Express
- Route 20; U.S. 30/Lincoln Highway

Bus service is available Monday through Saturday from 4:50 a.m. to 11 p.m. The bus service does not operate on Sundays and major holidays (New Years Day, Memorial Day, 4th of July, Labor Day, Thanksgiving, and Christmas). An on-call paratransit service is also provided during regular hours of operation. There are designated bus stops along all routes but almost every corner along each route can be a bus stop if patrons “flap stop” the bus by waving at the driver.

Fares for the bus service are \$1.25 for adults on local routes and \$2 for express routes. Children five and under are free. Monthly bus passes can be purchased for the express routes.

GPTC also owns and operates one trolley. On game days, the trolley offers free service from the parking lot to the front gate at the U.S. Steel Yard where the South Shore RailCats minor league baseball team resides. Otherwise it is used where needed on local bus routes.

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

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

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

Opportunities & Constraints

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

Rail Service

Passenger

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

Figure 4.3: NICTD South Shore Line



Source: NICTD

Table 4.2: NICTD 2006 Average Weekday Ridership Distribution

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

Source: Gary Public Transportation Corporation

* Station located in Gary, IN

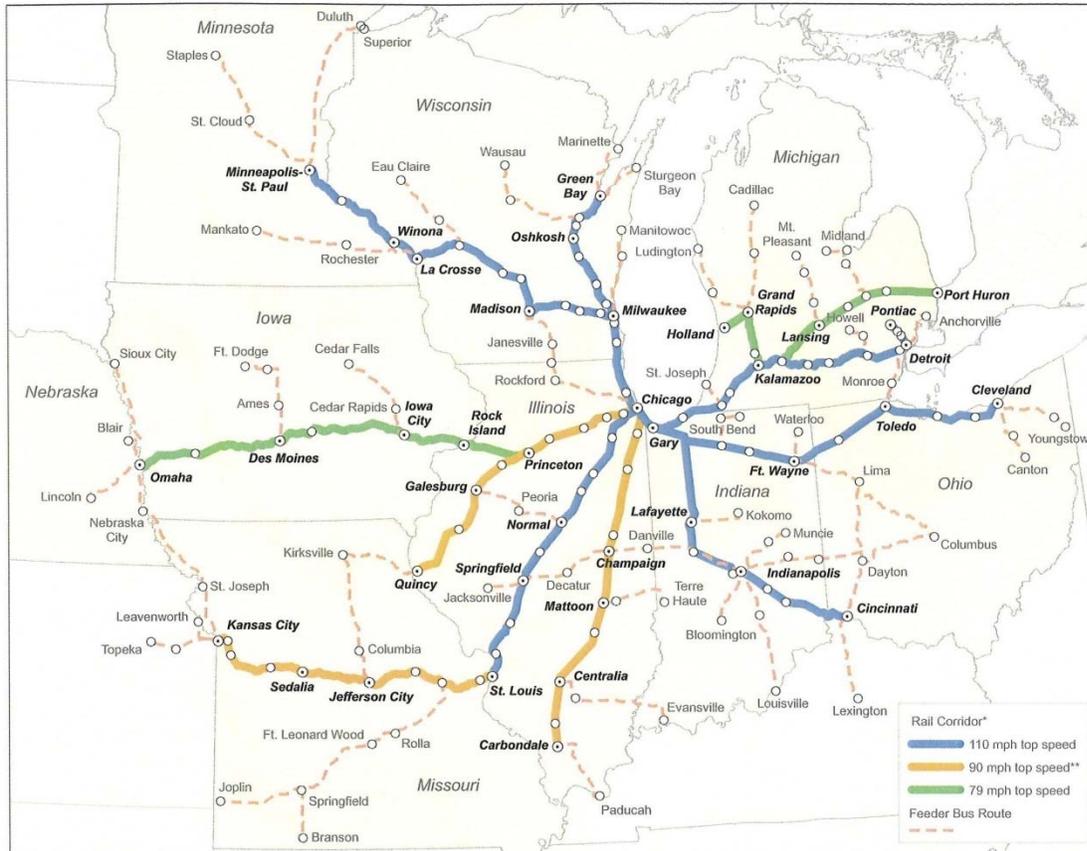
NITCD is constantly evaluating and improving the South Shore Line. Future improvements outlined in the NIRPC Connections 2030 Regional Transportation Plan that would affect the transportation network in Gary include a new signal and control system, an electric power transmission system upgrade, and maintenance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

Amtrak has a passenger service on several shared rail lines with the CSX Railroad. There is no station in Gary as passengers must board in Chicago's Union Station.

A high speed passenger rail system is being advocated in the Midwest by the Midwest Regional Rail Initiative (of which INDOT is a member), the Midwest High Speed Rail Coalition, and the Indiana High Speed Rail Association. The proposed layout, shown in Figure 5.3, includes a multi-modal air/rail terminal at the Gary/Chicago International Airport. This terminal would provide service to Chicago, Detroit, Cleveland, and Cincinnati along three routes closely following existing rail lines. The multiple rail lines along the lakeshore heading northwest from the Gary/Chicago International Airport will be utilized for the Chicago route, the Norfolk Southern Gary Branch (Sugar Track) to the CSX Porter Branch lines will be followed for the

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

Figure 4.3: Proposed Midwest Regional Rail System



Source: Indiana Department of Transportation (INDOT)

Freight

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

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

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

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

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

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

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

Canadian National recently purchased the EJ&E railroad with plans to develop the EJ&E Kirk Yard into an international rail hub. Kirk Yard borders US Steel north of the Indiana Toll Road from west of Mile Post 13 extending to Clark Road. A large increase in rail traffic is expected with this development. This increase in rail traffic will cause increased roadway congestion due to the high number of at-grade rail crossings. Further study – regarding converting some of the intersections to overpasses – is needed, as noted above.

Opportunities & Constraints

Amtrak has a passenger service on several shared rail lines with the CSX Railroad. There is no station in Gary so passengers must board in Chicago's Union Station.

To decrease the numerous at-grade crossings with railroads, the City's street network was developed with many streets dead ending before rail lines. A plan to alleviate traffic congestion caused by these crossings was not implemented. Options of installing overpasses and underpasses or leaving streets and roads at-grade will need further studies.

Canadian National plans to develop the Kirk Yard into an international rail hub. The expected, large increase in rail traffic will cause increased roadway congestion due to the high number of at-grade rail crossings.

Water Transit

Gary's northern border is the southern edge of Lake Michigan. The Lakeshore hosts a wide variety of uses, including U.S. Steel, a canal servicing the steel mills, and Buffington Harbor. The harbor provides the City with access to boating and gaming at two casino boats. The Harbor has a private breakwater with a lighthouse that could possibly be used as a tourist destination and also has restaurants and hotels which support the casinos. The region has a plan for a residential, retail, and recreational complex on the site of the old cement company property which is now owned by the City.

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

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

Air Transit

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

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

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

Section 5: Infrastructure

Wastewater Treatment

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

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

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

Water

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

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

Electric

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

Gas

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

Other Utilities

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

- AT&T (SBC) *provides service to 60,000 land line telephone customers in Gary and an unknown number of wireless customers*
- BP Pipeline
- Buckeye Partners, LP
- Call Net Enterprises
- Citgo Petroleum
- Comcast
- Crossroads Pipeline (NiSource)
- Elantic Telecom (Cavalier Telephone)
- Enbridge Energy Partners
- Explorer Pipeline
- Kentucky Data Link
- Marathon Pipeline
- MCI (Verizon)
- Merrillville Conservancy *provides sewer service to only a few customers in Gary*
- MidCo Remedial Corporation
- Prax Air Inc. *provides service to U.S. Steel*
- Quest Communications
- RVP Fiber Company (U.S. Signal Corp.)
- Sprint and Nextel
- Wolverine Pipeline *does not provide any service to Gary but does pass through the City*

Section 6: Historic & Vacant Properties

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

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

Historic Properties

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

- Miller and Marquette Park
- Downtown City Center Historic District
- South Broadway – Historic Midtown
- Near Downtown Scattered Sites
- Near West Side Scattered Sites and Districts

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

- The 1975 Indiana Historic Sites and Structures Inventory by the Historic Landmarks Foundation of Indiana (HLFI)
- The 1996 "Lake County Interim Report" that rated buildings on four different levels based on their historic integrity:
 - **Outstanding (O):** The building has a great amount of historic integrity, making it eligible for a National Register listing (or the property is likely already listed).
 - **Notable (N):** The building is not quite as impressive as an "O" rating, but is still above average in historic importance.
 - **Contributing (C):** All pre-1940 buildings that contribute to the continuity of an area's historic fabric but did not earn the merit of an "N" or "O" rating.

- **Non-Contributing (NC):** All post-1940 buildings or older buildings that were badly damaged or altered and therefore no longer contribute to the historic fabric of the neighborhood.
- *Images of America* book series: “Gary’s West Side – The Horace Mann Neighborhood,” “Gary’s East Side,” and “The Polish Community of Gary” (John C. Trafny)
- Websites:
 - Historic Landmarks Foundation of Indiana (www.historiclandmarks.org)
 - Indiana Historic Architecture (www.preserveindiana.com)
 - The Indiana Department of Natural Resources (www.in.gov/dnr)

The Lake County Interim Report does not provide protection to any of the buildings included in the survey. It only states the level of historic importance that each building or district may have. Also, because the report was conducted over 10 years ago, the condition of some of the buildings may have changed greatly. Some buildings have since been restored, demolished, or damaged.

The following information highlights some of the remaining “O,” “N,” and “C” rated buildings within the specific focus areas. The buildings are referred to by their historic names (if known) followed by the location, approximate year built, current use, condition (such as excellent, good, fair, or poor), and, in the event they are listed on the National Register, an “NR” followed by the date the building was listed.

Miller & Marquette Park

The Miller neighborhood was annexed by the City of Gary in 1918. Because of its close proximity to Lake Michigan, Marquette Park, Indiana Dunes National Lakeshore, and South Shore Rail Line, Miller is one of the most popular neighborhoods in Gary. There is a strong sense of community in Miller, particularly because it is geographically secluded from the remainder of the City.

Miller’s commercial district has been going through a positive rehabilitation process over the past few years. A few store-fronts along Miller’s main north-south artery, Lake Street, lay vacant or are in slight disrepair, but they do not hinder the vitality of the district. A wide variety of businesses, restaurants, and public buildings occupy the commercial blocks and buildings found on Lake Street.

The commercial buildings in Miller are typically one-story buildings with little ornamentation. Most of them are in good condition but there are few that stand out historically:

- **Bethel Evangelical Church** (Lake St. & 3rd Ave.) c. 1892, currently a Baptist Church; fair condition; original façade covered w/blue vinyl siding, oldest structure in Miller
- **Miller Telephone Company Building** (541 Lake St.) c. 1920, currently office space; excellent condition

- **Public School District Building No.8** (665 S. Lake St.) c. 1920, vacant; good condition; slated for reuse by owner
- **Miller Town Hall** (5316 Old Hobart Rd.) c. 1911, vacant; good condition; originally housed substation for Miller's electricity on first floor; NR 1978
- **Miller Depot** (618 S. Lake St.) c. 1920; fair condition

The residential homes of Miller, as with a few other residential sections of Gary, are a reflection of the prosperous years of the early 20th century. In addition to some Spanish Eclectic, English Cottage, and Bungalow style homes, there are a number of Revival homes, such as Tudor, Renaissance, and Colonial, situated near Lake Michigan. These homes are typically in good condition and have had little alterations.

At the southwest side of Miller is a small residential section called Aetna. Established as a company town by the Aetna Powder Company during the 1880s, Aetna was annexed by Gary (shortly after Miller was annexed) in 1920. The neighborhood currently consists of curving tree-lined streets with modest one-story homes. Vacant, boarded-up, or damaged homes are located periodically throughout the neighborhood. Because of Aetna's close proximity to Marquette Park and Lake Michigan, the neighborhood's vacant homes have an excellent potential for neighborhood redevelopment.

On the north end of Miller is Gary's most popular recreational destination: Marquette Park. Along with the playground, beach access, and tennis courts, Marquette Park boasts two historically important structures designed by the well-known Prairie School architect, George W. Maher:

- **The Marquette Park Bathing Beach Pavilion** c. 1921; East Wing restored with funds raised by the Society for the Restoration of the Gary Bathing Beach Aquatorium; West Wing and central section in need of restoration, specifically the stone stairs and railings that currently have temporary wood stairs placed above the existing; NR 1978
- **Recreation Pavilion** c. 1924, excellent condition; some alteration to original façade

City Center Historic District

The City Center Historic District (located in Gary's Downtown) is one of two historic districts in Gary listed on the National Register of Historic Places. The existing buildings in the Downtown City Center are mostly commercial, early 20th century architecture. The architectural detailing on the buildings varies, which creates a dynamic character to Broadway, Gary's main north-south street. These buildings are a representation of Gary's rapid development in the early 20th century and its rise to be one of northwest Indiana's most prosperous industrial cities. However, the condition of the City Center has changed greatly over the past fifty years as a majority of the buildings along Broadway are vacant and in poor condition. The buildings that stand today may

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

North of 4th Avenue on each side of Broadway sits Gateway Park, a symbolic entry to Gary's City Center Historic District. Gateway Park houses the oldest building in Gary, The Gary Land Company Building. This was the Land Company's original building and served as City Hall and a post office when it was built in 1906. The Land Company Building was placed on the National Register of Historic Places in 1979 and was moved to Gateway Park when it was purchased by the Gary Historical and Cultural Society. It currently acts as a museum and visitor's bureau.

A majority of the City Center Historic District is located along Broadway between 4th Avenue and 9th Avenue. The following are a few examples of historically important buildings along Broadway:

- **Lake County Courthouse** (Broadway & E. 4th Ave.) c. 1927 ; good condition; symmetrical style to City Hall
- **Gary City Hall** (Broadway & W. 4th Ave) c. 1927; good condition; symmetrical style to Courthouse
- **Gary State Bank** (Broadway & W. 5th Ave.) c. 1929, currently Chase Bank and offices; good condition
- **Hotel Gary** (578 Broadway) c. 1926, currently Genesis Towers senior development; good condition
- **The Palace Theater** (765-795 Broadway) c. 1925, vacant; poor condition; demolition being considered for safety reasons
- **Tribe of K Building** (840 Broadway) c. 1927, occupied; very good condition, gothic style terracotta detailing well maintained
- **Elk's Temple Lodge** (801 Broadway) c. 1935, vacant; good condition, street level façade boarded up; architect George W. Maher and Sons
- **Sears, Roebuck and Company Building** (821 Broadway) c. 1930, occupied; good condition, original street level façade altered/covered

The greatest opportunity for revitalization and historic preservation on Broadway can be found on the west side of the 600 block. It contains an excellent example of early 20th century commercial architecture representing a culturally significant era of Gary's past. Seven of the buildings on the 600 block are listed as contributing in the Historic District which makes them eligible to receive federal tax credits for their restoration. All of these buildings are vacant and their facades are in poor to fair condition. The structural integrity of each building needs to be evaluated to determine if the buildings are stable. At the least, the facades of these buildings should be preserved.

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

- 618 Broadway, c. 1930
- 654 Broadway – Tribe of K Building, c. 1908
- 658 Broadway – Holmes Building, c. 1908
- 668 Broadway – Hurwich-Haller Building, c. 1930
- 678 Broadway – Junita Building, c. 1909
- 682 Broadway, c. 1907
- 684 Broadway, c. 1907

The City Center Historic District extends beyond the Broadway corridor. Following are examples of historically significant buildings in the Downtown City Center that should be strongly considered for protection or restoration during redevelopment:

- **Dalton Apartments** (133 E. 5th Ave) c. 1928, vacant; fair condition; currently in selective demolition process; planned for future use as residential
- **Modern Apartments** (143 E. 5th Ave) c. 1929, vacant; fair condition; currently in selective demolition process; planned for future use as residential
- **YMCA Building** (30 E. 6th Ave) c. 1922, occupied; Tudor style details in good condition, street level alterations to original facade
- **Gary Post Office** (601 Massachusetts St.) c. 1936, vacant; poor condition; Art Deco style with marble base in fair condition, damaged brick at rear
- **City Methodist Church** (517 Washington St.) c. 1935, vacant; very poor condition, heavily damaged in fire; currently undergoing selective demolition to become a “ruin garden”; listed as one of HLFI’s “Most Endangered Buildings in Indiana”
- **Memorial Auditorium** (E. 7th Ave. & Massachusetts St.) c. 1925, vacant, very poor condition; heavily damaged in fire, partial structure was demolished; NR 1994
- **Parry-Shaver Building** (717-731 Washington St.) c. 1926, vacant; poor condition; all windows broken/missing, terracotta in fair to good condition

Downtown Scattered Sites

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

- **Gary Union Station** (301 Broadway) c. 1917, vacant; poor condition, roof missing, precast concrete detailing in fair condition, interior mostly gutted; proposal of stabilization submitted to INDOT, approval pending; listed as one of HLFIT's "Most Endangered Buildings in Indiana"
- **Sax Block Building** (537 E. 5th Ave.) c. 1920, occupied; good condition
- **East Side Branch Library** (E. 5th Ave. & Georgia St.) c. 1929, vacant; poor condition, interior mostly gutted, limestone in fair condition, windows removed
- **Ralph Waldo Emerson School** (517 E. 7th Ave.) c. 1908; good condition; good example of Mission Revival detailing; NR 1995
- **Knights of Columbus Building** (333 W. 5th Ave.) c. 1926, currently senior development; good condition; little alteration to original façade; NR 1984
- **513 West 5th Avenue** c. 1920 apartment building, vacant; fair condition
- **605-609 West 5th Avenue** c. 1920 commercial building, vacant; good condition
- **472-480 Jackson Street** c. 1920 commercial building, vacant; fair condition
- **The Ambassador Apartment Building** (574 Monroe St.) c. 1928, vacant; poor condition, windows broken, brick missing in various areas, vegetation on roof
- **First United Presbyterian Church** (W. 6th Ave. & Monroe St.) c. 1913; good condition; little alteration to original fabric
- **Gary-Hobart Water Tower** (650 Madison St.) c. 1909; good condition
- **Central Christian Church** (700 Jefferson St.) c. 1923, in use; good condition
- **The Jackson Arms Apartment Building** (800 Jackson St.) c. 1925, vacant; good condition, windows broken/boarded up
- **Gary Heat, Light, and Water Company Warehouse** (900 Madison St.) c. 1926, vacant; fair condition; designed by George W. Maher and Sons

South Broadway & Historic Midtown

A section of Broadway south of the City Center District includes smaller scale commercial buildings. The buildings in this area are in generally good condition. One building that stands

out the most on South Broadway is the former American State Bank Building near the corner of 17th Avenue. The impressive terracotta detailing and large neoclassical columns that flank the main entry are excellent examples of early 20th century commercial architecture.

South along Broadway corridor is a district that is one of the most culturally significant areas in the Gary. Known as Historic Midtown or The Central District, this area was one of the most notable African-American communities in Gary and was well known as being a haven for many talented Jazz and Blues musicians of the 20th century. Historic Midtown is approximately located south of 15th Avenue, north of Gleason Park, east of Harrison Boulevard, and west of Carolina Street. With the aid of a Historic Preservation Education Grant from the HLF, the Department of Minority Studies at Indiana University Northwest was able to conduct research on Historic Midtown. A Historic Midtown Tour Map was created indicating culturally significant buildings such as Roosevelt High School, the Jackson 5 family home, some of the first African-American-owned businesses in Gary, and the home of famous educator Ida B. King.

This research done by the Department of Minority Studies can be used as a catalyst to revitalize the Historic Midtown District. An inspiring example can be found in Kansas City, Missouri at the Historic 18th and Vine Street District, a similar African-American community that was as well known for being a lively Jazz and Blues area. The 18th and Vine Street District is still being revitalized and includes a new American Jazz Museum, revitalized loft apartments, African-American owned businesses, and decorative banners celebrating the district's heritage.

Near Westside Scattered Sites & Districts

A cluster of notable residential areas can be found west of Downtown. This includes single-family and multi-family homes and apartment buildings. The buildings range from modest workers' housing to large Tudor Style homes and impressive apartment buildings:

- **West 5th Avenue Apartments Historic District** (W. 5th Ave. between Taft and Fillmore Streets) majority built 1920-1930; originally one of the Gary Land Company's developments for U.S. Steel plant managers and some steel workers; approximately 50 buildings, majority currently occupied and in good condition; NR 1984
- **Horace Mann Historic District** (between W. 5th and W. 8th Avenues and Roosevelt and Cleveland Streets) majority built 1920-1940; large-scale period revival, primarily Tudor Revival; homes good to excellent condition, little alteration to historic facades; winding streets, large yards
 - **Horace Mann High School** (560 Garfield St.) c. 1928, closed 2004; good condition; excellent example of Collegiate Gothic architecture
- **Eskilson Historic District** (Between W. 5th and W. 3rd Avenues and Cleveland and Grant Streets) majority built 1927-1930; typically one-and-a-half- or two-story bungalows and American Four-Squares; cohesive scale of homes and yards throughout neighborhood; majority in good condition
- **Lincoln Street Historic District** (Between W. 6th and W. 8th Avenues and Hayes and Fillmore Streets) majority built c. 1920; majority in good condition; Colonial Revival most prevalent style; large yards and winding streets

- **Wilbur Wynant House** (600 Fillmore St.) c. 1920, vacant; American System-Built home designed by Frank Lloyd Wright; heavily damaged from a fire; NR 1994
- **U.S. Steel Workers Housing** (Buchanan St. between 3rd and 5th Avenues) developed by Gary Land Co. c. 1910-1916, occupancy of homes vary; majority fair condition
- **Ambridge School** (4th Ave. between Ellsworth and Rutledge Streets) c. 1923; good condition
- **Engine Company No.8** (2800 W. 5th Ave.) c. 1926; good condition, little to no alterations made to existing Tudor Revival building

Vacant Buildings

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

- **Historic Integrity**
 - Is the building a National or Local Landmark?
 - Are there attractive architectural details?
 - Is the building culturally significant?
- **Condition**
 - Has the building been condemned?
 - Is the building structurally stable?
 - What level or repairs may need to be made?
- **Building Use History**
 - What was the past use of the building?
 - Why did the building become vacant?
 - Is there a benefit in renovating for the same past use?
 - What amenities remain from the previous use/original construction?
- **Size/Volume**
 - What new function(s) is/are appropriate for a building this size?
- **Location**
 - What use is in demand for this area?
 - What other amenities are surrounding the building?

Opportunities & Constraints

Maintaining and protecting a historic property is not always an easy task. There are many reasons why some of the properties in Gary are vacant or are in poor condition. However, with every existing issue lies an opportunity for the City to implement programs and plans that have been created. There are also non-existing programs that can be part of Gary's vision to revitalize the City.

Opportunities

State & Federal Funds

It is a common misconception that restoring or renovating a historic building is more expensive than building a new structure. There are a variety of incentives that are offered on state and federal levels for historic properties. Because the City has a great wealth of historic properties, many of them are eligible for the following preservation incentives:

- **Historic Landmarks Foundation of Indiana**
 - Statewide Revolving Loans
 - Indiana Preservation Grants
 - Historic Preservation Education Grants
 - African-American Heritage Grants
- **National Trust for Historic Preservation**
 - Preservation Funds: Matching Grants and Intervention Funds
 - Small Deal Fund
 - Community Investment Fund
- **National Park Service**
 - Federal Historic Preservation Tax Incentives Program
- **US Congress**
 - Preservation Easements Program

Typically, a property needs to be listed on or eligible for listing on the National Register of Historic Places to qualify for preservation incentives. Qualifications for National Register listings are based on the following sets of criteria created by the National Park Service:

- Buildings that are associated with events that have made a significant contribution to the broad patterns of our history; or
- That are associated with the lives of significant persons in our past; or
- That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess "high artistic

values," or that represent a significant and distinguishable entity whose components may lack individual distinction; or

- That have yielded or may be likely to yield information important in history or prehistory.

Gary currently has two historic districts and eight structures listed on the Register. A few examples of buildings in Gary that may be eligible to be listed are:

- Horace Mann High School
- Gary Post Office
- Gary Union Station
- Marquette Park Recreation Pavilion
- US Steel Workers Housing District
- Gary Heat, Light, and Water Company Warehouse
- East Branch Library
- Tribe of K Building

Existing Resources

Because Gary is a historically significant city in the state of Indiana, there are many existing resources of Gary's history that are available to the public:

- Historic Landmarks Foundation of Indiana – Lake County Interim Report
- Calumet Regional Archives, Indiana University Northwest
- Indiana Historical Society
- Gary Historical and Cultural Society
- *Images of America* Book Series
- *Gary's First Hundred Years: A Centennial History of Gary Indiana, 1906-2006*

Building Reuse Potential

Although some of Gary's historic and/or vacant properties may not be in good condition, there are still many buildings that are stable and have an excellent potential for reuse. Also, with the potential to use state and federal incentives for historic renovations, the City has numerous ways to save money on redevelopment. Reusing an existing building can often create a positive element to areas needing revitalization because it will promote building diversity within the neighborhood. There are also some inherent environmental benefits behind adaptive reuse. Since many of the existing materials are present in the building, there will be less raw materials being extracted from the earth. There will also be a reduction in pollution caused by transporting the materials. Reusing an existing building will also help preserve open spaces and the natural habitat. If successful, it can act as a catalyst for adaptive reuse of the buildings and infill of new construction.

Constraints

Minimal Landmark Protection

There are three key steps to protecting historic landmarks:

- Creating and enforcing a preservation ordinance
- Creating a preservation commission
- Designating local landmarks

The City recently developed a draft preservation ordinance. The purpose of the ordinance is to enforce the protection and maintenance of historic properties, working in conjunction with City building codes. However, an ordinance can only be sustained by the enforcement of a preservation commission. The City has also formed a commission but they have not yet enforced the new ordinance. In addition to enforcing the ordinance, the Commission is responsible for designating local landmarks. Once the Commission begins enforcing the ordinance, the City will be one step closer to protecting its historical resources. In that sense, all three of these elements need to be expedited as soon as possible. Because the city is going through some major redevelopment, some of the historic buildings may be at risk of demolition if they are not protected by the Preservation Ordinance.

Teardowns

In the past, buildings have been periodically torn down as a result of redevelopment or safety issues. The Redevelopment Department currently has a plan for City-wide demolition listing 3,000 properties with around 50% already demolished. In some instances it is necessary to tear a building down because reuse may no longer be feasible, especially if the building proves to be an economic hardship for the owner. However, some buildings in Gary that are currently vacant have not been properly stabilized causing rapid deterioration. There are many ways the City or an owner can protect buildings from being torn down:

- Mothball – a process where the temperatures are stabilized while the building is empty
- Structurally stabilize buildings
- Conduct a structural analysis to determine building stability
- Reference HLF I Lake County Interim Report ratings to determine level of historic importance
- Create an updated Historic Resources Survey for the City

Public Educating

While building owners have numerous preservation and restoration opportunities, they simply may not be aware that such options are available. The City needs to better promote preservation, to educate the public on the opportunities, and to create new incentives for owners to actively maintain their property. A study by the HLF I emphasized that designating local landmarks and

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

Section 7: Environmental Analysis

History

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

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

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

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

Action Plan (1996), five to ten million cubic yards of contaminated sediments cover the bottom of the Grand Calumet River and Indiana Ship Canal with 150,000 cubic yards entering Lake Michigan yearly, the regions water supply. The Grand Calumet River receives an estimated 90 percent of its flow from industrial and municipal discharges.

Natural Areas

The City of Gary has several natural areas with environmental and recreational functions and values. These have been previously outlined in the Gary Green Links Master Plan and the 2001 Open Space Study. The locations of the protected areas and unprotected core natural areas and other critical habitats are presented in Figure 8.1. The following section provides a brief description of the protected areas and some key unprotected areas.

Federally Owned Lands

Area 1: Indiana Dunes National Lakeshore/Miller Woods

The Indiana National Lakeshore owns and operates approximately 1900 acres of the West Unit in the City of Gary including the Miller section of Gary. The West Unit of the Indiana Dunes National Lakeshore includes sections in Ogden Dunes and Gary. Figure ? provides the location of this federally owned land which is generally located north of U.S. 12/20 and south of Lake Michigan and U.S. Steel. The bulk of the property is within the Miller section of Gary and includes dune and swale habitat, interdunal ponds, habitat for the federal protected karner blue butterfly (*Lycaeides melissa samuelis*) and over 400 plant species. The Indiana Dunes National Lakeshore is actively managing portions of the property in the Miller for the butterfly. They also have a program for eradication of non-native species. The narrow portions of the National Lakeshore are located west of I-65 between railroad corridors and are not as actively managed. In addition, the Douglas Environmental Center, a part of the National Lakeshore, is located at 20 North Lake Street in Gary and provides environmental education opportunities for adults and children.

The Shirley Heinze Environmental Fund (SHEF) own over 180 lots in the Miller section of Gary comprising approximately 20 acres. These properties include wetlands, dunes, interdunal ponds and ravines which are protected and restored by the SHEF.

County Parks

Area 2: Lake Etta County Park

The 94-acre Lake Etta County Park is located on the south side of Gary, south of 29th Street between Clark Road and Burr Street. This parcel is managed for active recreation by Lake County Parks and Recreation Department (LCPRD) and provides trails, several fish ponds, open play areas and picnic areas. The park is owned by the Little Calumet River Development Commission. Some native vegetation remains in the open areas of this county park, primarily the southern boundary of the park where the Little Calumet River is located.

Area 3. Gibson Woods

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

City Parks

Area 4: Lake Michigan Shoreline and Marquette Park

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

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

Area 5. Brunswick Park and Brunswick Center Savanna

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

Other Properties

Area 6: Clark and Pine Nature Preserve

Located on the northwest side of Gary on the west side of Clark Road, the Clark and Pine nature preserve is managed by the Indiana Department of Natural Resources (IDNR). This 40-acre property is managed for natural flora and fauna and represents one the highest quality dune and swale habitats remaining. It contains some of the highest plant biodiversity in the state of Indiana and has the highest concentration of state rare and endangered species in the state. This site contains high quality dry and mesic prairie, marsh and pond communities in a system of linear sand ridges and depressional swales. Access to the site is by permission only. Clark

and Pine Dune and Swale is a similar unprotected property located south of the nature preserve; however, it is not as high quality and may have contamination issues.

Area 7. Pine Station Nature Preserve

Formerly known as the “bonji pits”, this 280-acre property is located on the east side of Clark Road across from the Clark and Pine Nature Preserve. It contains approximately 50-acres of remnant dune and swale and over 100 acres of sand mined dune ridges. This property is undergoing restoration by the IDNR. The preserve extends south past the Grand Calumet River. Several ponds and large wetland areas are located within this area. Restoration of this site is a high priority for the IDNR.

Area 8. Ivanhoe Nature Preserve

The 114-acre Ivanhoe Nature Preserve has a large dune and swale community with 297 species reported and several habitat types including savanna, dry and mesic sand prairies and buttonbush swales. The preserve is owned and managed by the Nature Conservancy and access is by permission only. It is located south of the Indiana Toll-Road (I-90) and east of Cline Avenue. Similar unprotected properties continue to the south including Ivanhoe Dune and Swale South and Ivanhoe Dune and Swale West. The SHEF owns 10-acres of the Ivanhoe Dune and Swale South property located south of the Ivanhoe Nature Preserve.

Area 9. J-Pit

The J-Pit is a 114 acre former gravel pit and sand quarry located on the southwest side of Gary, north of I-80/I-94 and east of Cline Avenue. This property is subject to a U.S. Environmental Protection Agency (USEPA) Brownfields Assessment Demonstration Pilot Grant which includes potential greenspace protection and development. The property includes remnant dune and swale and black oak savanna habitats.

Wetlands

"Wetlands" are defined by the U.S. Army Corps of Engineers (USACOE) for jurisdictional purposes as "those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions". Impacts to wetlands are regulated by the USACOE and the Indiana Department of Environmental Management.

Wetland resources in Gary are primarily located along waterways and within remnant dune and swale areas as well as industrial areas. Wetlands present in the City of Gary were identified during field review and through use of the National Wetland Inventory maps. The Advanced Identification of Wetlands (ADID) maps were also obtained from the Northwest Indiana Regional Planning Commission. The ADID is a planning process used to identify wetlands and other waters that are generally suitable or unsuitable for the discharge of dredged and fill material. It generally identified high quality wetlands in Lake and Porter Counties.

The Grand Calumet River corridor has wetlands scattered along its length with more ADID wetlands being present near the Gary Airport (Figure ?). A larger number of wetlands are

located in the floodplain along the Little Calumet River on the south side of Gary. ADID wetlands are also concentrated in the Miller section of Gary associated with the Indiana Dunes National Lakeshore (Figure ?).

Endangered Species

Federally endangered species known to exist within the City of Gary include the karner blue butterfly, the piping plover, and Pitchers thistle (*Cirsium pitcheri*). The karner blue butterfly is present at the east side of Gary in the Indiana Dunes National Lakeshore property and adjacent Northern Indiana Public Service Company (NIPSCO) rights-of-way. It is also known to occur at the Ivanhoe Nature Preserve. The piping plover has been reported from the Lake Street Beach area in eastern Gary. Pitcher's thistle has been reported from beach blowouts in the Miller section of Gary. The City is within the range of the Indiana bat (*Myotis sodalis*), and the bald eagle (*Haliaeetus leucocephalus*). The Indiana bat prefer woodland habitat, primarily along stream corridors, in summer for formation of maternity colonies. The Indiana bat utilizes trees with loose bark for roosting. The bald eagle nests near rivers, lakes and reservoirs. Neither the Indiana bat or bald eagle are reported from Gary.

Environmental Corridors

The Grand Calumet River and the Little Calumet River are the primary environmental corridors in the City of Gary. The Grand Calumet River has been designated as one of the 42 Great Lakes Areas of Concern (AOC) by the International Joint Commission. The International Joint Commission is an independent binational organization established by the Boundary Waters Treaty of 1909. Its purpose is to help prevent and resolve disputes relating to the use and quality of boundary waters and to advise Canada and the United States on related questions. Both the Grand Calumet River and Indiana Harbor Ship Canal are heavily contaminated and clean-up measures are underway. The Citizens Advisory Committee for Remediation of the Environment (CARE) prepared a Remedial Action Plan (RAP) for the region. Eating fish from or having body contact with these waters is not recommended as posted on signs along the waterway.

Regulatory agencies including the USEPA and IDEM have conducted several special initiatives in the AOC including enforcement actions. Federal and state trustees for the Natural Resource Damage process are implementing the "Assessment Plan for the Natural Resource Damage Assessment for the Grand Calumet River, Indiana Ship Canal, Indiana Harbor and Associated Lake Michigan Environments". This plan includes an assessment of injury to the environment from releases of oil and hazardous substances and a determination of actions to be taken to restore natural resources and compensate for loss of public services such as wildlife habitat and fishing opportunities.

The U.S. Steel Corporation has dredged the eastern 5 miles of the Grand Calumet River for contaminated sediments. The western reach will be dredged with a 58 million dollar Natural Resource Damage Assessment by eight companies. River restoration is being carried out under several programs by the USACOE and the City of Gary. Although the point discharges into the Grand Calumet River have improved in terms of water quality, the sediments are still highly contaminated.

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

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

Opportunities and Constraints

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

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

Section 8: Community Facilities

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

City

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

- The Gary City Hall, Mayor's Office, Human Resources, and the Departments of Finance, Planning, Building, and Zoning are housed at 401 Broadway.
- The Office of the City Clerk, City Court, and Police Department Headquarters are located at 555 Polk Street.
- Community Development, Environmental Affairs, Redevelopment, Empowerment Zone, Economic Development Corporation, and Commission on Human Relations are located at 839 Broadway. These departments recently consolidated operations at this location.
- The Gary Housing Authority is located at 578 Broadway.
- The Health and Human Services Department is located at 475 Broadway.
- The Parks Department is located at 455 Massachusetts Street.
- The Gary Sanitary District office is located at 3600 W. 3rd Avenue.
- Fire Department Headquarters is located at 200 E. 5th Avenue.
- The General Services and Public Works Departments are located at 9th and Madison.

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

Library

The Gary Library System has six branches located throughout the City to serve its residents, as shown in Table 9.1. The main branch at 220 W. 5th Avenue contains the library system's most complete selection of information service materials, including microfilm, periodicals, government documents, and newspapers, in addition to fiction, nonfiction, and reference volumes. This branch also houses a Film Department, an art gallery, auditorium, and conference room, all of which are available for patron use.

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

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

Table 8.1: Libraries

Branch Name	Address	Neighborhood
Main Branch	220 W. 5 th Avenue	All
Brunswick Branch	4030 W. 5 th Avenue	Brunswick
W.E.B. DuBois Branch	1835 Broadway	Midtown Business District
J.F. Kennedy Branch	3953 Broadway	University Park
Tolleston Branch	1113 Taft Street	Tolleston
Ora L. Wildermuth Branch	501 S. Lake Street	Miller
Black Oak Branch	5921 W. 25 th Avenue	Black Oak

Source: Gary Public Library Web site; Lake County, Public Libraries Web site, www.city-data.com

Post Office

The City is served by seven post offices:

- Gary Main Post Office, 1499 Martin Luther King Drive
- Downtown Finance Station, 115 West 5th Avenue
- Brunswick Station, 5325 West 5th Avenue
- Glen Park Station, 320 East 40th Avenue
- Miller Station, 518 South Hancock
- Tolleston Station , 2407 West 11th Avenue
- Fifteenth Avenue Station, 1490 Broadway

Community Centers

There are ____ community centers located throughout the City:

- Paul H. Douglas Environmental Center, 100 North Lake Street
- Hellenic Cultural Center
- WAITING FOR CITY INFO ON MORE COMMUNITY CENTERS

Schools

The Gary Community School Corporation served 14,877 students during the 2006-2007 school year, down slightly from previous years. There are 29 elementary, middle, and high schools in the District, as shown in Table 4.2.

The Lake Ridge School District also serves Gary in the Black Oak area. There are a total of five elementary, middle, and high schools in this district with a total of 2,306 students (see Table 4.3). Several private, parochial, and charter schools also serve Gary. For a partial list, see Table 4.4.

Several schools have closed in recent years. WAITING FOR MORE INFO FROM SCHOOLS

Table 8.2: Public Schools – Gary Community School District

Schools	Grades	2005-2006 Enrollment
<u>Elementary Schools</u>		
Benjamin Banneker Elementary	K-6	493
Benjamin Franklin Elementary	K-6	230
Beveridge Elementary	K-6	464
Brunswick Elementary	K-6	455
Daniel Hale Williams Elementary	K-6	564
Daniel Webster Elementary	K-6	433
Dr. Bernard C. Watson Academy for Boys	K-6	369
Ernie Pyle Elementary	K-6	443
Frankie W. McCullough Academy for Girls	K-6	385
Glen Park Academy for Excellence in Learning	K-6	730
Ivanhoe Elementary	K-6	449
Jacques Marquette Elementary	K-6	596
Jefferson Elementary	K-6	453
John H. Vohr Elementary	K-6	370
Kennedy-King Elementary	K-6	524
Kuny Elementary	K-6	434

<u>Middle Schools</u>		
Bailly Middle School	7-8	688
Dunbar-Pulaski Middle School	7-8	569
Tolleston Middle School	7-8	762
<u>High Schools</u>		
Lew Wallace High School	9-12	913
Martin Luther King School Alternative	9-12	140
Theodore Roosevelt High School	9-12	811
West Side High School	9-12	1,320
William A Wirt High School	9-12	741
<u>Mixed Grades</u>		
Chase Alternative School	7-12	119
Emerson VPA	6-12	566
Gary Career Center	11-12	
Lincoln Achievement Center	K-12	62

Source: Indiana Department of Education, Gary Community School Corporation

Table 8.3: Public Schools – Lake Ridge School District

Schools	Grades	2005-2006 Enrollment
Grissom Elementary	K-5	353
Longfellow Elementary	K-5	471
Hosford Park Elementary	K-5	294
Lake Ridge Middle School	6-8	492
Calumet High School	9-12	696

Source: Indiana Department of Education, www.greatschools.net

Table 8.4: Parochial/Private/Charter Schools

Schools	Grades	2005-2006 Enrollment
Senior Thea Bowman Elementary School	PK-6	572
Blessed Sacrament School	PK-8	
MC Bennett Holiness School	PK-8	
SDA Mizpah Church School	PK-8	
Spirit of God Accelerated School	PK-6	112

Christian Academy Ministry	PK-6	
Christ Baptist Christian Academy	PK-6	107
Treasure's Child Development Center	PK-4	
Ambassador Academy	PK-7	213
Tender Loving Care Academy	PK-1	96
Gary Academy & Blessed Beg Daycare	PK-12	102
Black Oak School for the Deaf	PK-12	3
Trinity Academies	K-12	
Ambassador Academy	PK-9	273
Gary's Promise	K-6	92
Life with Hope Preparatory Academy	PK-12	
Repairer Prep Academy & Career Institute	PK-12	
West Gary Lighthouse Charter	K-6	340
Gary Lighthouse Charter	K-6	516
21 st Century Charter School of Gary	1-10	304
TEDM Academy	PK-6	61

Source: Indiana Department of Education, www.greatschools.net

Note: Some enrollment figures were not available.

Colleges/Universities

There are several colleges and educational institutions located within Gary and nearby communities. They include:

- Indiana University Northwest, 3400 Broadway, Gary
- Ivy Tech Community College, 1440 East 35th Avenue, Gary
- Lovells Barber College, 1700 Broadway, Gary
- Calumet College – St. Joseph, 2400 New York Avenue, Whiting
- Sawyer College, 6040 South Hohman Avenue and 7833 Indianapolis Boulevard, Hammond
- Purdue University Calumet, 2200 169th Street, Hammond
- Indiana College of Commerce, 7147 Kennedy Avenue, Hammond
- Commonwealth Business College, 1000 E. 80th Place, Merrillville
- Davenport College, 8200 Georgia Street, Merrillville
- Hyles Anderson College, 8400 Burr Street, Crown Point

Indiana University Northwest is part of the Indiana University system. The 36-acre campus in Gary, in the University Park neighborhood, enrolls approximately 5,000 students and provides a wide array of undergraduate and graduate programs and degrees.

The Gary campus of the Ivy Tech College system, which has 106,000 students at 23 campuses statewide, offers a number of courses and associate's degrees. Ivy Tech provides workforce education and training.

Genesis Convention Center

The Genesis Convention Center is the largest meeting facility in the Northwest Indiana and South Suburban Chicago area. Built in 1981 and designed by architect Wendell Campbell, this 52,000-square-foot building has a main convention floor that seats 7,000 people. It is located between 4th and 5th Avenues on Broadway, across from City Hall and adjacent to the Lake County Superior Court building. The facility, which is home to the Gary Steelheads basketball team, has a culinary chef, full-service kitchen, 12 meeting rooms, and two large banquet halls.

Section 9: Land Use & Market

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

Commercial

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

Primary Commercial Districts

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

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

Table 9.1: Profile of Retail Uses in Primary Commercial Districts

Corridor	Number of Stores	% Vacant Stores	Ground Floor Area (sf)	% Vacant Area (sf)	Linear Frontage (ft)	% of Vacant Frontage
Downtown (Broadway and Fifth Avenues)	192	44%	620,891	47%	4,113	51%
Broadway Commercial District - South of Downtown	346	50%	512,797	34%	16,749	36%
Fifth Avenue Commercial District	53	32%	250,897	52%	2,361	46%
Grant Street Commercial District	95	17%	797,852	18%	6,929	18%
Lake Commercial District	52	23%	112,499	26%	1,707	30%
U.S. 20 Commercial District	90	21%	722,254	35%	6,593	30%
Ridge Road Commercial District	77	21%	445,989	16%	5,607	23%
TOTAL	905	37%	3,463,179	31%	44,059	32%

Source: S. B. Friedman & Company

Downtown

The traditional Downtown of Gary begins at Fourth and Broadway Avenues and extends for several blocks to the south along Broadway and east-west along Fifth Avenue. Broadway Avenue in Downtown serves as a gateway into the City from the north through the interchange with the Indiana Toll Road the South Shore Line commuter rail station. Downtown was once the hub of retail activity in the City with department stores, movie theaters, and several retail stores located along the corridor. However, the nationwide trend of suburbanization affected Gary, and some of its largest Downtown retailers such as JC Penney and Sears moved to suburban Merrillville, while others went out of business entirely.

Currently, there is approximately 620,891 square feet of commercial space in 192 storefronts in Downtown. Over 47 percent of the floor space and almost 44 percent of the storefronts are vacant. The strongest existing commercial uses along Broadway Avenue include the Chase Bank at Fifth and Broadway, restaurants (such as Popkorn Shoppe, Eat Your Heart Out, and KFC), professional office buildings, Millender office supply, and convenience stores such as Save-More. Additionally, there is an emerging restaurant cluster along Fifth Avenue near the U.S. Steel Yard Baseball Stadium. The existing Bennigan's is the franchise's largest restaurant in the country, and two new restaurants, Kenny's Ribs and Dustie's Restaurant, are planned for across the street.

Several institutional and entertainment uses are located within Downtown and currently serve as major activity generators. The twin civic buildings at Fourth Avenue and Broadway house the City Hall and the Lake County Superior Court. With a total leasable area of over 60,000 square feet and a theatre-style seating capacity of nearly 10,000 seats, the Genesis Convention Center located at Fifth and Broadway is the largest facility of its kind in Northwest Indiana. It has a main arena space that hosts the Gary Steelheads, a professional basketball team that plays in the International Basketball League, as well as several banquet/conference rooms to host meetings, conferences, and other events. The Genesis Center has plans to expand its calendar of events to encompass a wide range of sporting events at professional, college, and prep levels, including wrestling and boxing in addition to basketball. The U.S. Steel Yard stadium, which is the new home of the SouthShore RailCats baseball team, is another significant destination within Downtown. It ranks as one of the top minor league ballparks in the country. Other institutional uses include the Hudson Campbell Fitness and Sports Center and the Indiana Department of Family and Social Services.

Several redevelopment initiatives are planned for Downtown. These include the renovation of the former Sheraton Hotel, the adaptive reuse of the Dalton and Modern Apartments at the southeast corner of Fifth Avenue and Massachusetts Street, and new rental townhomes and apartments near Fifth Avenue. These new development initiatives are creating momentum for the further development and revitalization of Downtown Gary. The excellent roadway and transit access, the presence of strong institutional and entertainment anchors, the newly developing and planned residential uses, and the availability of redevelopable, vacant property indicate significant development potential for Downtown Gary.

Broadway Avenue South of Downtown

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

South of I-80, Broadway Avenue contains approximately 900,000 square feet of ground floor commercial space. Over 35 percent of this space is currently vacant. The occupied commercial space includes financial services such as banks, insurance agencies, and currency exchanges, professional services such as doctors, dentists, accountants, and lawyers, and convenience-oriented service uses such as hair and nail salons. The corridor does not have strong clusters of retail, although there are sections that show greater activity. The most vibrant sections of Broadway south of I-80 are near Indiana University, at Ridge Road, and towards the south near Merrillville between 48th and 53rd Avenues.

Fifth Avenue

The Fifth Avenue Corridor extends from Downtown to the Tri-City Plaza shopping center located at the Clark Street intersection. As previously discussed, Fifth Avenue, within the confines of Downtown, is an emerging hub of entertainment and restaurant uses. West of Downtown, commercial uses are not evenly distributed along the corridor. There is a greater concentration of commercial uses up to Grant Street and at the Clark Street intersection where the Tri-City Plaza is located. In between these commercial areas, multi-family residential uses are predominant.

The 166,000-square-foot Tri-City Plaza Shopping Center is a major commercial anchor for the corridor and surrounding neighborhoods. Its key tenants include a Walgreens, a dollar/variety store, and Simply Fashions, an apparel and accessories store. A former grocery store space in the shopping center is vacant. West of Downtown up to Grant Street, there are approximately 250,897 square feet of ground floor retail space and approximately 53 store fronts. These include convenience stores, fast food restaurants, medical offices, and auto services. Approximately 52 percent of the ground floor commercial space is currently vacant.

Lake Street

The Lake Street commercial district is located in the Miller neighborhood, which is the most affluent area in Gary. The district is laid out in a walkable "Main Street" character. It consists of small-scale, independent retail shops, restaurants (such as The Baker's House, JJs, and Miller

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

Although Lake Street has an overall healthy commercial base, it has a number of empty or underutilized storefronts and vacant lots. These provide redevelopment opportunities to expand the commercial base. Streetscaping could also be improved to enhance the appearance of the commercial district.

U.S. 20

The U.S. 20 commercial district is located immediately south of the Lake Street commercial district. West of Lake Street, U.S. 20 primarily consists of auto-oriented retail serving the local area. There are service stations, personal service establishments, and sit-down and fast food restaurants. In addition, there are a number of vacant buildings, including a former bowling alley and a motel.

East of Lake Street, development along U.S. 20 is dominated by large-scale industrial, commercial, and institutional uses, mostly set back from the road with large parking lots. Commercial uses in this section include a new, expanded Walgreens, fast food restaurants, service stations, and a Dodge auto dealership. The eastern end of the corridor has a number of adult businesses. A former Kmart Shopping Center is partly occupied by an electronics recycling business with the remaining portion of the shopping center vacant.

Overall, the U.S. 20 commercial district has approximately 722,254 square feet of commercial space and 52 percent of it is currently vacant. In the eastern end of the corridor, many of the vacant structures are deteriorated. Additionally, the commercial centers generally have very large parking lots with minimal landscaping. Though the current appearance and character of the district pose challenges, the vacant/underutilized properties present opportunities for new development to take place.

Grant Street

Grant Street is the strongest retail district in Gary. It has the highest ground-floor retail area and lower vacancy levels relative to most other corridors in the city. "The Village," one of the largest shopping centers in the City, is located here. The 300,000-square-foot shopping center contains various national chains including RadioShack, AJ Wright, Foot Locker, Anna's Linens, Rainbow Apparel, DOTS, and Payless Shoes. While the center has a vacancy in excess of 25 percent, the majority of the vacant space (52,000 square feet) is attributable to space formerly occupied by US Factory Outlets.

Grant Street also has excellent highway access because of the presence of a full interchange at I-80/I-94. The City has worked with the state to rehabilitate the parkway and sidewalks along Grant Street to improve the overall image of the area. South of I-80/I-94, Grant Street is an auto-oriented regional commercial area. In addition to The Village, Grant Street south of I-80/I-94 contains an Aldi Grocery Store, restaurant and fast food franchises including McDonald's, Subway, and Dunkin Donuts, professional offices, banks, and truck stops/service stations such

as Steel City Truck Stop, Flying J Travel Plaza, and Shell Gas. A new strip retail center, M & M Plaza, is planned to be developed south of I-80 near the Aldi. Grant Street north of I-80/I-94 has experienced new development activity with the opening of the Save-A-Lot grocery store at 23rd and Grant and a Family Dollar and Walgreens at the northwest corner of the I-80/I-94 interchange. County Market – a full-service grocery store that opened in Fall 2006 at the northwest corner of the I-80/I-94 interchange – has since closed.

The regional transportation access and the existing cluster of commercial uses can be leveraged to further expand commercial development in the Grant Street District. Several redevelopment opportunities exist in the area; the former County Market site and vacant space in The Village offer prime locations for larger-scale retail development.

Ridge Road

Ridge Road, or U.S. Highway 6, is a four-lane arterial road that forms the southern boundary of the City between Colfax and Grant Streets. The corridor contains both small-scale, independent retailers and larger, more auto-oriented chain retailers. In the far west side of the corridor, the intersection of Colfax Street and Ridge Road is a major commercial node. Although much of the intersection lies in the Town of Griffith and Calumet Township, the northeast corner, which is in Gary, is occupied by a large shopping center anchored by Menard's and Pay Low grocery store. In addition, there are a number of small-scale retail, restaurant, and service uses on outlots. Additional commercial uses including garden and lawn supplies centers, banks and professional offices, and convenience-oriented service uses are located farther east on Ridge Road, interspersed with residential uses. Near the intersection of Ridge Road and Broadway in the University Park neighborhood, the corridor is dominated by neighborhood-oriented retail, mixed-use, office, and institutional uses such as churches and government buildings.

Secondary Commercial Districts

The secondary commercial districts in Gary are of a relatively smaller scale and serve a neighborhood/convenience function. They are either concentrated at intersections and extend for a few blocks or are stretched along arterial roads interspersed with non-commercial uses.

The secondary retail districts in Gary include:

- 25th Avenue from Broadway to Burr
- 11th Avenue from Chase to Grant
- 21st from Broadway to Martin Luther King Drive
- Fifth Avenue west of Tri-City Plaza to SR 912
- Fourth Avenue from I-90 to Bridge Street
- Burr Street from I-80/90 to 25th Avenue

Some of these secondary districts may need to be consolidated and rezoned for other use due to deteriorating conditions, land use conflicts, and overall relative market of the City.

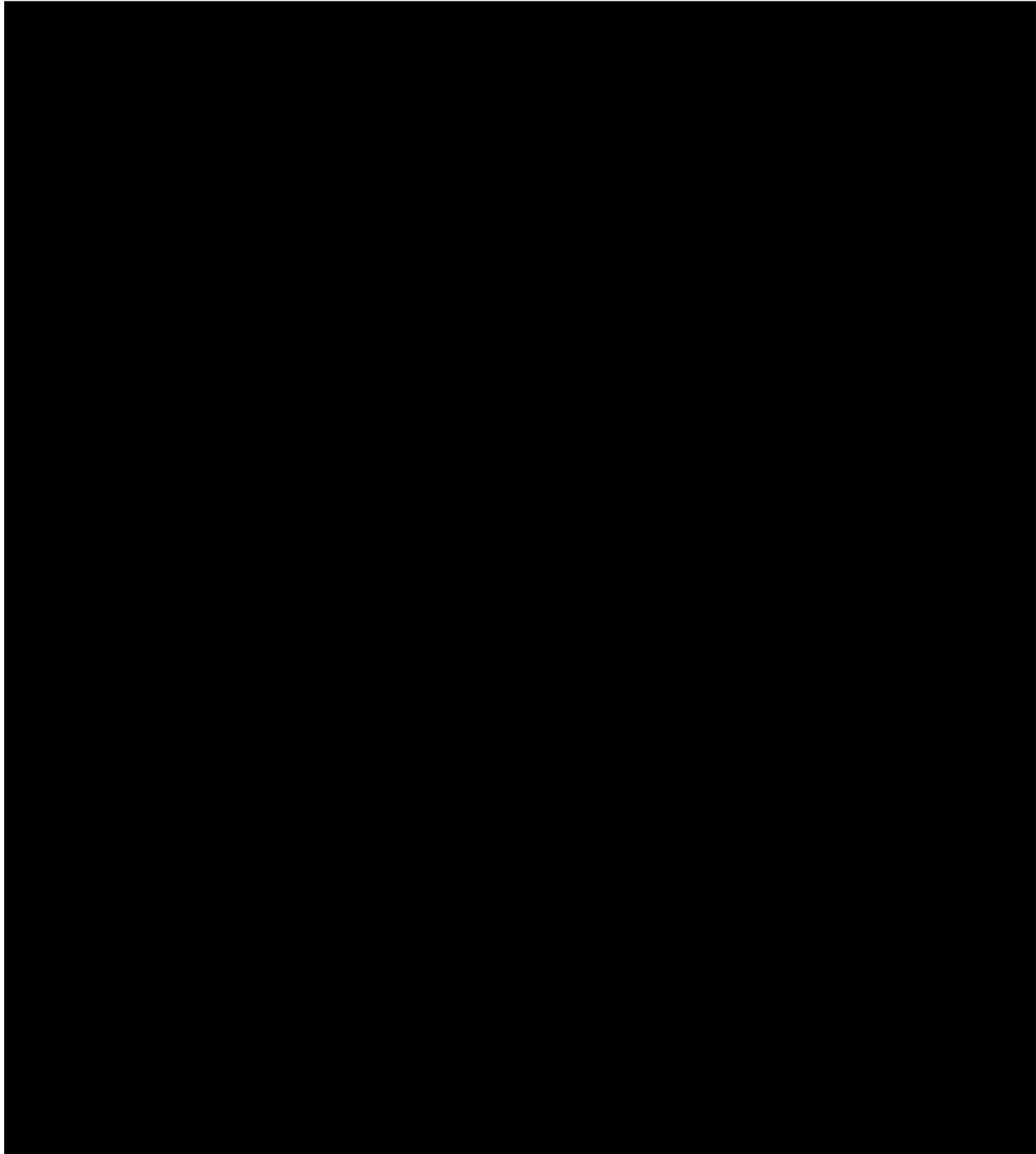
Regional Retail Clusters

Major retail clusters in the regional market were analyzed to evaluate the competitive position of retail uses in Gary. Based on field reconnaissance and the National Research Bureau's Shopping Center Directory data, competitive shopping centers within Gary and the communities surrounding Gary were inventoried. The inventory outside of Gary was limited to free standing national retail chains and larger scale shopping centers in excess of 100,000 square feet because such centers would provide the most significant competition to retail uses within Gary.

Figure 9.8 and Table 9.2 display the overall commercial environment within Gary and surrounding communities. As shown in Figure 9.8, Gary is surrounded by large retail clusters in neighboring communities. To the west is Hammond with a big box cluster consisting of Wal-Mart, Home Depot, and a Food 4 Less grocery store. To the east is Portage with a big box cluster that includes a Wal-Mart Supercenter, Lowe's, and a Kmart. To the south, with over three million square feet of retailing space, Merrillville is the heart of the regional retail market and draws consumers from surrounding communities, including Gary. Westfield Southlake Mall, a 1.2 million-square-foot Super Regional Mall in Merrillville, is anchored by Carson Pirie Scott & Co, JC Penney, and Sears department stores. Additionally, the retail cluster in Merrillville has a large number of big box stores, including Meijer, Wal-Mart Supercenter, Target, Kmart, Home Depot, Best Buy, Circuit City, Value City, and Sam's Club.

Several national retailers and franchises such as Ace Hardware, Footlocker, Walgreens, and restaurant franchises such as Bennigan's and Ponderosa have a presence in Gary. However, Menards, located at the southwest corner of Gary, is the only big box national chain in the City. With the closing of County Market in 2006, Gary currently does not have a full-service grocery store. The local need for groceries and general merchandise is fulfilled in smaller scale food stores such as Save-A-Lot and Aldi. These store types typically do not provide the full range and choice of merchandise that are available in larger format national chains.

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



Source: 2005 Shopping Center Directory, S. B. Friedman & Company

The spatial pattern of retail clusters in the broader regional market is such that consumers in Gary must travel outside the community to fulfill many of their shopping needs. There is therefore an opportunity to intercept these consumers by opening new retail stores in Gary. Vacant sites with good roadway access and visibility, such as the former County Market site, present opportunities for grocery, general merchandise, and other big box retailers to come into the Gary market.

Retail Market Potential

Retail Leakage Analysis

To analyze the demand potential for various retail store categories in the City of Gary, the estimated spending potential, store sales, and retail leakage for the City were reviewed. The spending potential for this area represents the buying power of consumers by specific retail category, while store sales represent the estimated sales for all stores within each category. The difference between these two variables is referred to as the “retail leakage.” A positive retail leakage for a particular store category indicates that more dollars are being spent by Gary residents outside of the City in this category than are being “imported” through expenditures by non-residents at Gary stores. Conversely, a negative retail leakage indicates that Gary retailers are capturing sales in the category that are greater than 100 percent of the total spending by City residents, thus suggesting additional traffic from shoppers not living in the area. Table 9.3 shows the estimated spending potential, store sales, and retail leakage within Gary in 2007.

As shown in Table 9.3, leakage of retail dollars from Gary is occurring in several retailing categories, including auto dealerships, furniture stores, electronics and appliance stores, grocery stores, department stores, music and book stores, stationary and gift shops, and full-service restaurants (both casual and dine-in restaurants). Retail leakage in a particular category is an indicator of unmet demand and therefore an opportunity to develop stores in that retailing category within the Gary. It should be noted, however, that market feasibility for larger retail formats such as grocery and general merchandise is also a function of site characteristics, the location requirements of specific retailers, the demographic profile, and the competitive environment beyond the area considered for the retail leakage analysis area (that is, the City of Gary).

The analysis of retail supply and retail leakage highlights the relative under-representation of large national retail chains in the City. Key challenges facing the City concerning its ability to attract national retailers are its relatively low household median income of \$32,915 and the fact that it is surrounded by communities such as Merrillville that have developed dominant retail clusters. However, the City has a population of nearly 100,000 people and has sites available along interstate/U.S. highway routes that have good access, visibility, and high traffic counts. While many of the national retailers have income requirements that are higher than those prevalent in the City, there are national retailers that target moderate- to low-income households. There are also national retailers that cater primarily to African-American customers

and could likely be attracted to Gary. Additionally, local, independent retailers who can serve the unmet demand in the retail categories showing leakage by customizing merchandise and pricing based on local preferences could be successful. These are likely to be smaller-scale, neighborhood-serving retailers.

Table 9.3: Total Retail Sales, Retail Potential and Leakage in Gary

Industry Group	Retail Sales	Demand Potential	Retail Gap
Motor Vehicle & Parts Dealers (NAICS 441)	\$136,289,667	\$161,630,049	\$25,340,382
Automobile Dealers (NAICS 4411)	\$128,739,972	\$141,939,239	\$13,199,267
Other Motor Vehicle Dealers (NAICS 4412)	\$0	\$10,676,600	\$10,676,600
Auto Parts, Accessories, and Tire Stores (NAICS 4413)	\$7,549,695	\$9,014,210	\$1,464,515
Furniture & Home Furnishings Stores (NAICS 442)	\$5,525,173	\$20,193,366	\$14,668,193
Furniture Stores (NAICS 4421)	\$3,366,737	\$14,721,695	\$11,354,958
Home Furnishings Stores (NAICS 4422)	\$2,158,436	\$5,471,671	\$3,313,235
Electronics & Appliance Stores (NAICS 443/NAICS 4431)	\$3,671,347	\$15,687,579	\$12,016,232
Bldg Materials, Garden Equip. & Supply Stores (NAICS 444)	\$20,490,775	\$21,184,466	\$693,691
Building Material and Supplies Dealers (NAICS 4441)	\$19,862,423	\$19,252,050	-\$610,373
Lawn and Garden Equipment and Supplies Stores (NAICS 4442)	\$628,352	\$1,932,416	\$1,304,064
Food & Beverage Stores (NAICS 445)	\$63,036,160	\$109,273,727	\$46,237,567
Grocery Stores (NAICS 4451)	\$40,032,675	\$98,669,814	\$58,637,139
Specialty Food Stores (NAICS 4452)	\$1,610,380	\$2,330,861	\$720,481
Beer, Wine, and Liquor Stores (NAICS 4453)	\$21,393,105	\$8,273,052	-\$13,120,053
Health & Personal Care Stores (NAICS 446/NAICS 4461)	\$52,737,256	\$33,411,211	-\$19,326,045
Gasoline Stations (NAICS 447/4471)	\$282,011,042	\$87,142,337	-\$194,868,705
Clothing and Clothing Accessories Stores (NAICS 448)	\$31,376,505	\$27,958,259	-\$3,418,246
Clothing Stores (NAICS 4481)	\$26,411,251	\$19,770,824	-\$6,640,427
Shoe Stores (NAICS 4482)	\$3,915,495	\$5,438,219	\$1,522,724
Jewelry, Luggage, and Leather Goods Stores (NAICS 4483)	\$1,049,759	\$2,749,216	\$1,699,457
Sporting Goods, Hobby, Book, and Music Stores (NAICS 451)	\$4,969,033	\$7,733,062	\$2,764,029
Sporting Goods/Hobby/Musical Instrument Stores (NAICS 4511)	\$1,958,610	\$4,336,519	\$2,377,909
Book, Periodical, and Music Stores (NAICS 4512)	\$3,010,423	\$3,396,543	\$386,120
General Merchandise Stores (NAICS 452)	\$73,553,965	\$105,578,231	\$32,024,266
Department Stores Excluding Leased Depts. (NAICS 4521)	\$21,883,044	\$67,757,890	\$45,874,846
Other General Merchandise Stores (NAICS 4529)	\$51,670,921	\$37,820,341	-\$13,850,580
Miscellaneous Store Retailers (NAICS 453)	\$5,737,563	\$11,891,552	\$6,153,989
Florists (NAICS 4531)	\$1,810,441	\$1,652,625	-\$157,816
Office Supplies, Stationery, and Gift Stores (NAICS 4532)	\$1,954,542	\$4,084,534	\$2,129,992
Used Merchandise Stores (NAICS 4533)	\$51,877	\$970,685	\$918,808
Other Miscellaneous Store Retailers (NAICS 4539)	\$1,920,703	\$5,183,708	\$3,263,005
Food Services & Drinking Places (NAICS 722)	\$37,993,383	\$94,609,522	\$56,616,139
Full-Service Restaurants (NAICS 7221)	\$2,675,637	\$47,189,268	\$44,513,631
Limited-Service Eating Places (NAICS 7222)	\$25,220,848	\$36,504,447	\$11,283,599
Special Food Services (NAICS 7223)	\$5,199,786	\$7,138,951	\$1,939,165
Drinking Places - Alcoholic Beverages (NAICS 7224)	\$4,897,112	\$3,776,856	-\$1,120,256

Source: ESRI and S. B. Friedman & Company

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

Neighborhood scale:

- Furniture/home furnishings stores
- Smaller format independent electronics and appliance stores
- Full-service restaurants (both fast casual and dine-in restaurants)
- Stationary and gift stores
- Independent music and bookstores

Community scale:

- Full-service grocery stores such as Food 4 Less
- Discount department stores such as Wal-Mart
- Home furnishings stores that target African-American customers such as Homegoods
- Shoe stores including independent stores and additional stores of Payless Shoes and Footlocker
- Apparel stores that target African-American customers such as Simply Fashions
- Hobby/Art and Craft Stores such as Hobby Lobby and Michael's Arts and Crafts
- Family entertainment that includes bowling, arcade, and billiards

Based on the retail opportunities identified above, up to two new community-scale shopping centers were studied further for location in Gary. Such centers are between 100,000 and 250,000 square feet in size, typically anchored by a full-service grocery store, and contain inline tenants such as food, drugs, and personal services stores. Larger community centers at the higher end of the square foot range could include a discount department store anchor. These centers could be a redevelopment/reuse of existing vacant commercial property such as the County Market site or new developments.

Attracting key anchors such as grocery stores or general merchandise stores is critical to the success of new community retail centers. Once key anchors are attracted it is much easier to attract other tenants to a potential new center. Once retailers find sites that are suitable for a new store in terms of physical requirements, they also review whether there is sufficient spending potential relative to the competition so as to achieve higher-than-average sales. Many retailers review their proprietary customer data as well as competitive supply conditions to predict the sales at potential sites. While customer data for specific retailers is not available, sales for key retail anchor uses can be estimated based on a gravity model technique. Therefore, a gravity model analysis was conducted to test the market feasibility of attracting anchors and then the balance of other shopping centers.

Gravity Model Analysis

Gravity modeling for retail location analysis involves spatial analysis to predict the customer patronage at potential new stores and to forecast the sales at these stores based on several factors including travel times, location/size of market competitors, and the spatial distribution of income of existing and projected households and spending patterns. This analysis synthesizes the retail competitive supply with consumer demographics and retail spending potential at a specific location to evaluate whether the particular store category would be feasible.

As previously indicated, the local need for groceries and general merchandise is fulfilled either locally in small-scale regional/local food stores and dollar stores that have a limited range of goods or in large-format national retailers that require travel to suburban communities. In order to test whether the City could curtail the export of retail dollars and support a full-service grocery store and a discount department/general merchandise store, a gravity model analysis was conducted.

The analysis was performed using ESRI's Business Analyst software for a full-service grocery store such as a Food 4 Less and a big box discount department store such as Wal-Mart. These are the store categories that are likely to anchor potential new community centers in Gary.

The gravity modeling analysis was carried out for the following two sites in the City:

- The former County Market site near the I-80 and Grant Street interchange
- The vacant/underutilized site east of the Lake Street and U.S. Route 12 intersection

The analysis requires a delineation of market areas for each store type being analyzed and the determination of the appropriate competitive stores for that store category.

Both sites have good visibility, high traffic counts, and can physically accommodate a full-service grocery store of about 60,000 square feet and/or a big box discount department store of 100,000 to 200,000 square feet. The market area for a grocery store was determined to be, approximately, a seven-minute drive time based on the location of competing grocery stores. Because a discount department/general merchandise store typically has a larger drawing power, a 10-minute drive time was used to delineate the market area. Figures 9.9-9.12 illustrate the market areas from the two sites to the competitive stores and the probabilities of patronage of the stores from block groups within the market areas.

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

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

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

Table 9.4: Gravity Model Analysis Results

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

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

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

Source: ESRI, Dollars and Cents of Shopping Centers 2006 - Urban Land Institute, *S. B. Friedman & Company*

Reshaping Gary's Commercial Districts

Within each of the City's commercial districts, there is a range of viable shops, restaurants, and services that serve as the "core" shopping cluster. Generally within this core, the storefronts and buildings are in good physical condition; there is visible pedestrian and customer activity and less vacancy. However, according to the most recent zoning maps for the City, the areas zoned for commercial use extend well beyond the viable core blocks. There is approximately 5.2 million square feet dedicated to ground level commercial/retail use in the primary retail districts. However, approximately 3 million square feet, or 58 percent, is active commercial space (excluding public/institutional uses and vacant properties). The disparity between commercial zoning and active commercial use is apparent in the distribution of land uses throughout the zones.

Within the secondary commercial districts, this disparity is greater as the commercial uses are more scattered and interrupted by other land uses and vacancy is more prevalent. Opportunities may exist to consolidate commercial uses within the healthier cores of the primary commercial districts as a method to create a critical mass of businesses and thereby increase activity in the main shopping clusters. Generally this would suggest reserving commercial zoning for the core commercial areas and allowing residential or mixed uses in areas that do not have a strong commercial presence.

For the purpose of creating better-defined and more active shopping clusters, suggested consolidation boundaries within each of the primary commercial districts were created. The boundaries are not intended to imply that all retail outside is unhealthy, but rather to suggest that consolidation would create a more solid critical mass of activity and better synergy among uses that could increase shopping activity. The suggested consolidated boundaries are shown earlier in Figures 9.2 through 9.7 and discussed further below.

Broadway and Fifth Avenues in Downtown: Broadway and Fifth Avenues form the heart of Gary's historic Downtown. The twin civic buildings of City Hall and the Lake County Superior Court anchor the northern end of Broadway along with the Indiana Department of Family and Social Services, the Genesis Center, a sports complex, and the Metro Center South Shore Line train station. These institutional uses have the potential to be synergistic with future redevelopment in this area. The downtowns of many cities around the nation have experienced a renaissance through mixed-use development that includes both residential and commercial uses. The existing train station presents an opportunity to create a transit-oriented, mixed-use development pattern in Downtown Gary. Residential uses stacked above or adjacent to ground level commercial can be incorporated in rehabilitated historic buildings and new developments to create a mixed-use environment. Such mixed-use redevelopment is proposed for the former Sheraton Hotel just south of City Hall.

Broadway Avenue has several vacant buildings that may have the potential to be rehabilitated to attract professional office users such as lawyers, architects/engineers, and accountants and office support services such as printing and copying services and mail packaging services (FedEx Kinko's or UPS stores).

The area around the U.S. Steel Yard Baseball Stadium along Fifth Avenue has the potential to become an active entertainment district for the City. Attached to the stadium is the largest Bennigan's restaurant in the nation, and two additional new restaurants are currently planned for development across the street. This level of activity suggests that there is potential to capitalize on the development momentum and expand the range of commercial uses in this node. New uses could include coffee shops and additional restaurants. A family entertainment use that offers bowling, billiards and other gaming activities is likely to be synergistic with the existing uses in this area and further enhance the drawing power of Downtown. City staff has also indicated that the City owns a critical mass of land in this area. The City could proactively attract new development on this land to facilitate the enhancement of the entertainment district Downtown.

Sections of Broadway Avenue: The suggested consolidation areas along Broadway Avenue south of Downtown include:

- *Between 11th and 20th Avenues* – Currently, north of I-80, this section has the healthiest commercial development and the lowest vacancies in the corridor. The existing neighborhood/convenience function of the corridor and the relatively shallow lot depths indicate opportunities for smaller-scale retail. Potential retailers include the neighborhood-scale retail potential presented earlier in Section 9.
- *Between 31st and 36th Avenues* – This section, located along Indiana University Northwest, could leverage the activity generated by the university. Retail uses that serve students, faculty, and staff, such as restaurants, coffee shops, printing and copying, sports bars, music and book stores, are likely to be successful here.
- *Between 48th and 53rd Avenues* – This section benefits from its proximity to the existing strong retail to the south in Merrillville. Similar to other sections on Broadway, this area has the potential to attract neighborhood-scale retail.

U.S. 20 & Lake St: Because of its location within the affluent Miller neighborhood and its pedestrian-friendly, "Main Street" character, Lake Street has the potential to attract specialty retail such as antique and gift stores. It could also support convenience uses such as dry cleaners and hair salons, which would draw customers from the local neighborhood and commuter traffic. In contrast, U.S. 20 is a high traffic arterial roadway. Gravity modeling analysis suggests that large retailers such as a mid-size grocery or a discount department store could be supported along the corridor. The underutilized sites near the Lake Street and U.S. 20 intersection are potential redevelopment sites for such uses because of their high visibility and access.

Grant Street: The Grant Street corridor is the strongest retail corridor in the City. To maintain its vibrancy and further enhance its drawing power, the City should consider pursuing larger-scale, auto-oriented retail uses along the corridor. The priority redevelopment sites are the vacant County Market site north of I-80 and the former auto dealership facility south of I-80. The County Market site has the potential to attract a discount department store and/or a full-service grocery store along with inline retail. The Grant Avenue commercial district could attract home furnishing, apparel, and accessories, as well as arts and craft stores as junior anchors in larger shopping centers (such as The Village) or in smaller neighborhood strip centers.

Industrial & Business

Existing Industrial/Business Uses in Gary

As a legacy of the City's long industrial history, approximately 37 percent of Gary's land area is devoted to industrial uses. Figure 9.13 shows the distribution of industrial land uses in the City. As shown in Figure 9.13, the vast majority of industrial land is located in the northern half of the city. Intensive industrial facilities dominate much of the land between Lake Michigan and the Indiana Toll Road (I-90). There are also major concentrations of industrial areas near the I-65/I-90 interchange and along the western edge of the City adjacent to Route 912 (Cline Avenue). These major industrial areas are discussed below:

Industrial between Lake Michigan and I-90

Some of the major industrial uses in this area are as follows:

Gary Works is U. S. Steel's largest manufacturing plant and is also the largest employer in Gary. Situated on approximately 3,000 acres on the south shore of Lake Michigan, Gary Works represents the older, heavy industrial uses in Gary. Comprised of both steelmaking and finishing facilities, Gary Works is one of five integrated steelmaking facilities U. S. Steel operates in the United States. Sheet products, hot strip mill plate products, and tin products are manufactured here for customers in the automotive, metal building components, home construction appliance, and food and beverage manufacturing markets.

Carmeuse Lime Buffington Operation is located west of U.S. Steel's Gary Works and is a lime mining operation on over 750 acres of land. It develops specific lime-based materials for the requirements of individual steel plants.

Kirk Yard is a rail yard for the EJ&E Railroad located south of Gary Works. Currently, EJ&E has 198 miles of railroad that run from Waukegan, Illinois to Gary through the Chicago suburbs. In September 2007, Canadian National (CN) Railroad announced plans to purchase EJ&E and make the Kirk Yard site one of its two major U.S. hubs. As a part of this plan, CN is expected to invest \$100 million in upgrading the railway, including improvements to Kirk Yard. This could potentially attract additional investment, business, and jobs to Gary. The proposed sale is dependent on federal government approval. A decision is expected in 2008.

Great Lakes Industrial Center is a 1.1 million-square-foot heavy industrial crane facility – located east of the Tennessee and Mason Street intersection – that is occupied primarily by steel processing companies. The facility features high-powered cranes with more than a 30-ton capacity each, rail access into the building, and a large area for tractor-trailer storage and truck scales. CenterPoint Properties recently sold the property to Minneapolis-based Welsh Investments for \$19.1 million, or approximately \$17.50 per square foot.

Industrial near I-90/I-65 Interchange

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

Route 912 Industrial

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

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

Regional Employment and Industrial Trends

Similar to other large industrial centers, Gary has experienced a decline in jobs and population as manufacturing has declined nationwide. Heavy industry still remains the largest employer in Gary; U.S. Steel has approximately 6,800 employees. Besides U.S. Steel, Gary's major industrial uses include a water company and an engine and power generator distributor.

While Gary's industrial market has its own unique set of characteristics, it is also an integral part of the larger Northwest Indiana region, consisting of Lake and Porter Counties. Lake and Porter Counties have substantial industry specialization in primary metal manufacturing (steel), petroleum manufacturing, gambling, truck transportation, utilities, and waste management/remediation. Although globalization and technological improvements have resulted in substantial job losses in the steel sector in recent years, Moody's, a national economic data provider, estimates that primary metal manufacturing continues to provide more than 17,900 jobs – over 50 percent of the total manufacturing employment – in Lake and Porter counties. In addition, the steel sector supports thousands of indirect jobs by purchasing goods and services from companies in the region.

The Northwest Indiana industrial area is a part of the larger Interstate 80 industrial corridor, which passes through Will, Cook, Lake, and Porter Counties in the Chicago Metropolitan Area and Northwest Indiana. The I-80 corridor has evolved into one of the most active areas for industrial development in the country. InfoUSA, a national company that tracks businesses, estimates that approximately 2,600 manufacturing and warehouse/distribution-related companies employ nearly 50,000 employees within three miles north and south of the I-80 corridor between Joliet, Illinois and Portage, Indiana.

The key strategic advantages that have led to a concentration of industrial/distribution uses along this corridor include the proximity to the Chicago region, the central location in the nation, and the excellent highway and freight transportation access. Because of the centralized location, industrial/distribution centers in this area can access major national markets such as New York City, Denver, and New Orleans within two days by truck. The Chicago Metro Area is the largest hub of freight transportation in the country, accounting for one-third of the nation's freight rail traffic. Several interstate highways also converge in this metro area, linking it to all parts of the country.

Large-scale, master-planned industrial parks such as the 1,100-acre CenterPoint Intermodal Center at Elwood in Will County and the 325-acre LogistiCenter™ at Sauk Village in Cook County are under development along the I-80 corridor. In Northwest Indiana in Lake and Porter Counties, two new master-planned, mixed-use business parks are under development: the Ameriplex at the Crossroads in Merrillville and the Ameriplex at the Port in Portage. Both parks are approximately 385 acres each and can accommodate office, warehouse, and high-tech manufacturing uses. With the rail and interstate highways converging in Gary, the City has the potential to leverage these assets and attract similar new business park development.

Business Climate

Northwest Indiana offers a low business cost compared to Illinois counties in the Chicago Metro Area because of its lower property taxes and wages. Additionally, several tax and financial incentives are available in Northwest Indiana to attract businesses and industries to the region. Specifically, the Gary-East Chicago-Hammond (GECH) Empowerment Zone and the

Gary/Chicago International Airport Development Zone offer incentives including employment tax credits, investment cost credits, wage tax credits, and individual wage exemption.

Historically in Indiana, an inventory tax acted as a disincentive to attract businesses that needed to maintain large inventories of goods. The recent elimination of this inventory tax in the state greatly improves the region's ability to retain and attract businesses within the transportation/distribution/logistics and wholesale trade and energy and manufacturing clusters. Furthermore, there are potential opportunities to attract businesses that purchase from or supply goods or services to the steel and petroleum sectors that already have a strong presence in Northwest Indiana.

Businesses located within the GECH Empowerment Zone were already exempt from the inventory tax prior to its statewide cancellation. As more investors and developers are attracted to Indiana in general, some may be drawn to the additional benefits of being located in the GECH Empowerment Zone.

Future Demand

To test the future market potential for industrial uses in the Gary area, an analysis of industrial/flex space along the I-80 corridor was conducted. The analysis area extends three miles north and south of the I-80 corridor between Joliet, Illinois and Portage, Indiana. The occupancy and absorption of industrial space was compiled along the I-80 corridor between 2004 and 3rd quarter 2007 using data from Costar (a provider of commercial real estate data).

As shown in Table 9.5, there is over 93 million square feet of occupied industrial/flex space along the I-80 corridor. Approximately 14 million, or nearly 16 percent, of the overall industrial/flex space is located in Lake County, Indiana. On average over 1.5 million square feet of space was absorbed annually between 2004 and 2007 along the corridor. Lake County's capture of the regional absorption ranged from six percent to 15 percent between 2004 and 2006. Lake County has experienced negative absorption from the onset of 2007 to the date of research.

Table 9.5: Occupancy & Absorption of Industrial Space

	Occupied Industrial and Flex Space [1]			Absorption of Industrial and Flex Space [1]		
	I-80 Corridor	Lake County	Lake County Share	I-80 Corridor	Lake County	Lake County Share
2004	89,262,959	14,146,289	15.8%	767,416	45,750	6.0%
2005	90,116,383	14,339,560	15.9%	1,572,520	232,947	14.8%
2006	92,212,198	14,511,233	15.7%	2,452,684	165,473	6.7%
2007 YTD	93,172,343	14,381,398	15.4%	1,311,136	(180,689)	-13.8%
	Average Annual Absorption 2004-2007 YTD			1,525,939	65,870	4.3%
	Average Annual Absorption 2004-2006			1,597,540	148,057	9.3%

Source: Costar and S. B. Friedman & Company

Future absorption of industrial space is driven by a combination of overall economic growth and modernization resulting from changes in technology and other factors. For example, as factories become more automated, they can increase their total value added or goods produced with fewer employees. Therefore, new technology and new machinery can result in an increase in demand for industrial space even when employment growth is slowing. Because the demand for space is more directly related to gross product than employment, the methodology used to project future demand for business/industrial land involves using estimates of future regional product and estimates of acres occupied per unit of gross product.

Table 9.6: Historical Gross Regional Product Per Square Foot

	Historical GRP of Counties along I-80 Corridor[1]	Occupied Industrial/Flex Space Along I- 80 Corridor[1]	GRP Per Square Foot	Annual Change in GRP Per Square Foot
2004	\$261,260,316,000	89,262,959	2,927	
2005	\$264,029,604,000	90,116,383	2,930	0.1%
2006	\$271,334,884,000	92,212,198	2,943	0.4%
2007	\$275,965,213,000	93,172,343	2,962	0.7%
CAGR[2] 2004 - 2007	1.84%	1.44%	0.40%	

[1] Includes Will (IL), Cook (IL), Lake (IN,) and Porter (IN) Counties

[2] CAGR = Compounded Annual Growth Rate

Source: *Moody's Economy.com*, Costar, and S. B. Friedman & Company

The Gross Regional Product (GRP), or the total value added in terms of goods and services produced in the region, of the counties along the I-80 corridor was used to estimate the historical performance of industrial and business growth in the corridor between 2004 and 2007 (the period for which supply data was available from Costar). During this time frame the compound annual growth rate for the GRP in the region was 1.8%. The growth of total occupied industrial and flex space in this time frame was approximately 1.4%, indicating that the overall economy grew at a pace faster than the growth in industrial space along the corridor. This fact resulted in an increase in GRP per acre at a rate of 0.4% a year. This growth trend in GRP per acre is expected to continue during the next decade and this assumption is incorporated into the estimate of future demand for business/industrial sites.

The future demand for industrial land along the entire I-80 corridor was estimated by applying Moody's projections for future GRP for the counties along the corridor to the projected number of acres occupied per unit of GRP. Finally, the Lake County demand was estimated based on two scenarios of capture of the regional I-80 corridor growth. The "low capture" scenario assumed that Lake County would capture 10% of the regional growth, or the mid-range of the historical capture in Lake County, between 2004 and 2006 (Table 9.8). However, with the recent elimination of the inventory tax and proactive efforts by municipalities in Lake County, including Gary, to assemble and prepare land for industrial development, Lake County is poised to attract new industrial and business growth, possibly surpassing historical trends. Therefore, the "high capture" scenario assumed that Lake County would capture 20% of the regional growth, reflecting a modest increase from historical capture rates. As shown in Table 9.8, based on the two capture scenarios it was estimated that Lake County has the potential to absorb 3.4 to 6.7 million square feet of new industrial space over the next 20 years. At a floor area ratio (FAR)

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

An additional source of demand is likely to come from the need to replace or redevelop older or obsolete industrial facilities along the corridor. Older industrial facilities currently serving the region do not provide high-quality design, attractive signage, or modern infrastructure. If the City of Gary is able to assemble adequate land suitable to develop modern business parks, it may be in a position to capture its fair share of new industrial development – as well as demand – from the need to replace obsolete facilities.

Table 9.7: Projected Industrial/Flex Space along I-80 Corridor

	Projected GDP of Counties along I-80 Corridor (<i>Moody's</i>)	Projected GDP Per Square Foot [1]	Forecast of Occupied Industrial/Flex Space
2007	\$ 275,965,213,000	2,962	93,172,343
2012	\$ 307,959,908,000	3,021	101,933,812
2017	\$ 338,085,205,000	3,082	109,708,849
2022	\$ 365,816,143,000	3,143	116,377,700
2027	\$ 394,764,709,000	3,206	123,122,275
Projected Absorption 2007-2017			16,536,506
Projected Absorption 2007-2027			29,949,932

[1] GDP per Square Foot is projected to grow at approximately 0.4% per year
Source: *Moody's Economy.com*, Costar and S. B. Friedman & Company

Table 9.8: Projected New Industrial Land Demand in Lake County

Projected Industrial and Flex Space Absorption 2007-2027 along I-80 Corridor	29,949,932	
Vacancy Allowance (historical average in corridor)	12.5%	
Total New Industrial and Flex Space Needed to Meet Demand	33,693,674	
Projected Capture Rate of Lake County (Low-High)	10%	20%
Projected Industrial and Flex Space Demand in Lake County	3,369,367	6,738,735
Floor Area Ratio for Modern Business Parks	0.2	0.2
Gross Land Area Needed to meet Future Demand over next 20 years (Acres)	390	780

Source: *Moody's Economy.com*, Costar and S. B. Friedman & Company

Characteristics of a Successful Regional Business Park

To capture this demand potential, Gary will need to develop a large modern business park. Such a business park can position Gary so that it can successfully retain local businesses as they grow and also attract new businesses to the City. To do so, the new business park must be competitive with the high amenity parks being developed across the country and meet the needs of the businesses the region hopes to attract. There are a number of critical site criteria that companies and corporate decision-makers consider when looking for sites to suit their needs. To help identify sites in Gary that could attract advanced manufacturing, distribution/e-commerce fulfillment centers, and multi-tenant business and technology parks, the following “shovel-ready” criteria were developed.

Shovel-ready Criteria

- *Acreage*: Developable acreage to accommodate the needs of the company with potential adjacent acreage for expansion
 - Advanced manufacturing: 25 developable, contiguous acres
 - Distribution, warehousing, e-commerce: 50 developable, contiguous acres
 - Multi-tenant business and technology facilities: 40 developable, contiguous acres
- *Appropriate Zoning*: Appropriate zoning or letter of commitment to rezone the property
- *Shape of Parcels*: Rectangular shaped sites are preferred
- *Ownership*: Sites should be under single ownership; assemblage can cause delays and present other issues
- *Highway Visibility and Access*: Excellent visibility and access from an Interstate/major roadway (Highways 41, 10, or 441)
- *Access to Multiple Transportation Modes*: Proximity to hub or regional airport with connecting service (rail and water access, if necessary; site should be within one hour of a major airport)
- *Surrounding Uses*: Attractive and compatible to potential user
- *Floodplain*: Developable acres outside 100-year FEMA flood plain designation
- *Topography*: Little elevation change; less than 2% preferred
- *Infrastructure*: Utilities (electricity, water, wastewater, natural gas) properly sized and with adequate system capacities to meet the needs of the project, or must provide evidence of the ability to upgrade services within three to six months; high-speed Internet access, T-1 level of service, and/or fiber optics

- *Environmental Characteristics:* Free of wetlands, protected species, and environmental issues, or have mitigation plans in place that can be enacted in 90 days; a Phase 1 environmental study should be completed and available
- *Image of the Area:* Attractive to customers and relocators and compatible with future use on the site
- *Purchase Conditions:* Competitive price; fee-simple title
- *Expansion:* Meets current business needs and provides contiguous acreage to accommodate future expansion needs

Business Park Amenities

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

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

Target Industries with Growth Prospects

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

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

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

Future Development Opportunities

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

Modern General Purpose Business Park

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

Airport-Related Business Park

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

Intermodal Facility

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

Supplier Park

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

Professional Service Office Center

While accountants, engineers, architects, and other professionals providing services to the local industrial base could be accommodated in a new business park, these businesses could also be placed in a small office center located in a commercial district. Such an office center could offer shared meeting space, photocopiers, printers, and other business support services to decrease overhead costs for start-up companies and other small businesses. Downtown Gary between Fifth Avenue and Ninth Avenue may be well positioned to serve as a center for professional services because of the presence of a transit station near Fourth Avenue and Broadway and the proximity to U.S. Steel and the developing restaurant cluster near the baseball stadium.

Eco-Industrial Facilities/Park

The steel industry, refineries, and other major industrial uses in the region generate a significant waste stream that is the by-product of their industrial processes. Eco-industrial networking presents the opportunity to transform these by-products into something useable. For example, companies that produce chemical by-products may be able to attract users to the region who would be interested in reusing their “wastes.” To attract such users, private and public sectors within the region will need to work together to create a strategic plan for reuse of by-products. The size of the site or the facility will vary depending upon the end user. In some cases, a 50,000-square-foot facility can suffice; other waste remediation processes may require 10 or more acres. Some waste handlers will require rail access; most will require good highway access. The Route 912 Industrial Park would be a strong candidate for eco-industrial development due to its environmental features, size, and excellent access to transportation.

Table 9.9: Development Opportunity Sites in Gary

MAP ID	Name	Location	Approximate Land Area (Acres)
1	Route 912 Industrial Park	Rte. 912 (Cline Ave) to EJ&E Railroad, North of 9th Ave.	470
2	Eastside Industrial 1 & 2	15th & I-65	220
3	Midwest Center for Industry	South of I-20 & I-65/I-90	70
4	Kirk Yard	South of U.S. Steel Site	NA
5	U.S. 20 Near Lake St	U.S. 20 Near Lake St	14
6	Interstate Inn	Rte. 20 & I-65 & I-90 (east of Expressway)	22
7	Rte. 20/Fifth Ave. at Clark Road (east) both sides of street	Rte. 20/Fifth Ave. at Clark Road (east) both sides of street	50

Source: S. B. Friedman & Company

Residential

Housing is a vital part of any community. While the City of Gary must retain and create new jobs in diverse industries in order to build up its community, it must also provide a variety of quality housing options. By providing safe, healthy, and attractive residential choices, the City can slow population decline and also attract new residents.

Existing Housing Profile

Gary is comprised of twelve neighborhoods. Figure 9.16 shows the distribution of residential uses by neighborhood. Specific physical and land use characteristics of each neighborhood are discussed in detail in Section 10. General housing attributes for the City and its neighborhoods are discussed below.

Occupancy and Tenure

Table 9.10 below shows the total housing stock, occupancy levels, and tenure of occupied housing by neighborhood in year 2000.

Table 9.10: Total Housing Stock and Occupancy, 2000

Neighborhood	Total Housing Units	Occupied Housing Units		Percent Owner-Occupied
		Number	Percent	
Aetna	1,859	1,649	89%	66%
Ambridge Mann	2,618	2,397	92%	49%
Black Oak	1,888	1,670	88%	70%
Brunswick	1,752	1,569	90%	68%
Central	6,216	5,075	82%	45%
Downtown	2,241	1,827	82%	43%
Emerson	1,532	1,185	77%	51%
Miller	4,781	4,280	90%	53%
Pulaski	2,706	2,436	90%	45%
Tolleston	5,772	5,300	92%	67%
University Park	9,822	8,620	88%	58%
Westside	2,328	2,139	92%	55%
City of Gary [1]	43,630	38,244	88%	56%

Source: U.S. Census Bureau and S. B. Friedman & Company

[1] Because there are a few scattered housing units just outside of these core neighborhoods in the airport area the total of housing units in the neighborhoods does not equal the City-wide totals.

In 2000, Gary had a total of 43,630 dwelling units and approximately 88% of all the housing units in Gary were occupied; approximately 56% of the occupied housing units were owner-occupied and the remaining 45% were renter-occupied. This is a lower rate of home ownership than in Lake (69%) and Porter Counties (77%) and the larger Chicago Metropolitan region (65%). The University Park neighborhood, which is located in the far south-central section of the City and is home to Indiana University Northwest, had the highest number of housing units (total and occupied) in 2000. The occupancy rates of all neighborhoods varied from 77% to 92%. While most neighborhoods in Gary had occupancy rates of 80% or higher, the Emerson neighborhood located in the north-central portion of the City had the least number of housing units and the lowest occupancy. The Black Oak neighborhood in the southwest portion of Gary had the greatest percent of owner-occupied households.

Type of Housing Product

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

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

Area ID	Single-Family Detached	Single-Family Attached	Multi-Family [1]	Mobile Homes	Boat, RV, Van etc.
Aetna	93%	2%	2%	3%	0%
Ambridge Mann	56%	11%	32%	1%	0%
Black Oak	51%	0%	5%	43%	0%
Brunswick	87%	1%	10%	2%	0%
Central	49%	7%	44%	0%	0%
Downtown	45%	6%	49%	0%	0%
Emerson	56%	2%	39%	3%	0%
Miller	58%	3%	37%	2%	0%
Pulaski	61%	11%	28%	0%	0%
Tolleston	75%	5%	19%	0%	0%
University Park	82%	2%	15%	1%	0%
Westside	71%	4%	23%	3%	0%
City of Gary	67%	5%	26%	3%	0%

Source: U.S. Census Bureau and S. B. Friedman & Company

[1] Two or more stacked units

As shown in Table 9.12, detached single-family homes were the predominant housing type in the City, accounting for approximately 67% of the total housing stock. About 5% were attached single-family structures (duplexes and townhouses) and approximately 26% were comprised of multi-family units that included two-flats, three-flats, apartments, and condominiums. Over 80% of all residential units in the Aetna, Brunswick, and University Park neighborhoods were single-family homes. The highest concentrations of multi-family units were located in the central portion of the City in the Downtown, Central, Emerson, and Ambridge Mann neighborhoods. The Black Oak neighborhood also had over 800 mobile home units in multiple mobile home parks.

Table 9.12 shows the total residential units in Gary in 2000 and 2006 by product type, vacancy levels, and the change in housing stock and vacancy. Because the American Community Survey 2006 does not provide data at the block group level, the change in housing product type was not analyzed by neighborhood.

Table 9.12: Housing Units by Units in Structure (2006)

Type of Housing Product	Number of Units		Change 2000 - 2006
	2000	2006	
Single-Family Detached	29,139	30,251	1,112
Single-Family Attached	1,977	853	-1,124
Multi-Family (2 or more stacked units)	11,262	12,057	795
Mobile Homes	1,252	965	-287
Total Estimated Housing Units	43,630	44,126	496
Total Vacancy	12%	25%	13%

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

The American Community Survey estimates that the total number of housing units in Gary increased by 500 units between 2000 and 2006. Along with the increase of new units through new construction, the overall vacancy levels in the City are estimated to have increased significantly. Besides out-migration of households, one of the factors resulting in increased overall vacancies could be lag time in leasing and occupancy of the significant number of new units that were built between 2004 and 2006. Over 1,100 new single-family detached homes and nearly 800 multi-family units are estimated to have been added to the Gary housing stock between 2000 and 2006. However, there have also been demolitions of over 1,100 single-family attached units and relocations of nearly 300 mobile homes in that same time period.

Home Values

Table 9.13 shows the absolute home values in year 2000 and 2007 for the owner-occupied housing stock in Gary.

Table 9.13: Home Values, 2000 & 2007 [1]

Neighborhood	2000 Median Home Value	2007 Median Home Value	Percent Change	2000 Rank by Home Value	2007 Rank by Home Value
Miller	\$ 93,241	\$ 120,764	30%	1	1
Ambridge Mann	\$ 56,605	\$ 74,714	32%	2	2
Westside	\$ 53,271	\$ 70,145	32%	3	3
Tolleston	\$ 52,635	\$ 69,403	32%	4	4
University Park	\$ 52,432	\$ 68,712	31%	5	6
Aetna	\$ 51,047	\$ 66,772	31%	6	5

Downtown	\$ 45,848	\$ 61,437	34%	7	7
Brunswick	\$ 45,057	\$ 60,241	34%	8	8
Central	\$ 43,969	\$ 58,504	33%	9	9
Pulaski	\$ 39,556	\$ 52,418	33%	10	11
Emerson	\$ 38,696	\$ 53,315	38%	11	10
Black Oak	\$ 25,868	\$ 33,963	31%	12	12

Source: ESRI, U.S. Census Bureau, and S. B. Friedman & Company

[1] Not adjusted for inflation

In terms of home values, the Miller neighborhood ranked the highest in both 2000 and 2007. In both years, home values in Miller were approximately 62%-65% higher than those in the next highest neighborhood, Ambridge Mann. Ranking by home value has essentially stayed the same between 2000 and 2007, with some slight shifting among a few neighborhoods. Absolute value growth has been in the 30%-34% range across all neighborhoods, with the Emerson neighborhood experiencing the highest growth in value at 38%.

As shown in Table 9.14, Gary has an aging housing stock as approximately 64% of housing units were built before or in 1959. About 3% of the housing stock, or 1,317 units, have been built since 1990. In general, based on field research, the condition of homes in neighborhoods near the Downtown are fair to poor while those homes in peripheral neighborhoods, such as University Park and Miller, are in fair to good condition.

According to the American Community Survey, the median value for owner-occupied housing units in Gary in 2006 is \$69,100. Table 9.14 also shows that housing value generally decreases with the age of the structure. For owner-occupied housing built after 2005, the median value is approximately 4.5 times greater than the overall median house value.

Table 9.14: Owner Occupied Housing Value by Year Structure Built

Year Structure Built	Number	Percent	Median Value
2005 or later	116	0.3%	\$ 315,900
2000 to 2004	283	0.6%	\$ 192,200
1990 to 1999	918	2.1%	\$ 91,700
1980 to 1989	2,118	4.8%	\$ 124,800
1970 to 1979	4,627	10.5%	\$ 61,600
1960 to 1969	7,884	17.9%	\$ 79,000
1950 to 1959	11,051	25.0%	\$ 72,800
1940 to 1949	6,517	14.8%	\$ 65,000
1939 or earlier	10,612	24.0%	\$ 62,200

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

Rental Housing Stock

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

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

Table 9.15: Apartment Summary

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

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

Rehabilitation Activity

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

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

home repairs include fixing code violations, improving energy efficiency, room additions, and kitchen and bathroom remodeling. Along with this, homeowners are assisted through the Homeownership Opportunity Network in their application for a bank loan to obtain refinancing for the proposed rehabilitation.

In order to encourage neighborhood stability, the Comprehensive Rehab Program requires that the loan recipient maintain residence at the location to be rehabilitated as his or her principal residence for ten years. If the title to the home is transferred during that period—through a sale or other means—a portion of the funds will be recovered by the City. The portion of the funds owed to the City decreases over the course of the ten year period. This stipulation is to ensure that homes are not only being rehabilitated but also being occupied by owners, aiming to increase neighborhood stability.

Beyond the City's Comprehensive Rehab Program, non-profit development corporations are active participants in the residential rehabilitation work in Gary. For example, the Glen Park Community Development Corporation (CDC) provides comprehensive rehab loans of up to \$25,000 to homeowners. The household income of the applicant cannot be above 80 percent of the AMI. This loan can be obtained by those homeowners who do not qualify for loans through the City of Gary. The Glen Park CDC uses the funds through the Community Development Block Grant (CDBG) to finance the rehabilitation. Also, the Glen Park CDC is actively rehabilitating homes in the University Park area and reselling those homes to homebuyers with household incomes at 80 percent of the AMI or less.

Resale Activity

The resale of existing homes provides an opportunity for existing residents to purchase a home and for new residents to relocate to Gary. Home sales data from Melissa DATA Corp. (which serves as the multiple listing service in Gary) was reviewed to analyze recent home resale activity in Gary.

Based on 617 home sales recorded up to July 2007, the average resale price of housing located in zip codes overlapping the City is approximately \$89,000. Figure 9.17 shows the variation of home sale prices by zip code. The average home sales price ranges from approximately \$79,000 to \$100,000. Although the average sales prices do not vary greatly between zip codes, it is important to note that the variation within a zip code can be significant. For example, in zip code 46403, the Miller neighborhood has home sale prices upwards of \$350,000 while the Aetna neighborhood has prices significantly less than the city-wide average sale price.

We have been in contact with the Greater Northwest Indiana Association of Realtors to obtain detailed data on resale activity in Gary. As of January 8, we have been requested to provide a non-disclosure form to obtain the data. We anticipate obtaining and analyzing the data for the final report submission.

New Construction Building Permit Trends

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

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

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

Source: U.S. Census

[1] Includes permits up to November 2007.

[2] Includes both attached and detached units.

Since 2000, Gary has issued permits for the construction of 429 new residential units at an average rate of 54 units a year. This is roughly consistent with the American Community Survey estimate of nearly 500 units constructed between 2000 and 2006. The slight discrepancy may be partially accounted for by the time lag between permitting and new construction. Approximately 194 units, or 45% of the total units permitted, were single-family detached and attached (duplex and townhome) units, and the remaining 235 were multi-family units. Permitting activity was the strongest between 2003 and 2005 (the period of the nationwide housing boom). Development activity appears to have slowed from 2006 onwards. With the onset of the nationwide housing slowdown, development activity may continue to be slow over the next two or three years.

Recent Development Activity

Recent housing developments in Gary were reviewed to obtain an understanding of the physical and market characteristics of new housing being developed in the City. Field surveys and interviews with City staff, developers, and realtors were conducted to identify recently completed and/or active residential projects that currently have units being sold/leased in the City and planned projects that may be constructed in the near future. Figure 9.18 shows the active and planned residential developments surveyed in Gary and surrounding communities. In

Gary these include market-rate housing that have no maximum income restriction and affordable housing projects that are reserved for low-income households earning less than the AMI. Projects in surrounding communities which constitute the competitive market for Gary are discussed later in this section.

For-Sale Market-Rate Housing

As shown in Figure 9.18, the market-rate housing projects are located in the northeastern portion of the City in the Miller neighborhood and in the central part of Gary in the Downtown, Midtown, Tolleston, and University Park neighborhoods. Miller, which is located along Lake Michigan, is the most affluent neighborhood in Gary. This neighborhood is able to attract higher-end luxury housing projects that are priced significantly higher than homes in other parts of the City. Table 9.17 shows the summary market data for these different housing projects and descriptions are included below.

Table 9.17: For-Sale Market-Rate Projects in Gary

ID #	Project Name/ Location	Type	Number of Units	Price	Square Footage	Average Price per Square Foot	Time Open Months	Units Sold	Estimated Monthly Absorption
1	Small Farms	Single-Family	146	\$230,000 ¹	N/A	N/A	96	89 ²	0.93
2	Kingdom Builders Development	Single-Family	8	\$135,000	1,500	\$90	3	6	2.00
3	JJF Holdings, LLC	Single-Family	15	\$150,000- \$160,000	1,300- 1,800	\$83-\$123	N/A	2	N/A
4	Josephine B. Lowery Condos	Condos	16	\$111,000- \$120,000	1,360- 1,435	\$81-\$83	56	10	0.18
5	Beach Pointe Condos	Condos	12	\$195,000- \$240,000	1,187- 1,353	\$164-\$177	0	0	0
6	East Edge at Miller Beach	Single-Family	12	\$409,000 - \$519,000	1,911- 2,943	\$176-\$214	28	3	0.11
		Townhomes	16	\$295,000- \$299,000	1,776- 1,843	\$162-\$166	28	5	0.18

Source: City of Gary and S. B. Friedman & Company

[1] Home price estimated from average mortgage cost of \$209,000 and assumes a 10% down payment.

[2] Unit sales are estimated based on lot sales from 2000 to 2006, assuming that on average a home takes two years to be built once a lot is sold.

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

Beach Pointe is a condominium development in Miller Beach that is currently awaiting development approval from the City. It is proposed to have 16 two-bedroom/two-bath units ranging in size from 1,187 to 1,353 square feet. The units are priced between \$195,000 and \$240,000.

Small Farms is a major redevelopment undertaking initiated by the Gary Department of Redevelopment in 1969. The project area covers several City blocks and is roughly bounded by 21st Street to the north, I-80/I-94 to the south, Grant Street to the east, and Clark Road to the west. Over the years, the City has acquired land in this area and sold lots to homebuyers seeking to build single-family homes. To be able to purchase a lot potential buyers must secure a homebuilder, provide final plans of the proposed home, and provide a letter of commitment from a financial institution indicating that the buyer has the finances to build a house.

While vacant lots for additional development still exist in the Small Farms area, this targeted investment strategy and the relatively large-scale redevelopment effort have resulted in revitalized and stable neighborhood areas. Since 1992 (the year from which lot sales data was recorded) 127 lot sales have occurred for the development of single-family homes. Nearly 80 percent of these, or 100 lot sales, have occurred since 2000. Accounting for an average of two years of lag time between lot sales and home construction, approximately 80 to 90 units would have been constructed since 2000, indicating an average absorption rate of approximately 0.85 to 0.95 units per month.

One of the incentives for purchasing lots in the Small Farms area is the availability of lots at below-market rates and a 10-year property tax abatement. The average price of a lot for developing single-family homes has been approximately \$1,000. The average mortgage amount for the homes built as part of the development is \$209,000, which would suggest a price of approximately \$230,000 for the single-family homes, assuming a 10 percent down payment.

There are currently 46 lots (approximately eight acres) remaining to be developed. At current absorption rates the Small Farms area would be built out in three to five years.

Kingdom Builders Development is comprised of 260 lots throughout the City and is scheduled to be developed in four phases. Phase I is located at 40th and Broadway in the University Park neighborhood. Eight single-family homes are being developed as a part of this phase, of which six have sales contracts already in place. These homes are 1,500 square feet in size and are priced at \$135,000. Phase II of the development will be between 11th and 22nd streets east of Broadway. The 3rd and 4th phases are not yet planned.

JJF Holdings has built two homes at 19th Avenue and Hayes Street in the Tolleston neighborhood and has plans to build 13 more. These homes, ranging in size from 1,800 to 2,300 square feet, have three to four bedrooms and are priced between \$150,000 and \$160,000. While there are no income requirements, homebuyers are able, if eligible, to receive down payment assistance from HUD.

Josephine B. Lowery Condominiums have been constructed by the St. Timothy Community Development Corporation. These are two-story condominiums containing 16 units, 10 of which have been sold to date. Unit sizes range from 1,360 to 1,435 square feet and the prices range from \$111,000 to \$120,000.

Planned market-rate projects in Gary were also reviewed. Planned projects are projects that are contemplated for development but do not yet appear to have approvals and/or a defined time frame for delivery. As shown in Table 9.18, there are currently five planned projects in Gary in the predevelopment stage. These projects are expected to start marketing in the next two to three years and most of these projects are located in or near the downtown area.

Table 9.18: Planned Market For-sale Projects: Single and Multi-Family

Map ID	Project Name	Type	Total Units
1	Jefferson Park	Single-Family	20
2	Horace Mann Phase II	Single-Family	N/A
		Three Flats	N/A
		Townhomes	N/A
3	Ivanhoe Gardens	Single-Family	N/A
4	Sheraton Condominiums	Condos	20
5	New Gary Development Group Townhomes	Townhomes	39
Total			at least 79

Source: City of Gary and S. B. Friedman & Company

Affordable For-Sale Housing

There are multiple developments underway to provide affordable, new construction housing in the City of Gary; Table 9.19 shows the active, affordable, for-sale housing in Gary. As shown in Figure 9.18, most of these developments are located in or close to Midtown. These projects, developed by non-profit organizations, provide quality, affordable housing and are helping in the revitalization of the Midtown neighborhood. The development of new homes is starting to create an active residential environment that could potentially attract further new development.

The Indiana Housing and Community Development Authority gave the City of Gary an Improving Neighborhoods Through Revitalization (INTR) grant of \$1 million towards the development of 16 homes in the Midtown neighborhood. The program is meant to turn vacant or neglected lots into affordable housing and allows the Gary Department of Community

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

Table 9.19: Market Profile for Affordable For-Sale Units

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

Source: City of Gary and S. B. Friedman & Company

Broadway Community Development Corporation is a local community development group that is currently building 36 single-family homes in the Midtown neighborhood. This is a mixed-income project with six homes being market-rate and the remaining affordable. To date, 25 units have been built and sold. To minimize risks, the Broadway CDC does not do speculative construction; homes are constructed only after sales contracts are finalized. The CDC is also building duplex units near the single-family homes. Two units have been sold so far. In order to be eligible to purchase units, homebuyers must have a minimum annual household income of \$35,000.

Habitat for Humanity is an international, non-profit housing organization and has built six single-family homes in Midtown with plans to build 14 more. The schedule for the development of the remaining homes is dependent, in part, on the availability of land and the identification of qualified applicants. Habitat homes have sold for \$100,000 and monthly payments are approximately \$600. The minimum income level required to purchase a home is equal to 50 percent of the area median gross income, which is \$30,700 for a family of four. Those who receive a house must also put in a minimum number of volunteer hours constructing their home and other Habitat homes.

In addition to these developments that are already underway, at least six more projects with more than 200 affordable homes are being planned for development in Gary. These are listed in Table 9.20. When completed, these projects will substantially increase the affordable housing stock in Gary.

Table 9.20: Planned Affordable Housing Development

ID #	Project Name	Type	Total Units
1	University Park, Phase I	Single-Family	10
2	Midtown, Phase I	Single-Family	50
3	Midtown, Phase II	Single-Family	65
4	Glen Park CDC	Single-Family	20
5	800 Connecticut	Single-Family	50
6	CR Works Transitional Housing	Single-Family/Duplex	11
Total			206

Source: City of Gary and S. B. Friedman & Company

Rental Market Activity

As described in the Existing Housing Profile section, market-rate rents in Gary range from \$560 for a one-bedroom unit to \$766 for a three-bedroom unit. These rents are below the cost of new construction for rental housing. The cost of building new rental housing in the Gary area can range from \$120 to \$160 per square foot. Successfully financing for this type of housing product would require rents ranging from \$1,200 for a one-bedroom unit to \$1,500 for a three-bedroom unit. As a result, market-rate rental housing has not been developed in Gary in recent years. New rental housing construction has been limited to projects that have received public subsidies such as HOPE VI grants and Low Income Housing Tax Credits (LIHTC). These projects, financed through public subsidies, are restricted to lower-income households earning less than the Area Median Income.

From an affordable housing perspective, market rents are well below Lake County's LIHTC rent limits. Lake County's 2006 maximum rent limits at 60% of the AMI are \$645 for a studio/efficiency apartment, \$690 for a one-bedroom, \$829 for a two-bedroom, \$957 for a three-bedroom, and \$1,068 for a four-bedroom apartment. In most cases, market rents within Gary are more than 15% less than maximum tax credit rents at 60% of the AMI.

Two rental projects that have had a significant impact in Gary are Duneland Village and Horace Mann apartments. They are both part of the \$20 million HOPE VI grant received from the federal government. The HOPE VI program was created in 1993 and is managed by the U.S. Department of Housing and Urban Development. The program offers revitalization grants to public housing authorities that have severely distressed public housing units in their inventory. The program reduces the number of public housing units in one location and replaces them with mixed-income, lower-density developments.

Duneland Village was the first redevelopment project associated with HOPE VI. Duneland Village is a neighborhood-oriented residential development located in the Miller neighborhood. It has a total of 131 units consisting of 49 public housing units, 49 low-income housing tax credit

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

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

There are two affordable rental projects planned in Gary, as shown in Table 9.21. Both projects are funded through the Indiana Housing and Community Development Authority's (IHCDA) Rental Housing Tax Credit program. The two projects will yield 157 new rental units with two-thirds dedicated to senior housing. The Dalton Apartments project is the rehabilitation of an existing vacant building. The IHCDA has also funded several rehab projects of existing Section 8 projects through the tax credit program.

Table 9.21: Planned Rental Housing

ID #	Project Name	Type	Total Units
	Dalton Apartments	Section 42 Senior Rental	57
	Serenity Senior Development	Section 42 Senior Rental	100
Total			157

Source: City of Gary and S. B. Friedman & Company

Competitive Regional Housing Market

To get an understanding of the competitive market for the new housing being developed in Gary, building permits were reviewed and a sample of new housing developments in adjacent communities was analyzed. The adjacent communities included East Chicago, Hammond, Highland, Griffith, Merrillville, Hobart, New Chicago, Lake Station, Portage, and Indiana Dunes. Table 9.22 shows the building permit activity in Gary and adjacent communities between January 2000 and November 2007.

Table 9.22: Building Permit Analysis

Permits Issued 2000-2007	Gary	Adjacent Communities	Total Regional Market	Gary Market Share
Single-Family Permits	194	3,776	3,970	5%
Multi-Family Permits	235	2,253	2,488	9%

Source: U.S. Census and S. B. Friedman & Company

Building permit data indicate that the total regional market area including Gary and adjacent communities has experienced significant residential development since 2000. Nearly 4,000 single-family detached and attached units, and nearly 2,500 multi-family units, were permitted in this time frame. Nearly 80% of all single-family development (attached and detached) and nearly 90% of all multi-family development occurred in the communities of Hobart, Portage, and Merrillville. While Gary represents a quarter of the population base of the total market area, its share of housing activity (as measured through permits for new construction in the past seven years) is less than 5% for single-family development and less than 10% for multi-family development. This indicates that the majority of housing development has occurred in suburban communities.

Table 9.23 presents a comparison of for-sale market-rate housing developments in Gary and adjacent communities. Figure 9.18 shows the spatial distribution of these projects in the regional market. Additionally, Table X in the Appendix presents detailed market data for the various projects outside Gary; projects within Gary have been discussed earlier in the report.

Table 9.23: Comparison of For-Sale Market-Rate Housing

	Miller Area in Gary	Other Areas in Gary	Adjacent Communities
Number of Projects Surveyed	2	4	9
Average Project Size [1]	20	13	38
Unit Price (\$000s)			
Single-Family	\$409-520	\$135-230	\$170-275
Condos and Townhomes	\$195-299	\$111-120	\$125
Average Price per Square Foot			
Single-Family	\$176-214	\$83-123	\$108-140
Condos and Townhomes	\$164-\$177	\$81-83	\$89-125

Source: City of Gary and S. B. Friedman & Company

[1] Average Project Size excludes Small Farms.

As shown in Table 9.23, housing projects in adjacent communities tend to be larger than those in Gary. The City-initiated Small Farms project, which is of significant scale, has not involved a phased development process by residential developers where homes are marketed to potential home-buyers. Instead, lots are sold by the City to individual home-owners who then secure their own builders to build homes on their lots. Because of its unique nature, the Small Farms project is not included in the average project size calculation for Gary. Housing developments in adjacent communities are mostly developer-driven and marketed in a conventional manner through newspaper and internet advertisements, billboards, and on-site model homes. In comparison, as previously described, most Gary projects outside the Miller neighborhood are initiated/developed by non-profit organizations, CDCs, and the City. Marketing for many of these projects is limited to the Multiple Listing Services (MLS) and informal channels such as community meetings, church bulletin boards, and word-of-mouth.

Single-family home prices in the surrounding communities are 20 to 25 percent higher than in Gary, and the condo and townhome prices are up to 13 percent higher. One of the key factors that enable new housing products to be priced lower than those surrounding is the availability of land at prices significantly below market (for example in Small Farms, single-family lots have been available at \$1,000 per lot, while market-rate land prices start at \$15,000 per lot). The Miller neighborhood in Gary is an exception with significantly higher home prices compared to the rest of the City and the surrounding communities. The existing up-scale housing and waterfront access have attracted luxury developments to this neighborhood, resulting in higher home prices.

Table 9.24 presents a comparison of rental developments in Gary and adjacent communities.

Table 9.24: Comparison of Rental Housing

Unit Size	Gary	Adjacent Communities
Studio	\$489-612	\$464-530
1 bed	\$560-634	\$560-626
2 bed	\$620-758	\$661-713
3 bed	\$766	\$852-950

Source: City of Gary and S. B. Friedman & Company

Overall, the average rents for one- and two-bedroom units in Gary are slightly higher than the rest of the market for the projects surveyed. One of the factors contributing to the higher rents in Gary relative to the rest of the market is the fact that the rental projects surveyed in Gary are relatively newer than the projects in surrounding communities. Fewer new rental projects were developed in the suburban communities in the regional market. Rents in both Gary and the regional market area are not high enough to support new market-rate development. The majority of new rental development that has occurred in the market is supported by federal programs such as LIHTC and is restricted to households earning 60 percent or less of the AMI. As shown in Table 9.25, over the past seven years the vast majority of new tax credit rental development (56 percent in terms of number of projects and 63 percent in terms of number of units) in the market has occurred in Gary.

Table 9.25: Rental Projects Financed by LIHTC

City	Number of Projects	Number of Units
Gary	13	1,467
Hammond	5	432
East Chicago	3	192
Merrillville	1	96
Hobart	1	80

Source: City of Gary and S. B. Friedman & Company

Future Housing Demand

Gary offers a wide range of housing products at various price points that can attract households with varying income ranges. The specific product types and target demographic segments in terms of annual household income that could be supported in Gary were analyzed. Additionally,

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

Target Housing Products and Demographic Market Segments

The target housing products and related demographic segments are discussed below.

Moderately Priced For-Sale Housing: Due to the relatively lower land costs, new construction single-family units in Gary (outside of Miller) are priced from \$135,000, which indicates that households earning \$45,000 or more can afford a new home assuming that they spend up to 30% of their income on housing costs (including mortgage, mortgage insurance, and property taxes). In comparison, households would need to earn approximately \$60,000 to be able to afford the home prices associated with starting new construction at \$175,000 in most communities surrounding Gary. Therefore, Gary is in a unique position to be able to attract moderate income households earning \$45,000 to \$60,000 who are seeking new single-family homes ranging from \$135,000 to \$175,000. Similarly, condominium and townhome products in Gary can attract households with annual incomes between \$35,000 and \$45,000. The relatively lower price per square foot of new homes in Gary also indicates that homebuyers can get larger homes at a lower price in Gary. For comparable unit prices, home sizes in Gary tend to be 10% to 15% larger than homes in surrounding communities. This suggests that single family homes in the City are likely to be competitive even at higher prices (ranging from \$175,000 to \$230,000). These homes have the potential to attract households earning \$60,000 to \$75,000 that are seeking relatively larger homes, Gary's urban amenities such as the sports stadiums (U.S. Steelyard and Genesis Center), and the South Shore Commuter rail line that connects to downtown Chicago. Therefore, the overall target demographic segment for moderately priced homes in Gary is households earning \$35,000 to \$75,000.

As shown in Table 9.26, there are over 51,000 moderate-income households earning \$35,000 to \$75,000, which represents approximately 35% of the total household base in the market. While households in this income group are projected to decline marginally over the next five years, the absolute size of this income cohort suggests that moderately priced market-rate projects in Gary could attract households from this buyer pool.

Higher-End For-Sale Housing: Parts of the Miller neighborhood in Gary attract premium home prices because of the adjacency and access to the lakefront and the existing base of high-quality housing stock. With new-construction, single-family home prices in excess of \$400,000, the Miller neighborhood can attract households earning \$130,000 or more. Additionally, empty-nester householders are typically well invested in their existing homes and can transfer equity in existing homes towards the purchase of new homes. This allows such empty-nester householders to purchase homes at incomes slightly lower than the typical ranges mentioned above. Condominiums and townhomes in Miller range from \$195,000 to \$300,000 and can attract households earning \$65,000 to \$100,000.

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

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

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

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

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

	<25	25-34	35-44	45-54	55-64	65-74	75+	Total
<\$25,000	3,000	6,073	5,092	5,614	4,821	5,748	7,933	38,281
\$25,000 to \$34,999	724	2,884	2,687	2,278	2,034	2,358	2,145	15,111
\$35,000 to \$49,999	704	4,112	4,259	4,210	3,137	2,529	2,153	21,103
\$50,000 to \$74,999	738	5,813	6,366	7,814	5,483	2,632	1,811	30,657
\$75,000 to \$99,999	489	3,176	4,488	6,080	3,486	1,511	1,295	20,524
\$100,000 to \$149,999	502	1,768	2,422	5,184	3,732	1,071	1,107	15,785
\$150,000+	422	768	797	1,461	1,236	660	955	6,298
Total	6,579	24,594	26,111	32,640	23,928	16,508	17,399	147,759

Source: ESRI and S. B. Friedman & Company

Table 9.27: Household Change by Age and Income: 2007-2012 (2007 \$s)

	<25	25-34	35-44	45-54	55-64	65-74	75+	Total
<\$25,000	56	(2)	43	(468)	973	316	(579)	337
\$25,000 to \$34,999	(83)	(71)	37	(19)	416	(91)	(324)	(137)
\$35,000 to \$49,999	(73)	(329)	(247)	(254)	700	(148)	(385)	(735)
\$50,000 to \$74,999	15	(331)	(322)	(665)	605	121	162	(415)
\$75,000 to \$99,999	(7)	(441)	(897)	(845)	472	66	109	(1,542)
\$100,000 to \$149,999	141	573	539	699	1,377	493	658	4,480
\$150,000+	(92)	99	129	2	402	339	121	1,000
Total	(43)	(502)	(718)	(1,552)	4,945	1,096	(238)	2,988

Source: ESRI and S. B. Friedman & Company

Future Development Opportunities

As demonstrated by the building permit analysis and the supply of active and planned projects, Gary has not attracted its “fair share” of residential development in the market area. However, recent residential projects promoted by public programs such as HOPE VI and non-profit organizations have generated residential development activity that is resulting in revitalized neighborhoods. Additionally, new market-rate residential projects offering various product types, including single-family homes and townhome and condominium units, are being actively developed or are planned in various neighborhoods in the City. The current housing market downturn might slow development activity in Gary for the next two to three years, but over the long term the momentum generated by the new residential projects will likely result in the continued success of planned projects and could potentially stimulate new residential development. The potential opportunity areas and the type of residential opportunities include:

Downtown Gary: The area covered by the West Downtown and Emerson neighborhoods contains the civic core of the City; as is, the Downtown area is poised for significant redevelopment. The train station located just west of Broadway and Fourth Avenue provides a connection to Chicago through the Northern Indiana Commuter Transportation District’s South

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

Miller Neighborhood: This primarily residential area contains the most affluent households within the City. Two market-rate projects offering various residential product types, including single-family homes, townhomes, and condominiums, are currently being marketed in the area. Waterfront access has resulted in premium home prices in the area; new homes in the area are priced approximately two to four times higher than similar projects elsewhere in the City. The high desirability of the neighborhood makes it an attractive location for new residential development. Peripheral areas such as residential blocks at Lake Street and Birch Avenue currently have high vacancies and deteriorated parcels and may provide redevelopment opportunities for condominiums, townhomes, and single-family homes. Additionally, transit-oriented development opportunities might exist near the South Shore Line train station located near U.S. 20 and Lake Street.

Concentrated Vacant Areas: There is a very high concentration of vacant lots in the area located between Clark and Chase south of 25th Avenue. Additionally, the Midtown area located just south of Downtown has several blocks with numerous vacant lots. These areas provide an opportunity for residential redevelopment to improve neighborhood stability and vitality. Although the City has targeted the Midtown area for redevelopment, several projects are already underway or planned there.

Infill Opportunities throughout the City: Most of the vacant housing stock in the City is deteriorated and could be replaced with new rehabilitated housing. Additionally, there is a significant amount of vacant land throughout the City. These vacant and underutilized areas offer redevelopment opportunities. In areas where several lots can be consolidated for redevelopment, the potential exists for larger, planned developments. Infill housing can also be developed on individual sites. Private interests such as Kingdom Builders Development and non-profit organizations such as Habitat for Humanity are actively engaged in similar residential development throughout the City.

Strategies for Promoting Housing Development

In order to successfully realize the future housing development opportunities and revitalize its neighborhoods, the City of Gary could consider the following strategies:

- Creating larger redevelopable areas by acquiring adjacent vacant/underutilized lots. Consolidated redevelopment tends to have a greater revitalizing effect than scattered, infill development. Therefore, the City could prioritize land acquisition in areas with high vacancies and/or are adjacent to existing City-owned property within the target opportunity areas discussed above. A similar approach has been successfully followed by the City in the Small Farms project.
- Promote larger-scale projects of 25-50 units by making larger redevelopable areas available to the development community. Currently, many of the residential projects in Gary are of a smaller scale (10-20 units) compared to the regional market where the typical project size ranges from 50-100 units. Larger projects would likely have a more significant impact in revitalizing the neighborhoods and could also potentially afford more conventional marketing such as newspaper advertisements, project websites, and on-site model homes.
- Develop master plans for key targeted redevelopment areas such as Midtown and Downtown that have opportunities for assembling large areas of vacant land. The master plans should incorporate amenities such as parks and community facilities and provide multiple residential product types priced to attract the target demographic segments discussed earlier. Residential projects that are a part of a larger master plan tend to be successful because they can present a cohesive neighborhood environment and are generally of a sufficient scale (100 units or more) to accommodate the amenities mentioned above. Additionally, these tend to be higher-profile projects with greater market visibility and are more attractive to potential home-buyers. Horace Mann and Duneland Village, which are successful, master-planned projects providing affordable housing in Gary, have used HOPE VI and LIHTC funds. The City could encourage similar market-rate developments. To minimize risk, such developments would need to be incrementally phased into smaller project sizes of 25 to 50 units and would need to ensure that the development of public infrastructure and amenities keep pace with project absorption.
- Proactively solicit developers to implement individual projects or phases of adopted redevelopment master plans. Many of the recent residential projects in Gary have involved developments by non-profit organizations and CDCs. While these have resulted in successful redevelopment, increased involvement of for-profit developers can potentially increase the pace of housing development within the City. Because developers have a profit motive they tend to have more aggressive marketing programs and quicker timelines for project completions. Currently, there are several project proposals by

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

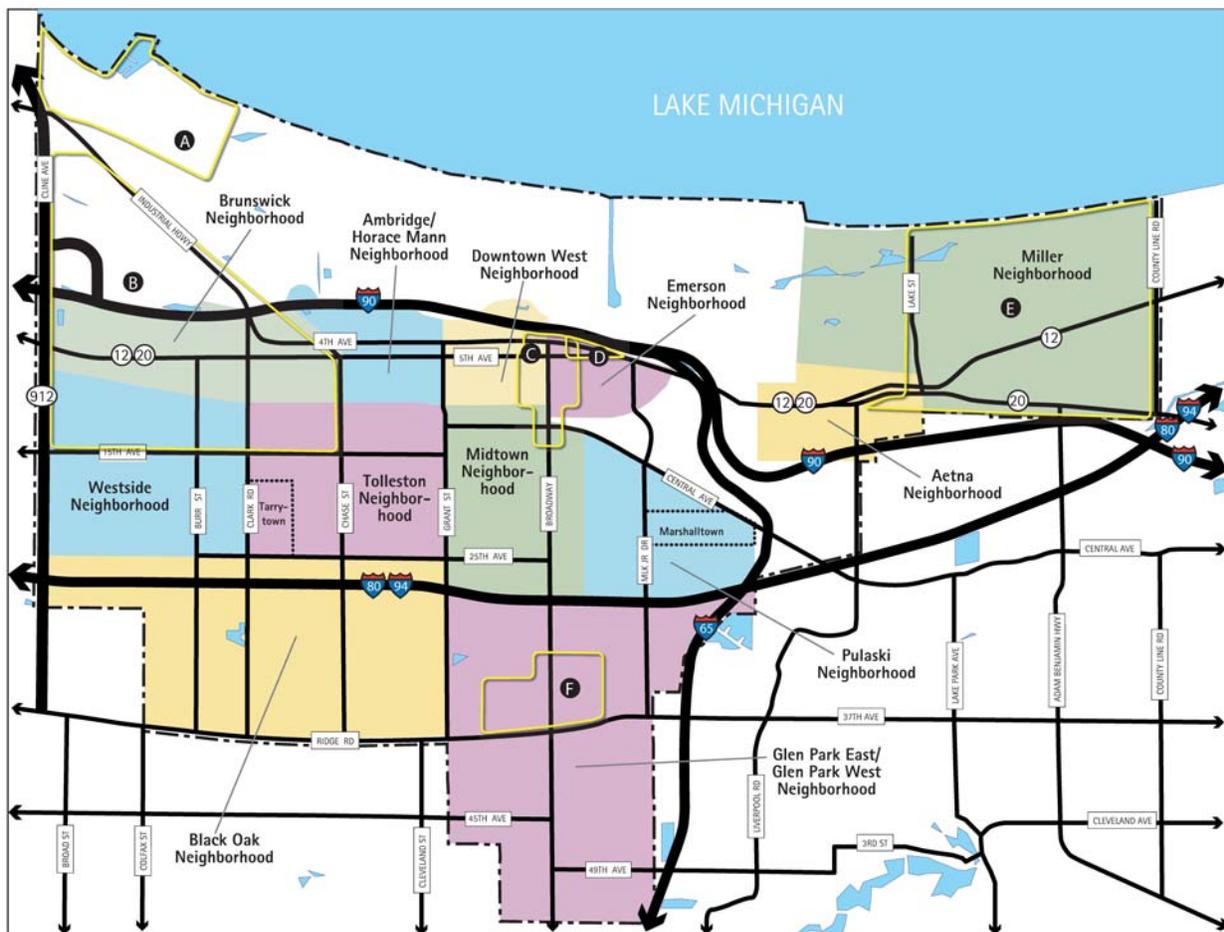
- Building on the success of Horace Mann and Duneland Village, continue to seek federal grants such as HOPE VI to facilitate the redevelopment of older public housing projects with new mixed-income developments. Additionally, the City could actively promote the development of senior and family affordable housing with LIHTC and/or Home Funds to provide higher-quality housing for its lower-income households.
- Continue the Comprehensive Rehab Program and identify target areas within the City that could be prioritized for rehabilitation of the existing housing stock. In addition to attracting new housing development, maintaining and upgrading the existing housing stock is important for sustaining neighborhood vitality.

Section 10: Focus Areas & Neighborhoods

Overview

This section provides more detailed discussion of six specific focus areas identified by the City, as well as 12 traditional neighborhood areas. The six focus areas are Lakefront Reclamation/Development, Westside Development, Downtown Business District, Stadium District, Miller/Glen Ryan/Aetna, and University Park. Based on the divisions made in the 1985 Comprehensive Plan, the 12 neighborhoods are Aetna, Ambridge-Horace Mann, Black Oak, Brunswick, Midtown, Downtown West, Emerson (Downtown East), Glen Park East/West, Miller, Pulaski, Tolleston, and Westside.

Gary Focus Areas & Neighborhoods [Also see Figure 2.3]



Lakefront Focus Area

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

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

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

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

Westside Focus Area

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

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

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

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

Downtown Focus Area

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

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

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

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

Stadium Focus Area

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

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

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

Miller/Glen Ryan/Aetna Focus Area

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

University Park Focus Area

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

For more detailed information on this area, see the Glen Park East/West subsection.

Brunswick

The Brunswick neighborhood is located on the western edge of Gary and is bordered by I-90, Chase Street, the Norfolk Southern tracks, and Cline Avenue. Brunswick is directly south of the Gary/Chicago International Airport and the Cline Avenue (Route 912) industrial area borders the neighborhood in the west.

The neighborhood has an interchange with Cline Avenue at Michigan Street/5th Street and is the gateway to the City from the west. It also has excellent transit access, with a South Shore Line station at Clark Road between 2nd and 3rd.

Demographics (2000)

Population

4,442

Race

African-American/Black: 84.6%

White: 7.7%

Other: 7.7%

Ethnicity

Hispanic: 13.0%

Age

Under 18: 27.7%

Over 65: 14.3%

Households

Total: 1,571

Average Household Size: 2.81

Housing

Housing Units: 1,754

Owner-occupied: 58.3%

Vacant: 10.4%

Land Use

Residential

Most of Brunswick's residential housing is comprised of single-family homes nearly 60% owner-occupied. The only multi-family residential development is located east of the intersection of Clark and 4th and is in good condition. While much of the residential property is in good condition, the neighborhood does have pockets of vacancy and deteriorating buildings.

Housing in fair to poor condition is found on the east side of the neighborhood from Matthews to Clark between South Bend Avenue (and the South Shore Line tracks) and 6th, some locations north of the South Shore Line, and on scattered blocks throughout the neighborhood.

Pockets of vacant lots are found on the western edge of the neighborhood's residential areas (on Hobart and Colfax), on the eastern edge on Clark, and on the northern edge of the tollway.

A small mobile home park is located near the intersection of 4th and Bigger, just south of the City's wastewater treatment plant. The mobile home park has several units in poor condition,

numerous vacant pads, and lacks green space. The mobile homes lack buffering or screening from an adjacent tanker truck facility and some residential units are as close as 10 feet to industrial buildings.

Commercial

The Tri-City Plaza Shopping Center is the major commercial anchor for the neighborhood and surrounding neighborhoods. It is mostly occupied, although a large grocery store space is vacant. The shopping center does have perimeter and some parking lot landscaping. The Center also has an overabundance of pavement in the parking areas and a large loading/service area in the rear. With the exception of a recycling area and a building along Clark Road, loading and service areas are well-screened.

Most other commercial uses are along 5th. In the west, this stretch includes many vacant lots, vacant storefronts, and deteriorating buildings. Some lots are being used to store automobiles or construction equipment/materials.

Several businesses are active near the intersection of Clark and 5th outside the Shopping Center, including restaurants.

Industrial

Industrial uses dominate on the west and east sides of the neighborhood. Although some active industries are present, much of the industrial land is vacant or underutilized. This includes land along Cline Avenue (Route 912) and 4th that has direct access to the Gary/Chicago International Airport. In general, industrial properties lack screening and landscaping, and some lack buffers adjacent to residential areas.

A large Chicago Steel facility, which shares the site with some other companies, is located on the west side of Chase Street south of 5th.

Institutional

The neighborhood contains one elementary school, two private schools, a hospital, a branch library, a post office, various churches, and the Gary Sanitary District wastewater treatment plant.

Open Space

Brunswick neighborhood parks include Edison Park, Dallas Totlot, Jordan Triangle, and the major community park, Brunswick Park.

In addition, some open spaces include dunes, swales, and wetlands that provide a “green” character and wildlife habitat.

Issues/Constraints/Negatives

- Although much of the housing stock is in good condition, pockets of vacant and deteriorating housing are found in the neighborhood.

- Numerous vacant commercial lots are found along 5th Avenue.
- Some industrial uses lack buffers, screening, and landscaping, especially from high-visibility locations or adjacent to residential uses. Many industrial parcels are vacant or underutilized.
- The neighborhood lacks some convenient retail, including a grocery store.
- The Edison School property appears vacant and is not well-maintained.
- The Gary/Chicago International Airport has a planned expansion that may require acquisition of residential and industrial parcels north of 2nd Place and the South Shore Line tracks.
- Some areas along I-90 and open spaces have experienced littering/dumping.

Opportunities/Strengths/Positives

- The neighborhood has excellent transportation access with the South Shore Line commuter train station, an adjacent airport, and an interchange on Cline Avenue.
- Much of the residential housing stock is in good condition.
- Vacant or underutilized industrial properties near the airport provide opportunities for development.
- Vacant or underutilized commercial properties along 5th could be redeveloped for new commercial or housing uses.
- The Tri-City Plaza Shopping Center and nearby retail/restaurant uses provide shopping and dining opportunities for residents.

Ambridge-Horace Mann Neighborhood

The Ambridge-Horace Mann neighborhood is located in the north-central part of Gary and is bounded by the Grand Calumet River, Grant Street, the Norfolk Southern tracks, and Chase Street. Traditionally, Ambridge-Horace Mann was two neighborhoods: Ambridge and Horace Mann. Ambridge comprises the blocks between the Grand Calumet River and 5th Avenue, while Horace Mann comprises the blocks south of 5th Avenue, surrounding the now vacant Horace Mann School.

Demographics (2000)

Population

Population: 6,236

Age

Under 18: 29.6%

Over 65: 9.3%

Race

African-American/Black: 96.3%

Other: 2.1%

White: 1.6%

Households

Total: 2,387

Average Household Size: 2.69

Ethnicity

Hispanic: 2.2%

Housing

Housing Units: 2,617

Owner-occupied: 47.0%

Vacant: 3.5%

Land Use

Residential

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

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

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

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

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

Commercial

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

Institutional

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

Industrial

One large industrial facility is located on the northwest corner of the neighborhood.

Open Space

Ambridge Park, Westbrook Fields, and some smaller playlots are located within the Ambridge-Horace Mann neighborhood.

Issues/Constraints/Negatives

- Heavy, fast-moving traffic, including truck traffic, is negatively impacting some locations along 4th, 5th, Bridge, and Grant.
- Views and access to the Grand Calumet River are limited.
- Some older, attractive apartment buildings along 5th are in disrepair.
- Some commercial lots and buildings along 5th are vacant or underutilized.
- The vacant high school is a deteriorating building in the center of the neighborhood.

Opportunities/Strengths/Positives

- Residential areas are generally in good condition with few vacant lots.
- The neighborhood has restaurants and a small health-food grocery store/café.
- The hospital and schools provide an anchor for the community.
- Ambridge Park and other areas along the river provide an opportunity for greater community access to the waterfront, including the use of overlooks and paths.

Downtown West Neighborhood

The Downtown-Emerson neighborhood is located in the north-central part of the City and is bounded by the Grand Calumet River, Broadway, 9th Place, and Grant Street. The neighborhood was part of the original plat developed by the Gary Land Company and is the civic heart of the community with the Lake County Superior Courthouse and convention uses located here. It also is bordered by the Emerson neighborhood on the east side of Broadway, which contains City Hall, a sports complex, and the City's minor league baseball stadium.

The neighborhood has excellent transportation access, which includes interchanges to the Indiana Toll Road at Buchanan and Broadway, U.S. 12 and U.S. 20 running through Downtown, and a South Shore Line commuter rail station.

It is also the "front door" to U.S. Steel, which is located north of the toll road along Lake Michigan.

Demographics (2000)**Population**

Population: 4,684

Race

African-American/Black: 87.5%

White: 5.5%

Other: 7.0%

Ethnicity

Hispanic: 9.1%

Age

Under 18: 27.6%

Over 65: 16.5%

Households

Total: 1,827

Average Household Size: 2.79

Housing

Housing Units: 2,241

Owner-occupied: 35.9%

Vacant: 18.5%

Land Use

Residential

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

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

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

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

An example of a recent infill housing development is the Horace Mann project, which includes 80 units and is located at 6th and Washington.

Commercial

Commercial uses are concentrated along Broadway and 5th. These commercial corridors have numerous vacant lots and vacant, deteriorating buildings and in general present a blighted appearance. Active uses include the Chase Bank at 5th and Broadway and isolated restaurants, professional office buildings, gas stations, and convenience stores along 5th and Broadway. The McDonald's restaurant at 5th and Grant has attractive landscaping and provides an aesthetically pleasant western entrance to the neighborhood.

Institutional

Institutional uses include Lake County Superior Court, Jefferson Elementary, Holy Angels Cathedral School, various churches, Gary Public Library, Boys & Girls Club, Genesis Convention Center, and the Gary Housing Authority offices.

The Convention Center is home to a professional basketball team and also hosts conferences, events, and meetings. The parking deck adjacent to the Convention Center appears to be in fair to poor condition. The City has plans to refurbish this structure.

Open Space

Jackson Park, Borman Square, Rees Park, Pierce Playground, and a small portion of Gateway Park are all located within Downtown West.

Issues/Constraints/Negatives

- Many of the retail and mixed-use buildings along Broadway and 5th are vacant and in poor condition.
- Housing conditions in the eastern portion of Downtown West are poor and large areas are vacant, which detracts from the Downtown's retail market.
- Vacant lots present a poor image and detract from the neighborhood's vitality.
- Many of the neighborhood's historic structures are abandoned and in poor physical condition, including the United Methodist Church.
- Some open spaces lack maintenance and do not enhance the Downtown's image.
- Although the Convention Center and baseball stadium are only three blocks apart, there is no apparent visual/streetscape connection between the two areas.

Opportunities/Strengths/Positives

- The concentration of municipal, county, and Convention Center activities in this area creates some stability and generates activity.
- The gateway area, including the two domed civic buildings and open spaces along 4th and around the Convention Center, are well-maintained and present a positive gateway image for the City.
- The South Shore Line and Indiana Toll Road provide excellent transportation access for Gary residents and visitors to the City.
- Borman Square Park and the neighborhood's smaller parks provide ample open space.
- A recent residential development has filled in vacant blocks and brought more residents to Downtown West.

Emerson Neighborhood

The Emerson neighborhood is located in the north-central part of the City and is bounded by the Grand Calumet River, the I-90 Indiana Toll Road, 9th Place, and Broadway. The neighborhood was part of the original plat developed by the Gary Land Company and contains City Hall, a sports complex, and the City's minor league baseball stadium.

The neighborhood has access to the Indiana Toll Road at Broadway and U.S. 12 and U.S. 20 run through the neighborhood. A South Shore Line station is nearby in the Downtown West neighborhood.

Demographics (2000)

Population

Population: 3,358

Age

Under 18: 30.3%

Over 65: 14.3%

Race

African-American/Black: 90.1%

White: 5.9%

Other: 4.0%

Households

Total: 1,185

Average Household Size: 2.80

Ethnicity

Hispanic: 4.4%

Housing

Housing Units: 1,532

Owner-occupied: 39.8%

Vacant: 22.7%

Land Use

Residential

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

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

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

Commercial

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

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

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

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

Institutional

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

Open Space

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

Issues/Constraints/Negatives

- Many of the retail and mixed-use buildings along Broadway and 5th are vacant and in poor condition.
- Housing conditions on the west side of Emerson are poor and some areas are vacant, which detracts from the Downtown's retail market.
- Vacant lots present a poor image and detract from the vitality of Downtown West and Emerson.
- Many of the neighborhood's historic structures are abandoned and in poor physical condition, including Union Station, the former Post Office, and the Memorial Auditorium.
- Some open spaces, such as the plaza on the southeast corner of Broadway and 5th or Buffington Park, lack maintenance and do not enhance the Downtown's image.
- Although the Convention Center and baseball stadium are only three blocks apart, there is no apparent visual/streetscape connection between the two areas.

Opportunities/Strengths/Positives

- The concentration of civic and institutional activities in this area creates some stability and generates activity.
- The gateway area, including the two domed civic buildings and open spaces along 4th and around the Convention Center, are well maintained and present a positive gateway image for the City.
- The baseball stadium is an attractive, vital use that brings visitors into Downtown Gary.
- Buffington Park and the neighborhood's smaller parks provide ample open space.
- Recent residential developments have filled in vacant blocks/lots and brought more residents to Downtown West.

Aetna Neighborhood

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

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

Demographics (2000)

Population

Population: 4,942

Age

Under 18: 32.8%

Over 65: 5.5%

Race

African-American/Black: 83.2%

White: 10.9%

Other: 5.9%

Households

Total: 1,662

Average Household Size: 2.88

Ethnicity

Hispanic: 6.3%

Housing

Housing Units: 1,876

Owner-occupied: 58.0%

Vacant: 11.4%

Land Use

Residential

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

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

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

Commercial

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

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

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

Institutional

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

Industrial

A large Northern Indiana Public Service Company (NIPSCO) facility is located on the west side of the neighborhood on the southeast corner of I-65 and Dunes Highway (U.S. 12/U.S. 20). Two large industrial sites are also found on the north side of Dunes Highway on the west end of the neighborhood.

Open Space

The Aetna neighborhood contains Glen Ryan Park, Aetna Playground and Aetna Park, and June Labroi Park.

Issues/Constraints/Negatives

- Several commercial properties, including a former Kmart, are vacant.
- Homes in poor condition and vacant lots are found in some locations.
- Houses are located adjacent to industrial uses with insufficient screening and buffering. Such houses include those on the east side of the NIPSCO facility and those west of homes on New Jersey Street, north of the Dunes Highway.

- Dunes Highway divides the neighborhood.

Opportunities/Strengths/Positives

- The South Shore Line station and nearby expressway interchanges provide excellent transportation access.
- Vacant or underutilized land near the South Shore Line station provides an opportunity for transit-oriented development, such as additional housing and shops.
- Aetna residents have access to retail and restaurants along U.S. 12, U.S. 20, and in Miller.
- Aetna has residential development centered around parks and open space and has quick access to additional open space in the Indiana Dunes National Lakeshore and Marquette Park.

Miller Neighborhood

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

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

As the only Gary neighborhood with lake frontage, Miller acts as an important recreational center for the entire City. Marquette Park, in particular, is a community landmark with large stretches of shoreline, large landscaped grounds, a historic pavilion bathhouse, and a large playground. The lakeshore is also accessible via Wells Street Beach in the northeastern corner of Miller.

Demographics (2000)

Population

Population: 9,900

African-American/Black: 70.9%

White: 24.3%

Other: 4.8%

Ethnicity

Hispanic: 4.8%

Age

Under 18: 26.0%

Race

Over 65: 9.5%

Households

Total: 4,280

Average Household Size: 2.43

Housing

Housing Units: 4,773

Owner-occupied: 47.4%

Vacant: 10.3%

Land Use

Residential

Most of Miller's housing consists of single-family homes, many of which are located in recent subdivision developments. There are also several recent rowhome and condominium developments in the Miller Beach area near the lakefront. Large multi-family complexes include Miller Village at County Line and Indian Boundary Roads, Duneland Village at 3rd Avenue and Gibson Street, Marina Dunes Apartments at Lake Street and Hemlock Avenue, Windsor Square on Grand Boulevard, and Woodlake Village Apartments in the southeast corner of the neighborhood.

Housing conditions in Miller are generally good. Compared with other neighborhoods, the homes in Miller are well-maintained and there are few vacant lots. There has been residential development along the lakeshore, including a mixture of single-family, rowhomes, condominiums, and affordable housing. Duneland Village is a 131-unit, mixed-income, HOPE VI, multi-family redevelopment project that was completed in 2005.

In peripheral areas there are some residential areas that suffer from poor housing stock, a high number of vacant parcels, and deteriorated parcels, as well as a lack of nearby shopping or services opportunities. Examples include the residential blocks at Lake Street and Birch Avenue and the residential subdivisions between US-12 and 20.

Commercial

Neighborhood-oriented retail is primarily situated along Lake Street in the southwestern corner of the neighborhood. Much of the corridor consists of small-scale, independent shops, restaurants, galleries, and professional service uses, as well as banks, auto-services businesses, and institutional uses. At the intersection of Lake and U.S. 20, there are a number of retail,

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

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

In addition, there is a small node of neighborhood-oriented retail at Locust and Shelby Streets in the “Miller Beach” section of the neighborhood. The node contains a small number of restaurant/bar, café, convenience, and professional office establishments. Although the businesses are fully occupied and well-maintained, the area suffers from a lack of streetscaping and landscaping and has several large parking lots.

Institutional

Schools in the neighborhood include Kennedy-King Middle School, William Wirt High School, two charter schools, and the newly constructed Marquette Elementary. The neighborhood also contains a branch library and a post office.

Open Space

The neighborhood has a wide variety of playgrounds and parks. The attractive and renovated Marquette Park provides access to Lake Michigan and the neighborhood is transected by a large swathe of the Indiana Dunes National Lakeshore.

Issues/Constraints/Negatives

- The U.S. 20 corridor lacks direct access to an interchange on I-90 and I-80/I-94.
- Some residential areas in limited locations are deteriorating.
- A number of multi-family complexes are located in isolated locations far from shopping and employment opportunities.
- Increased train traffic in the area will impact access to the Lakefront and neighborhoods.

Opportunities/Strengths/Positives

- The neighborhood is an important recreational center for the City with both Lake Michigan and Indiana Dunes National Lakeshore access.
- There is a significant potential to increase open space and recreation opportunities in the immediate area.
- Most of the housing stock in the neighborhood is in good condition and there have been a large number of new residential developments near the Lakeshore.

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

Westside Neighborhood

The Westside neighborhood is located in the far west-central section of the City. It is bounded by the Norfolk Southern tracks, Clark Road, 25th Avenue, and the City of Hammond.

Demographics (2000)

Population

Population: 6,153

Age

Under 18: 32.5%

Over 65: 10.3%

Race

African-American/Black: 63.3%

White: 31.9%

Other: 4.8%

Households

Total: 2,152

Average Household Size: 3.04

Ethnicity

Hispanic: 10.1%

Housing

Housing Units: 2,340

Owner-occupied: 50.9%

Vacant: 8.0%

Land Use

Residential

Residential uses are limited to the south and northeast portions of the Westside neighborhood because of the large area taken up by industrial uses, a landfill, and institutional uses.

To the northeast, the housing is mostly single-family residences in good condition. An area bounded by 15th, Geery, Clark, and 9th has several blocks of housing in fair or poor condition. Blocks with numerous vacant lots are found throughout this portion of the neighborhood.

Several multi-family developments – generally in good condition – are also found in this area, including along Burr and Clark streets.

On the south side of the neighborhood, in an area bounded by Cline Avenue (Route 912), I-80, Clark, and 21st, many of the blocks have housing in fair to poor condition, while a few blocks are in good condition. Vacant lots are less of a problem in this section of Westside, although parts of the neighborhood near a landfill are empty.

Commercial

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

Institutional

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

Industrial

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

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

Open Space

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

Issues/Constraints/Negatives

- Several residential blocks are immediately adjacent to a large landfill or industrial uses.
- Many blocks have vacant lots or housing in poor condition.
- Littering and dumping are an issue in portions of Westside.
- The neighborhood has little commercial development.

Opportunities/Strengths/Positives

- With an interchange on Cline (Route 912) and I-80, the neighborhood has good expressway access.
- The neighborhood has many natural areas/corridors that could be connected into a greenway system.
- Westside has a variety of housing types, and many blocks are in good condition.
- Vacant or underutilized industrial land presents opportunities for development/job creation.

Tolleston Neighborhood

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

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

Demographics (2000)

Population

Population: 14,289

Race

African-American/Black: 97.5%

Other: 1.5%

White: 1.0%

Ethnicity

Hispanic: 1.1%

Age

Under 18: 27.9%

Over 65: 19.3%

Households

Total: 5,300

Average Household Size: 2.69

Housing

Housing Units: 5,772

Owner-occupied: 61.8%

Vacant: 8.2%

Land Use

Residential

Tolleston's housing stock is predominantly comprised of single-family homes, nearly 60% of which are owner-occupied. In addition to some scattered apartment buildings, there are three large multi-family complexes, including the now vacant Ivanhoe Gardens on 11th Avenue, Small Farms (an apartment complex on 24th Lane), and Oak Knoll Renaissance Apartments on 23rd Court.

The condition of Tolleston's housing stock ranges considerably from east to west. In the eastern half there are large concentrations of vacant parcels and homes are generally in fair to poor condition. In the western half residential blocks are generally well maintained and there are few vacant parcels.

Commercial

The neighborhood has two commercial corridors: 11th and 15th Avenue. Both strips are located in the northeast corner of the neighborhood and are separated by only four blocks. Although both corridors contain some convenience retail, autobody service, gas stations, professional

offices, and restaurants, most blocks contain a high level of vacant storefronts, vacant lots, or non-commercial uses, including churches and residential buildings.

Institutional

The neighborhood contains one middle school, three elementary schools, two private schools, a post office, a branch library, and churches.

Open Space

Tolleston Park, Tarrytown Playground, Pachter Park, Rutledge Totlot, and MC Bennett are located within the Tolleston neighborhood. MC Bennett is a major community park offering a wide range of uses to the neighborhood residents. Tolleston Park is a large community level park also offering many different uses. The parks within this neighborhood serve potential users well.

Issues/Constraints/Negatives

- The eastern half of the Tolleston neighborhood has numerous vacant lots and buildings in poor condition.
- The neighborhood has limited shopping options, most of which are concentrated in its northeastern corner.

Opportunities/Strengths/Positives

- Redevelopment of the Ivanhoe Gardens public housing complex is planned as a public housing complex.
- Many of the residential blocks in the western half of the neighborhood are in fair to good condition with few vacant parcels.
- The neighborhood has several schools and a library that can serve as community anchors.
- Tolleston Park provides important recreational amenities.

Midtown Neighborhood

The Midtown neighborhood, which is also known as Central, is located in the center of Gary, just south of Downtown. It is bounded by 9th Place, Maryland Street, I-80/I-94, and Grant Street.

Demographics (2000)

Population

Population: 12,056

Race

African-American/Black: 97.4%

Other: 1.4%

White: 1.2%

Ethnicity

Hispanic: 1.3%

Age

Under 18: 27.0

Over 65: 20.1

Households

Total: 5,076

Average Household Size: 2.37

Housing

Housing Units: 6,211

Owner-occupied: 36.6%

Vacant: 18.3

Land Use

Residential

Midtown has a mix of single-family and multi-family developments. Many of the single-family blocks are fair or poor condition and have numerous vacant lots. Vacant blocks are concentrated northeast of the railroad tracks and south of the tracks between Madison Street and Broadway, although vacant lots are found on other blocks as well.

Multi-family developments range from older developments in fair condition with a mix of single-family, duplex, and multi-family buildings to new, town-house-style multi-family buildings in good condition on the northeast corner of 15th and Madison. A new multi-family development at the southwest corner of 21st and Virginia is adjacent to a crumbling factory. Some units are less than 50 feet from the facility and no fencing or berming is present to screen or limit access to the factory. This provides a safety issue.

Stable blocks in good condition are concentrated between 19th and 21st from Polk to Washington, including some new single-family homes recently developed on the eastern end of that section. Other blocks in good condition are found sporadically, south of 23rd.

Commercial

Commercial blocks are found on Grant, Broadway, 25th, and 15th; most are in fair to poor condition. The corridors contain numerous vacant lots or vacant buildings, lack street trees or landscaping, and generally have dated or unattractive facades.

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

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

Institutional

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

Industrial

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

Land-use conflicts with adjacent residential uses include:

- The area near the intersection of Grant and 10th;
- Behind homes along Pierce in the two blocks south of 11th;
- Between 21st and 22nd between Massachusetts and Virginia;
- The area near 15th and Pierce.

Open Space

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

Issues/Constraints/Negatives

- The Midtown neighborhood has numerous vacant blocks and buildings in poor condition.
- The neighborhood has limited retail shopping, although it does have an active shopping center strip.
- Industrial uses adjacent to homes with inadequate buffering and screening are affecting quality of life.

Opportunities/Strengths/Positives

- High-quality residential blocks provide “building blocks” for future redevelopment.
- New housing has been recently added to the area.

- Vacant blocks provide development/redevelopment opportunities.
- The neighborhood has several schools that can serve as community anchors.
- Several parks provide amenities for Midtown.

Pulaski Neighborhood

The Pulaski neighborhood is located in east-central Gary and is bounded by the Norfolk Southern tracks, I-80/I-94, and Maryland Street. The neighborhood is located directly south of the large industrial area along 15th Avenue. The Pulaski neighborhood also includes the Marshalltown subdivision, an area bounded by 21st Avenue, Central Avenue, South 23rd Street, and Martin Luther King Jr. Drive.

Although there are no interchanges within the neighborhood itself, the Broadway/I-80/I-94 and 15th Avenue/I-65 interchanges are nearby.

Demographics (2000)

Population

Population: 6,777

Race

African-American/Black: 96.9%

Other: 1.7%

White: 1.4%

Ethnicity

Hispanic: 1.3%

Age

Under 18: 34.3%

Over 65: 14.7%

Households

Total: 2,435

Average Household Size: 2.75

Housing

Housing Units: 2,705

Owner-occupied: 39.7%

Vacant: 4.0%

Land Use

Residential

Pulaski's housing stock is mostly comprised of single-family dwellings. Multi-family buildings include the recently developed Lancaster Apartments on Virginia Street and St. John Homes on Carolina Street.

Much of the neighborhood's housing stock is in fair condition. The residential blocks in the western half of the neighborhood are in fair to good condition and there has been some new residential development as well as rehabilitation of existing affordable housing complexes. The

eastern half of Pulaski has a number of residential blocks with small, poorly-maintained houses and deteriorated apartment complexes.

Most residential blocks have few, if any, vacant lots, though there are blocks scattered throughout the neighborhood that are more than 50% vacant. Notable patches of vacant blocks include the blocks adjacent to MLK Jr. Blvd. and blocks along Virginia Street.

Commercial

Some neighborhood-oriented retail and commercial uses are present along 21st Avenue and Virginia Streets, although many of the blocks are vacant, contain vacant storefronts, or have non-commercial uses. Of the remaining commercial uses, there are small grocery/convenience stores, take-out food and ice cream shops, and professional services. Several of the blocks along the corridor now contain institutional uses (such as churches) and multi-family buildings.

Institutional

The neighborhood has a middle school, three elementary schools, a pre-school, and churches.

Open Space

Pulaski Playground, Nichols Place, Ironwood Park, Hatcher Park, Marshalltown Playground, and the Maryland Totlot are located within the Pulaski neighborhood.

Much of the southeast corner of the neighborhood is open space, which provides wildlife habitat and flood control. The area is also used for illegal dumping because of its many deteriorating streets.

Issues/Constraints/Negatives

- The neighborhood-oriented commercial corridor along 21st Street is largely vacant with many vacant blocks and empty storefronts.
- Several of the multi-family complexes are in poor condition with vacant, boarded-up dwelling units and deteriorated streets and landscaping.
- Many of the subdivisions in the eastern half of the neighborhood are comprised of small houses.
- The six-lane Martin Luther King Jr. Boulevard is a barrier between the east and west halves of the neighborhood.

Opportunities/Strengths/Positives

- Williams Elementary is a recently-constructed school facility.
- The neighborhood is in close proximity to Downtown, Broadway, I-65, and the large industrial area along 15th Avenue.
- Many of the single-family neighborhoods are well-maintained.

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

Black Oak Neighborhood

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

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

Demographics (2000)

Population

Population: 4,216

Age

Over 65: 10.5%

Race

White: 84.7%

Other: 7.8%

African-American/Black: 7.5%

Households

Total: 1,670

Average Household Size: 2.53

Ethnicity

Hispanic: 10.7%

Under 18: 28.1%

Housing

Housing Units: 1,887

Owner-occupied: 62.2%

Vacant: 11.5%

Land Use

Residential

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

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

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

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

Commercial

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

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

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

Institutional

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

Open Space

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

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

Issues/Constraints/Negatives

- Infrastructure, including sidewalks, curbing, and streetlights, are lacking on many residential blocks.
- Many homes are in poor condition and vacant lots are common.
- The area may be more difficult to develop because of wetlands, floodplains, and other natural features.

Opportunities/Strengths/Positives

- The neighborhood has direct access to I-80 with exits at Cline Avenue, Burr Street, and Chase Street.
- Lake Etta Park provides is an important local and regional recreational amenity.
- The Village Shopping Center on Grant and the Ridge/Colfax Shopping Center on Ridge, as well as nearby retail/restaurant uses, provide shopping and dining opportunities for residents.

Glen Park East/West Neighborhood

The largest of Gary’s neighborhoods in terms of population, Glen Park East/West is located in the far south-central section of the City. It is bounded by Grant Street, I-80/I-94, the City of Hobart, the City of Merrillville, and unincorporated Calumet Township.

The neighborhood has interchanges with I-80/I-90 at Grant Street and Broadway. I-65, which runs to the east of the neighborhood, has an interchange with 37th Avenue.

Demographics (2000)

Population

Population: 25,454

Age

Under 18: 32.6

Race

African-American/Black: 85.8%

Over 65: 8.2%

White: 9.3%

Households

Total: 8,614

Other: 4.9%

Average Household Size: 2.95

Ethnicity

Hispanic: 5.5%

Housing

Housing Units: 9,812

Owner-occupied: 51.1%

Vacant: 12.2%

Land Use

Residential

Most of the housing in Glen Park East/West is single-family; approximately 50% is owner-occupied. There are concentrations of multi-family housing, including apartments, senior housing, and residence halls, adjacent to Gleason Park and the Indiana University campus, as well as small concentrations of multi-family housing scattered throughout the neighborhood. Duplexes line a block of Kentucky Street in the southeast corner of the neighborhood.

Most of the housing in the neighborhood is in fair to good condition, although there are several areas with deteriorated and poorly-maintained housing. Areas with a high-level of well-maintained housing are the blocks south of Gleason Park and around 45th Avenue and Georgia Street. Areas with large sections of poorly maintained housing include the blocks surrounding Ridge Road and Vermont Street.

Although most of the neighborhood's blocks are primarily intact, there are several areas with large numbers of vacant lots. Notable pockets include around Benjamin Franklin Elementary, along the railroad and former railroad right-of-ways that bisect the community, along Ridge Road at Polk Street, and along Ridge Road between Chase and Grant Streets.

Several of the residential neighborhoods located in the far western portion of the neighborhood suffer from high water levels and have streets that lack adequate paving, curbing, and stormwater drainage.

Commercial

In addition to the Village Shopping Center located across the street in the Black Oak neighborhood, the east side of Grant Street is mostly occupied with additional retail, restaurant uses, and professional services. Further north, the corridor is dominated by highway-oriented commercial uses such as the truck stop near the I-80/I-94 interchange.

Neighborhood-oriented retail is also present along Broadway, although the corridor contains a large number of vacant storefronts, vacant lots, and non-commercial uses. The most vibrant sections of Broadway are near Indiana University, at Ridge Road, and south of 45th Avenue.

Broadway Avenue provides a wide variety of neighborhood-oriented commercial and professional office uses. Grant Street provides a mixture of highway-oriented and local-oriented retail, including The Village Shopping Center. There are also small retail clusters along Ridge Road and along 49th Avenue.

Industrial

Industrial properties are mostly small-scale and are located along the old rail right-of-way between Georgia, Martin Luther King Jr., Ridge, and 39th. A number of properties have large metal scrap or automobile-storage yards. Several properties are located adjacent to residential neighborhoods without any screening or buffering and truck traffic is present on some residential streets, including Van Buren Street.

Institutional

The Glen Park East/West neighborhood has a number of both public and private school facilities. There are four elementary schools, Bailly Middle School, Lew Wallace High School, and several mixed-grade schools. Most schools are in fair to good condition and Glen Park Academy is a new facility. There are also several private and parochial schools in the neighborhood, including Gary Lighthouse Charter and Willowglen Academy. There are two higher-education institutions: Indiana University Northwest and Ivy Tech Community College.

The neighborhood also contains a branch library at Broadway and 40th Avenue, a post office on 38th Avenue, and a state office building at Ridge and Adams.

Open Space

Glen Park East/West contains a high number of parks. The South Gleason Golf Course and Gleason Park are located toward the northern boundary of the neighborhood. Junedale Fields, Fisher Park, East Glen Park, Howe Park, Pitman Square, and the Kentucky Street Totlot are also located in the Glen Park East/West.

The open space of wetland, forest, farm fields, and floodplain along the Little Calumet River in the north of the neighborhood provides a “green” character, recreational opportunities, and a wildlife habitat. A bike trail in the extreme southern section of the neighborhood provides additional recreational opportunities.

Issues/Constraints/Negatives

- A number of industrial properties and junkyards are located adjacent to or abutting residential neighborhoods without adequate screening or buffering.
- Numerous vacant storefronts and lots are present along Broadway, Ridge, and within smaller clusters of retail.
- Noise from and illegal dumping along the Norfolk Southern tracks is diminishing the attractiveness of nearby residential properties.
- Daniel Webster Elementary School and its playground appear to be maintained poorly.

Opportunities/Strengths/Positives

- The neighborhood contains strong institutions, including Indiana University Northwest and Ivy Tech Community College.
- The residential housing stock is mostly in fair to good condition with few vacant properties or lots.
- The Village Shopping Center and nearby retail/restaurant uses provide shopping and dining opportunities for Glen Park East/West and surrounding neighborhoods.
- Vacant or commercial properties along Broadway and Ridge could be redeveloped into new commercial or housing uses.

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

Section 11: Constraints & Opportunities

Constraints/Issues/Negatives

Overall:

- The perception of public safety affects the quality of life and image of the community.
- The tax system impacts redevelopment and affects the ability of owners to maintain their properties.
- Flooding is a problem in some areas of the City, including in areas that are low-lying, are in the floodplain, or have inadequate drainage.

Physical Conditions:

- Code enforcement is an on-going challenge for the City, although City officials report that they are working on updating the code and enhancing enforcement efforts.
- Outdoor storage of materials, littering, a general lack of property maintenance, and illegal dumping affect many highly visible properties, roadsides, and entry points.
- Vacant lots detract from the City's image and vitality.
- Although the convention center and baseball stadium are only three blocks apart, there is no apparent visual/streetscape connection between the two areas.
- Many commercial areas do not have consistent streetlights, street furniture, street trees, and other streetscape amenities.

Residential:

- Much of the housing stock consists of older, wood-frame homes that require a high level of maintenance. Some owners, including the large number of seniors in the City, struggle to maintain their properties.
- Many residential structures are vacant and the City has demolished a large number of homes.
- Some multi-family complexes are located in isolated locations far from shopping and employment opportunities.
- Some large multi-family housing developments are vacant, in poor condition, or deteriorating.

Commercial:

- Several long corridors are zoned primarily for commercial use. This may hinder the development of a “critical mass” of activity.
- Commercial districts suffer from vacant properties, poorly-maintained facades, a limited range of shops and services, a lack of landscaping, and excessive parking lots and curb cuts.
- Several commercial areas lack consistent, attractive streetscapes.

Institutional:

- The public perception of the school district is poor, hindering residential growth.
- A continued decline in student numbers will have negative impacts on school funding.
- Several schools have closed in recent years. This has left vacant buildings in several neighborhoods.
- The City’s full-service hospital, Methodist Hospital’s Northlake Campus, has experienced financial difficulties.

Industrial:

- Some industrial sites are within neighborhoods and directly adjacent to residential uses. This has negative impacts on adjacent residential uses due to truck traffic, noise, and/or views.
- Some industrial uses lack buffers, screening, and landscaping, especially from high-visibility locations or when adjacent to residential uses.
- Some industrial parcels are vacant or underutilized.
- Some of Gary’s industrial land is or may be contaminated, complicating development or redevelopment efforts.

Parks & Open Space:

- Parks are not all well-maintained. Staff is not available and/or not trained sufficiently to maintain parks and specialty areas such as pools, ball fields, and courts.
- Much of the park signage appears dated or is non-existent in some parks.
- Many parks scattered throughout the City make maintenance efforts a less efficient use of the City’s resources.
- Many of the parks are under-utilized.

- Barbed wire fencing and out-of-date equipment create safety concerns.
- Views and access to the City's rivers are limited in some locations

Natural Resources:

- Although Gary has numerous natural areas with dunes, swales, wetlands, and woodlands, many are disconnected and not every neighborhood has good access to natural areas.

Historic Preservation:

- The Preservation Ordinance and Preservation Commission have yet to be put in place. Therefore, historic properties are not being protected.
- The City needs an updated, city-wide historic resources survey and designated local landmarks.
- Vacant historic properties are not properly stabilized, leading to demolition.
- Building owners (both private and public) need to be informed about the historic and cultural importance of their buildings and about the state and federal incentives that are available for repair and maintenance of historic properties.

Zoning:

- The current zoning code does not include landscape requirements.
- Residents and business owners reported that the current building code does not allow for "green building" techniques.
- Aspects of the ordinance, including F.A.R. requirements, setback requirements, and allowed uses, are complicated and confusing.
- Although most zoning districts are well-placed, there are a number of locations where current zoning encourages land use conflicts. For example, B5 districts in Downtown West and M1 districts in University Park are directly adjacent to residential districts.
- There may be more land zoned commercially than necessary to meet market demand, which may result in vacant or underutilized properties or commercial uses dispersed throughout the City without clusters or a proper concentration to form a "critical mass" of activity.
- For commercial districts, front- and side-yard requirements are not specified, which could result in inappropriate suburban-style retail development in urban areas.

Transportation:

- The multiple one-way streets will need to be reviewed for optimization of access during the redevelopment in the Downtown Business District and Stadium Districts. Many intersections along U.S. 12 (4th Avenue) and U.S. 20 (5th Avenue) have drainage issues that need to be addressed.
- Access to the Miller area, including Marquette Park, is a concern. The area only has three roadways connecting it to Gary: Lake Street, Grand Boulevard via Old Hobart Road, and County Line Road. There are two very active rail lines running east-west through this area, causing traffic congestion: the South Shore passenger rail and the B&O.
- In an effort to decrease the numerous at-grade crossings with railroads, the City of Gary street network was developed with many streets dead-ending before rail lines. This is especially evident in the Stadium District and the Downtown Business District.
- Heavy, fast-moving traffic, including truck traffic, is negatively impacting roadways and streets in some locations, including 4th, 5th, and some truck routes through neighborhoods.
- Access to Buffington Harbor casinos is difficult and lacks direct access from a Cline Avenue interchange.

Economic Development:

- Property tax issues and negative perceptions about City schools may hinder the City's ability to attract new industry/jobs.

Opportunities/Strengths/Positives

Overall:

- Gary has a strategic location in the Midwest, resting along major national highway and rail routes, adjacent to a growing commuter airport and a lake port, and close to the City of Chicago and other Northwest Indiana urban centers.
- Lake Michigan is an important amenity for industrial, recreational, and aesthetic reasons.
- Improvements by the Gary Sanitation Department and the Army Corps of Engineers, as well as more appropriate development in flood-prone areas, is reducing the impacts of flooding.

Physical Conditions:

- The gateway area, including the two domed civic buildings and open spaces along 4th Avenue and around the convention center, are well-maintained and present a positive gateway image for the City.
- Rehabilitation plans for Downtown Gary buildings, including the former Sheraton Hotel, will improve the vibrancy and “look” of the Downtown area.
- The City has developed several partnerships to improve its appearance and upkeep, including one with the Keep America Beautiful campaign.
- The City has worked with the State to rehabilitate streetscape elements and sidewalks along Grant Street.

Residential:

- The housing stock is in good condition in large areas of the City.
- The City has a good mix of housing products that include single-family, duplexes, rowhouses/townhouses, and multi-family developments.
- The City has a demolition program instituted to remove unsafe, deteriorated buildings.
- The City is emphasizing code enforcement on deteriorating properties.
- The community has more affordable housing than other communities in the Chicago metropolitan region.
- Recent residential developments, including HOPE VI mixed-income development, have filled in vacant blocks with attractive, new residential units.

Commercial:

- Some commercial locations, such as the Lake Street commercial corridor in Miller, the Village Shopping Center, and the Tri-City Plaza Shopping Center, provide shopping for Gary residents.
- Gary Lakefront casinos and the hotel attract numerous visitors to the City and may spark further redevelopment in the northwest corner of the City.
- Land is available for commercial development.
- Although vacant lots and storefronts are common on commercial corridors, pockets of vibrant uses can provide “building blocks” for successful retail nodes.

- The City or other government agencies control or will control many parcels Downtown, which could make a master redevelopment easier than if the parcels were owned by numerous private owners.
- Lake Street and Miller Beach in the Miller neighborhood are vibrant, “Main Street”-style shopping districts.
- Broadway and Ridge Road in University Park may be able to further build off of nearby educational institutions by attracting students and faculty.

Institutional:

- Indiana University Northwest and Ivy Tech College provide valuable education and training to Gary residents and the entire region.
- The two Methodist Hospitals campuses provide essential medical care for Gary residents and Methodist has expansion plans at the Midlake Campus on 25th Street.
- Gary Civic Symphony, arts groups, and other cultural entities are anchors for the community and can play a role in redevelopment.
- Most of Gary’s municipal departments are located within a few blocks of each other in Downtown or the Central (Midtown) neighborhood. Some key institutional functions, such as libraries, post offices, and fire stations, are located strategically around the City.

Industrial:

- The City has several large employers that provide jobs and contribute to the tax base, including U.S. Steel, which employs around XXXXXXXXXXXX area residents.
- Vacant or underutilized industrial properties near the airport provide opportunities for development.
- There are several state and federal programs designed to assist in the remediation of contaminated properties, including RCRA, Superfund, the Voluntary Remediation Program, and the Brownfields Program.

Parks & Open Space:

- There is a large amount of park space and natural resources.
- Parks create structure and act as an identifying feature for surrounding communities.
- The 2005 Green Links Master Plan creates opportunities for connections.
- Opportunities exist to generate revenue by hosting special events or charging fees for facilities.

- There are a variety of uses/activities throughout the parks.
- Hosting festivals in the parks could increase usage.
- Opportunities exist to consolidate park land to help facilitate maintenance.
- The Parks Department is willing to be more active in the day-to-day maintenance of the City's parks, but they require manpower, funding, and restructuring to give them the power to do so.
- Some of Gary's parks are host to undisturbed ecosystems.
- Gateway Park is in a highly visible location to act as a gateway and identifier for the City.
- Some areas along the City's rivers, including Ambridge Park, provide an opportunity for greater community access to the waterfront. Such areas include overlooks and paths.
- Natural areas/corridors in the City could be linked to provide a "green" character and corridors for wildlife and multi-use trails.

Natural Resources:

- There are environmental/recreational-corridor-related opportunities as noted in the Gary Green Links Plan
- There are opportunities for the Lakeshore redevelopment as noted in the Marquette Reinvestment Study.
- Opportunities exist for biodiversity retention and enhancement to create connections between high quality natural areas via environmental corridors.
- Opportunities exist to develop environmental tourism within high quality natural areas.
- The presence of state- and federally-protected species within City limits offers opportunities for strengthening the City's natural and environmental profile.
- Opportunities exist for brownfield redevelopment.

Historic Preservation:

- Grants, tax incentives, and loans are available for the restoration and maintenance of historic properties on a state and local level.
- Gary has two historic districts and eight properties listed on the National Register of Historic Places.
- There is a wealth of historically and culturally significant properties in the City of Gary that are eligible to be listed on the National Register of Historic Places, making them available for federal funding.

- There are many existing resources available on historic and culturally significant properties in the City of Gary.

Zoning:

- Residential districts are generally appropriate in terms of size and placement.

Transportation:

- Currently, U.S. 12 (4th Avenue) and U.S. 20 (5th Avenue) are one-ways in a section of the City. Changing the streets to two-way traffic would increase the opportunity for redevelopment along the roadways and, in rerouting truck traffic, air quality would improve.
- Recently, U.S. 12 (from the portion under the Indiana Toll Road to the west) was in the process of being turned over to the City of Gary but the transfer was not completed.
- Overall, the street network in University Park is in good condition, with the exception of Chase Street, which is in very poor condition. Total reconstruction of this roadway is recommended.
- The Downtown and Stadium Districts' street networks are in fair to good condition. There are numerous one-way streets that may need to be changed to two-way in some locations.
- The Westside Development District has good roadway access. The interchange with Cline Avenue is in poor condition. 9th Avenue, 15th Avenue, and Chase Street will require reconstruction in areas.
- The Lakefront Reclamation and Development District access exists as Buffington Harbor Drive. Its interchange with Cline Avenue will need to be modified to provide better access for northbound Cline Avenue toward the lakefront. Other access points to this area will be needed for redevelopment.
- Possible future plans for the trolley service involve expanding to the Miller area to complement a Navy-Pier-like development.
- The Gary Public Transportation Corporation is working with the Northern Indiana Regional Planning Commission (NIRPC) Regional Bus Authority to develop plans to provide seamless transit throughout Northwest Indiana. Currently the surrounding communities do not have coordinating bus schedules and riders can experience long wait times at some bus stops.
- Amtrak has a passenger service with the CSX Railroad on several shared rail lines. There is no station in Gary so passengers must board at Chicago's Union Station.
- There are multiple at-grade railroad crossings in the City of Gary. At one time, the Four Cities Consortium (a collaboration between the mayors of East Chicago, Gary,

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

- Offering a hovercraft ride on Lake Michigan from Gary to other lakeside attractions in Chicago, cities surrounding Gary, and in Michigan provides an opportunity for Lakeshore development.
- Buffington Harbor has a private breakwater with a lighthouse that could possibly be used as a tourist destination. The harbor has restaurants and hotels which support the casinos. Plans are in development for the construction of a residential, retail, and recreational complex on the site of the old cement company property that is now owned by the City of Gary.
- Although there are no passenger flights currently operating out of the airport, there are expectations of one starting operation in the near future.
- The Indiana National Guard is constructing a new armory at the airport and will base their Chicago area air operation there.
- There will be an opportunity for economic development in the area surrounding the airport to support the increase in businesses operating out of the airport as a result of the expansion project.
- The City has excellent transportation access, with several expressways and numerous interchanges throughout the City.
- The City's three South Shore Line stations provide direct access to cities all the way from Chicago to South Bend.
- Vacant or underutilized land near South Shore Line stations provides an opportunity for transit-oriented development such as additional housing and shops.

Economic Development:

- The Gary/Chicago International Airport has a planned expansion that may bring more passenger and freight traffic to the facility, stimulating economic growth in the region. This could include additional business parks or related development near the airport in Gary.
- Gary is part of the larger Northwest Indiana "job shed" that has access to jobs in Chicago.
- Gary has excellent access to transportation networks such as several interstate highways, rail routes, and shipping via Lake Michigan.

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

Section 12: GARY in the 21st CENTURY

Future Vision

While the City of Gary has numerous challenges regarding land use, economic development, and physical conditions, it has tremendous assets or “building blocks” for the 21st century. The future vision of a sustainable, green Gary with significant new economic development initiatives is based on the community’s desire for major change. The Comprehensive Plan seeks to improve the City’s quality of life by taking full advantage of Gary’s positive attributes and by guiding development in a more effective manner.

Sustainability & Design

In the future, the City will strive to make sustainable land use choices as it implements the Comprehensive Plan. Improving the community’s physical conditions and conserving natural resources will be major considerations when evaluating community improvement and private development proposals.

Gary will promote itself as a quality residential community with attractive open spaces, roadways, gateways, and architecture. The City will foster awareness among landowners, business owners, and developers of higher quality buildings, sites, and public space design, along with sustainable development principles that emphasize energy conservation, healthy buildings, and resource reuse and recovery.

Economic Development

Gary will promote itself as a quality national and international location for business. New retail districts/centers and business/industrial parks, along with continued Lakefront development, Airport expansion, and U.S Steel operations will help fuel the economy, bring more jobs to the area, and provide more opportunities for Gary residents to work and shop within their own community. The increase in job opportunities will also bring a rise in residential growth.

Route 912 & Interstate 90/65 Business Parks

Scattered and obsolete industrial and office uses will be consolidated throughout the City, and concentrated into two major industrial locations that will be “re-established” as business/industrial parks. These highly visible locations will be significantly improved, branded, and marketed as attractive and modern business park settings with direct proximity and access to the Airport, interstate expressways, and railroads.

Enhanced Commercial Districts/Centers

Consolidated commercial districts will be attractive, well defined, and linked to adjacent neighborhoods. Commercial districts will be developed in highly visible areas throughout the City with strong links to housing and transportation. Commercial districts will be compact so as to be vital and well-occupied, and readily served by multiple modes of transportation.

New Neighborhoods

Gary will be a strong residential community with safe, attractive neighborhoods and quality schools and parks. New housing developments will provide a wide range of products to current and future residents. Quality multi-family housing will be developed near commercial districts/centers, schools, parks, greenways, and transit service.

The City's new sustainable development approach will change areas suffering from disinvestment and neglect into active neighborhoods surrounded by urban green belts. This new approach would involve relocation of residents from predominately vacant blocks to new infill housing on solid blocks with few vacancies. The open blocks would then be converted into a wide variety of green spaces.

Efficient Transportation Network

Gary's extensive multi-modal transportation network will continue to provide for efficient and safe movement of vehicles, pedestrians and bicyclists throughout the region. Continued improvement of the conditions and function of Gary/Chicago Airport, regional and local roads, and transit service will facilitate travel for residents, visitors, and businesses.

Urban Eco-System

Capitalizing on the City's urban eco-system, Gary will have a unique, nationally recognized open-space network that extends throughout the City and its business parks and neighborhoods. This interconnected open space will include preserved natural areas and wildlife habitats, river corridors, an expanded lakeshore and beaches, new and expanded parks, greenways, pedestrian and bicycle paths, cultural trails, fitness trails, scenic overlooks, fishing piers, school campuses, community flower and vegetable gardens, public art, sports fields, playgrounds, nature centers, and outdoor classrooms. The network will serve local residents as well as become a draw for visitors from throughout the Midwest. Elementary, junior high, and high school students will be able to engage with the environment near their schools and neighborhoods.

Public Facilities

Public facilities will continually be improved and maintained to provide residents with outstanding municipal services. Public safety, parks and recreation, schools, infrastructure, and other community facilities and services will be provided in an efficient and effective manner to Gary citizens and businesses to maintain a high quality of life and to sustain the region's economy.

Goals & Objectives

Community Context

Goal: An attractive and distinct community with thriving business districts and residential neighborhoods that serve the needs of City residents while preserving Gary's historic heritage.

Objectives:

- Improve land use patterns and physical conditions.
- Be recognized as a desirable place to live, shop, and conduct business.
- Promote developments that are compatible with surrounding uses.
- Preserve historic and cultural resources where feasible.

Strategies:

- Market the Comprehensive Plan to let developers, builders, landowners, business owners, and potential residents know that the City has a clear vision for the community's future development.
- Amend zoning districts to match the Comprehensive Plan.
- Work with state, regional, and county planning agencies to implement transportation and open space improvements, and historic preservation initiatives.

Residential Land Use

Goal: Safe, attractive residential neighborhoods with a variety of housing types that enhance the overall character of the City.

Objectives:

- Acknowledge and preserve the City's established thriving neighborhoods.
- Change the physical conditions of those blocks suffering from disinvestments.
- Provide affordable housing for low-income and senior households.
- Foster new housing developments that are both mixed-income and mixed-product to reduce large concentrations of low-income households.

Strategies:

- Evaluate and enforce building codes.
- Provide grants, loans, and/or technical assistance to homeowners to assist with property maintenance.
- Provide comprehensive sidewalk, street, curb, street lighting, tree trimming, and landscape improvements and encourage homeowner repairs.
- Consolidate underdeveloped, blighted blocks for open space and encourage development of vacant lots in solid blocks by assembling properties and removing deteriorated structures.
- Encourage high quality site planning that creates interconnected, pedestrian oriented neighborhoods centered on open space, parks, and schools.
- Encourage new rental housing catering to a range of income groups including young casino and other workers, particularly in the downtown area.

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

Commercial Land Use

Goal: Attractive, viable commercial districts/centers that serve local and regional residents.

Objectives:

- Consolidate, concentrate, and focus commercial development into strategic locations.
- Promote development/redevelopment of vacant and underutilized commercial properties at strategic locations.
- Establish well-maintained, attractive, pedestrian-friendly commercial districts and centers.

Strategies:

- Revise the Zoning Ordinance to accommodate modern commercial development standards, including mixed-use developments.
- Assemble or identify sites and undertake provision of proper access to provide attractive locations for such major retailers as grocery stores and general merchandise discount department stores.
- Work with developers to encourage high-quality, commercial and mixed-use development in key locations.
- Work with property/business owners to upgrade buildings, signage, and parking lot landscaping.
- Work with property/business owners to relocate businesses from inefficient commercial locations.
- Ensure adequate parking, including shared parking throughout each commercial district.
- Enhance streetscape and signage in viable commercial locations.

Office/Industrial Land Use

Goal: Viable industrial districts that accommodate a range of businesses and provide economic benefits to the City.

Objectives:

- Establish a thriving business environment that provides employment opportunities.
- Establish Route 912 and Interstate 90/65 industrial areas as modern business parks that can accommodate a wide range of industrial, service, and office uses.
- Facilitate a sustainable approach to doing business in Gary that reduces operational costs, enhances the environment, and contributes to a positive image of the City.
- Minimize impacts of industrial uses on adjacent land uses.
- Enhance buildings, parking and service areas, signage, and landscaping on viable business properties throughout the City.

Strategies:

- Capitalize on the City's extensive transportation network and regional location.
- Revise the Zoning Ordinance to accommodate modern business park standards, keep heavy industrial uses away from residential and commercial districts, and require screening and buffering between industrial and other uses.
- Undertake pro-active efforts to establish modern business parks including site assembly, infrastructure development, and developer recruitment.

Open Space

Goal: An extensive and interconnected system of open space that builds on the Gary Green Links Plan, accommodates a wide variety of activities, and enhances the overall City.

Objectives:

- Preserve and enhance existing open spaces.
- Change land use in strategic locations to add significant new acreage to the overall system.
- Maintain and expand parks and school campuses to offer a range of recreation facilities.
- Create a network of paths that link existing and new open spaces and improve citywide accessibility.

Strategies:

- Identify organizations and resources available for open space preservation and enhancement.
- Identify the ownership of properties delineated for open space in the Comprehensive Plan.
- Prioritize key sites, acquire vacant or underutilized land, and program appropriate open space use.
- Prepare design documents for priority sites that address mitigation, preservation, access, landscaping, and signage.
- Develop a comprehensive park maintenance program with trained staff.

Transportation

Goal: An efficient transportation system that provides for the safe movement of vehicles, pedestrians, and bicyclists.

Objectives:

- Implement the Airport Master Plan, including runway, road, and rail line realignments.
- Facilitate access throughout the City, especially to the Lakefront, Downtown and business parks.
- Change the function and character of 4th and 5th Avenues within Downtown and neighborhoods.
- Plan transit oriented mixed-use developments around the Downtown Metro South Shore Station and Miller Station.

Strategies:

- Continue to identify and pursue funding sources for transportation improvements.
- Reduce truck traffic through Downtown and residential neighborhoods, especially along 4th and 5th Avenues.
- Change 4th and 5th Avenues to two-way traffic and design parking and streetscape enhancements.
- Improve wayfinding/directional signage throughout the City to orient visitors to key locations.
- Establish internal loop roads within the Route 912 and Interstate 90/65 business parks.
- Enhance the transit service and development potential of the Miller train station area through potential realignment of Route 12 and Route 20.

Community Facilities

Goal: Efficient community facilities that provide residents, business owners, and property owners with a full range of services.

Objectives:

- Efficiently distribute community facilities throughout the City based on current and projected residential and business needs.
- Upgrade and maintain Gary Schools as attractive educational assets for residents and businesses.

Strategies:

- Maintain sidewalks, alleys, streets, street lighting, and landscaping.
- Engage Gary businesses and institutions in evaluating, planning, and programming public facilities and services.

Community Character

Goal: An attractive community with a distinct visual identity that promotes Gary's natural and physical setting.

Objectives:

- Create and promote an identity for Gary that capitalizes on its Lakefront industrial setting and unique urban eco-system.
- Encourage higher quality site, landscape/streetscape, signage, and building design to enhance the City's physical conditions and "internal" image.
- Establish an attractive "external" image for Gary by cleaning and landscaping gateway intersections and expressway frontages.
- Encourage higher quality design for new housing and commercial uses to create architectural interest and variety in each block and neighborhood.
- Instill "Pride of Place" with business and property owners regarding property improvements and maintenance.

Strategies:

- Revise ordinances and create design standards for existing property maintenance and new development, including building design, landscaping, fencing, and signage.

- Enhance community wayfinding and identity by establishing a coordinated signage system, and distinct landscaped gateways at main City entrances.
- Organize a building improvement program for commercial and industrial areas.
- Consider an “industrial theme” and “green business” approach when developing a Gary “brand” and signage/streetscape designs to embrace the City’s history as an industrial powerhouse.
- Consider incorporating public art as part of a City brand or design theme.
- Consider creating an awards/recognition program to highlight high-quality developments and property improvement projects.
- Work with property owners to enhance the physical conditions of existing properties.
- Consider the feasibility of establishing spring and fall “clean-up campaigns” involving City crews, civic and business groups, business owners, and property owners.

Future Land Use

The Future Land Use Plan for Gary is based on community goals, economic development opportunities, and the City assets. It defines the type, location, and mix of land uses desired by the City. The Plan accommodates the development projected in Section 9: Land Use and Market for future industrial, commercial, and residential development.

- Figure 12.1: Overall Land Use Strategy presents the broader land use changes projected for the City. Figure 12.2: Future Land Use Plan presents recommended land uses for each block. The City’s Staff, Plan Commission, and Council will review public improvement and private development initiatives for consistency with the Future Land Use Plan and its goals, objectives, and strategies.

Residential

The Future Land Use Plan provides a framework for creating consolidated residential neighborhoods. Currently, the City’s residential neighborhoods are primarily single-family homes with varying physical conditions. Neighborhoods like Miller, Aetna, and Marshalltown are viable neighborhoods with very few vacant properties. Other neighborhoods like Black Oak have deteriorating infrastructure and blocks that are mostly vacant.

Because the short-term housing demand in Gary will not likely meet the current supply of vacant residential properties, infill development should be concentrated in areas and on blocks with active housing where a critical mass can be achieved. The Illustrative Sub-Area Plans presented in Section 13, conceptually identify residential blocks and neighborhoods with a strong urban framework and recommends that these areas be targeted for infill residential development. The Plans recommend that areas with poor physical conditions and a large number of vacant lots be reverted to park or open space. More specific strategies for consolidating residential neighborhoods are discussed in Section 14: Implementation.

Commercial

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

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

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

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

Industrial

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

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

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

Open Space

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

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

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

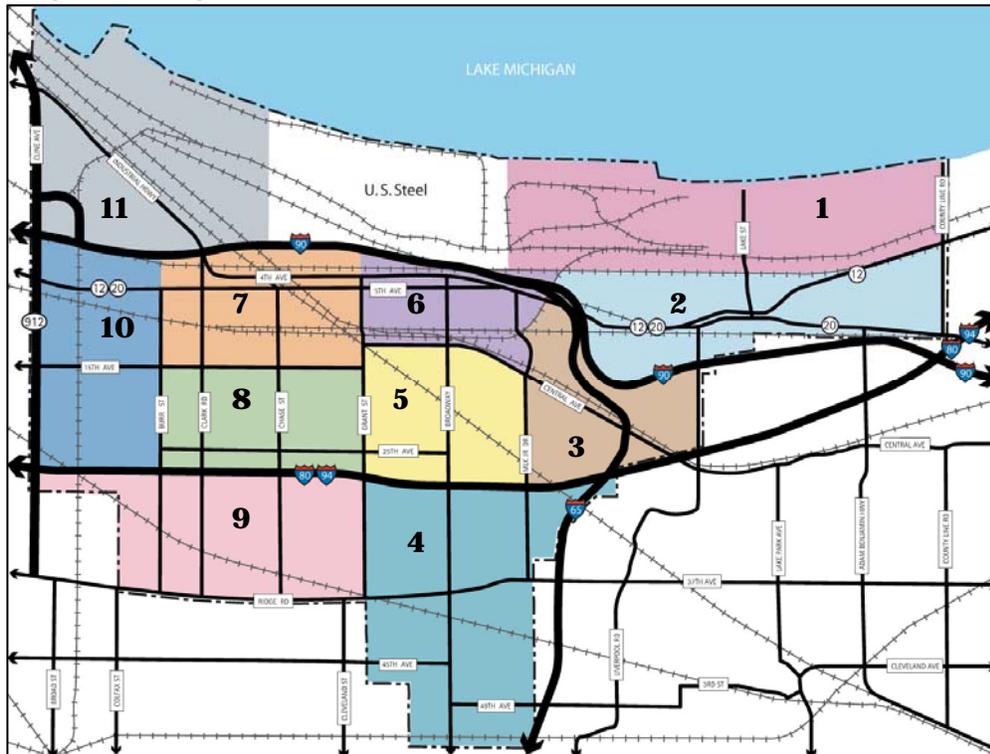
The Gary Green Links plan envisions an interconnected trail system that provides connections to parks and open space throughout the City. The Future Land Use plan takes the Green Links plan one step further by identifying additional parcels and blocks that are suitable for new parks, expanding existing parks, and creating greenways and trails. Open spaces with dune and swale eco-systems present an opportunity for creating a unique opportunity for outdoor learning centers.

Section 13: PLANNING SUB-AREAS

The Future Land Use Plan presented in Section 12 delineates the community's desired land use pattern for all properties within Gary. Based on the recommended land uses, Section 13 presents development concepts that highlight the City's significant redevelopment potential for 11 key sub-areas. These sub-areas follow traditional neighborhood boundaries and include economic development zones such as the Gary/Chicago Airport, industrial districts on the west and east sides, and Downtown.

The development strategies and concepts presented in Section 13 demonstrate illustrative building massing and densities, road/street/parking layouts, and open space for each sub-area. Actual building massing and site layouts will vary as property owners, business owners, and developers generate more detailed site plans.

City of Gary Sub-Areas



- | | |
|--|--|
| 1. Marquette Park /Miller Neighborhood | 7. Brunswick and Ambridge Mann Neighborhoods |
| 2. Aetna Neighborhood/Route 12/20 Corridor | 8. Tolleston Neighborhood |
| 3. Pulaski Neighborhood/Interstate 90/65 Business Park | 9. Black Oak Neighborhood |
| 4. University Park Neighborhood | 10. West Side Neighborhood/Route 912 Business Park |
| 5. Central/Midtown Neighborhood | 11. Gary/Chicago Airport |
| 6. Downtown | |

Sub-Area 1: Marquette Park/Miller Neighborhood:

The Miller Neighborhood is located in the northeast corner of Gary. It is bordered by Lake Michigan on the north, U.S. Steel on the west, Indiana Dunes National Park on the east, and CSX railroad tracks on the south.

This sub-area is dominated by U.S. Steel and railroad tracks. It also contains large expanses of green space. Miller is one of Gary's original settlements and is well served by highway and commuter rail service. It is the only neighborhood in Gary with lakeshore frontage and serves as an important recreational center for the City.

Marquette Park is a Gary landmark that provides access to large stretches of shoreline and recreational facilities including extensive landscaped grounds, a playground, and a historic pavilion and bathhouse. The Indiana Dunes National Park provides walking trails, large natural areas, and lakeshore access. The remaining portion of the sub-area consists of the residential blocks, which have homes in good condition and few vacant lots.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Marquette Park/Miller Neighborhood (See Figure 13.1):

Open Space Enhancement/Expansion

The Plan recommends expanding the Dunes National Park to the west to include land currently owned by U.S. Steel. Adding approximately 275 acres to the existing "greensward" of the lakefront parks would significantly increase access to Lake Michigan for Gary residents and visitors.

Additional trails and access points are recommended throughout the parks as well as connections to neighborhood school sites and the City's overall Green Links trail system.

Lakefront Development

The recently closed charter school on Lake Street is located at the gateway to the Lake Michigan shoreline and beaches. It presents a short-term redevelopment opportunity for a multi-use recreational/commercial facility that could include vendors, food service, cafes, boat rentals, and an area visitor's center.

A long-range concept features a new marina with new boat slips and recreation/commercial development, possibly including a permanent boat launch, hotel, restaurants and related amenities.

Infill Single Family Homes

To further strengthen the Miller residential blocks, single-family homes are recommended for the vacant lots along Lake Street south of Cypress Avenue.

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

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

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

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

Routes 12 & 20 Consolidation

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

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

Neighborhood/Transportation Center

The area around the intersection of Lake Street and Route 12/20 presents a significant opportunity to focus new denser development into a more walkable, transit-oriented neighborhood with a mix of residential and commercial uses to serve residents and attract visitors. The Illustrative Plan envisions redesigning the station area into a “neighborhood center” oriented towards a new central green space and commercial development. It shows how shops, restaurants, multi-family housing, senior housing and open space could be incorporated within a quarter to a half mile walking distance around the existing station. If train service was discontinued in the future, the existing station could be developed into a bus terminal.

A multi-generational community that could include artists, seniors, and families could be the theme of this proposed mixed-use neighborhood concept. Multi-family housing is recommended north of Route 20 along Clay Street, and single-family homes are recommended to infill the neighborhood south of Route 20, Hobart Road, Lake Street and Aetna Street.

Route 20 Commercial Corridor

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

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

Route 20 Service Park

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

Interstate 90/65 Business Park

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

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

Open Space Enhancement/Expansion

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

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

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

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

Much of the industrial land is difficult to access, lacks identity, and remains undeveloped or underutilized. At the same time, this land is highly visible and accessible from the expressway interchanges and 15th Avenue, 15th Place, and Clay Street. This creates favorable conditions for the development of a modern business/industrial park setting.

The residential area of the Pulaski neighborhood consists primarily of single-family homes. Several play lots and neighborhood parks serve the area. South of 21st Street, small, isolated residential blocks are surrounded by large stretches of wetland and agricultural floodplain along the Little Calumet River and Portage Burns Waterway.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Pulaski Neighborhood and I-90/65 Business Park (See Figures 13.4 and 13.5):

Interstate 90/65 Business Park

A modern business park is proposed between Central Avenue and I-90. A high-quality business park in this gateway location would have excellent access to and from I-90, I-65, and I-80/94 via 15th Avenue, and could potentially provide the City with a highly visible, competitive “shovel ready” setting for attracting new businesses.

Internal loop roads could be established to serve this area, which includes large isolated tracts of vacant land. These roads could connect to Clay Street, Routes 12 and 20, and 15th Avenue. Gateways with signage and landscaping could be established along these routes along with landscape buffering/screening along the interstate frontages.

Infill Single Family Homes

The residential portion of Sub-Area 3 has strong residential blocks with relatively few vacant properties and is bounded by Martin Luther King Drive, Central Avenue, and the wetlands and floodplain surrounding the Little Calumet River. Hatcher Community Park and several schools are centrally located along 21st Avenue. Recent housing developments have occurred in the southwest corner of the Pulaski neighborhood. The Plan recommends additional residential infill, preservation of the floodplain and wetlands near the river, and additional open space and trails linking Hatcher Park and the area to the Green Link trails.

Open Space Enhancement/Expansion

Several farms and small, isolated homes are located east of I-65. To provide links to the river basin, wetlands, and nearby Three Rivers County Park, several trails are proposed through this low-lying area. Agricultural uses and large lot homes are recommended to preserve environmentally sensitive lands and expand the area's large greenbelt.

Sub-Area 4: University Park Neighborhood

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

University Park is one of the most accessible areas in the region. It has interchanges with I-80/I-94 at Grant Street and Broadway Avenue and with I-65 at Ridge Road. Broadway Avenue and Ridge Road are the primary retail corridors in the neighborhood.

For University Park, the Future Land Use Plan and Illustrative Sub-Area Plan envision the following development strategies (See Figures 13.6 and 13.7):

Academic/Technology Corridor

In addition to Indiana University, the area is home to Ivy Tech Community College, Martin Luther King Jr. Academy, Gary Career Center, and the former Franklin Elementary School. These schools are all located between 33rd and 35th Avenues, along Broadway, near the Ridge Road (37th Street) interchange with I-65.

The Plan envisions the creation of an academic/technology corridor that links the institutions and fosters development of new retail, office, research, educational and recreational uses. This concentration of academic-related uses could help foster development of a pedestrian oriented “Main Street” along Broadway. This development concept could include:

- Indiana University expansion near 33rd Avenue west of Broadway.
- Mixed-use development on Broadway across from the University.
- Conversion of open land north of 33rd Avenue into public park space.
- An east/west “Academic Walk” through the new park that links the institutions.
- Redevelopment of Franklin School into another educational facility.
- New highly visible office/research facilities near 35th Avenue and I-65.

Open Space Enhancement/Expansion

The Gary Green Links Plan proposes multiple trails through the University Park sub-area and the Comprehensive Plan seeks to expand these proposed trails to link existing parks with areas of concentrated development. Improvements to the existing facilities at Gleason Park are recommended, possibly with the involvement of the University. Improvements to the landscaping along I-80/94 and enhancement of the area’s wetlands and river corridor are recommended to provide a more visually appealing approach for visitors using the interstate and traveling to the local institutions.

Additional open space should be considered throughout the neighborhood. Smaller parcels located along proposed trails could be developed into pocket parks and serve as

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

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

Retail Consolidation

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

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

Infill Multi-Family Homes

There are several residential blocks in University Park that have numerous vacant properties or houses in poor condition. The Plan shows new infill multi-family housing in the areas along Broadway Avenue and Ridge Road where retail uses would be consolidated and relocated, and throughout the sub-area where residential blocks can be strengthened.

Sub-Area 5: Central/Midtown Neighborhood

The Central/Midtown Neighborhood is located in the center of Gary and bounded by 11th Avenue on the north, Martin Luther King Drive on the east, I-80/I-94 on the south, and Grant Street on the west. The sub-area is bisected by Broadway Avenue, which is fronted by a small retail corridor and numerous vacant lots.

Several industrial areas are located throughout the sub-area along the diagonal CSX rail corridor. Many of these industrial properties are vacant or underutilized, although some have active uses and generate truck traffic on residential streets. Many also have outdoor storage of equipment, materials or vehicles, with little screening or buffering. This condition creates land-use conflicts with adjacent residential areas and weakens the residential blocks.

For the Central/Mid-Town Neighborhood, the Future Land Use Plan and Illustrative Sub-Area Plan envision the following development strategies (see Figures 13.8 and 13.9):

Infill Single & Multi-Family Homes

Central/Mid-Town neighborhood is a predominantly residential neighborhood with a mix of single-family and multi-family development along with several small parks and an abundance of school facilities. The Plan builds on these strengths by recommending significant single-family housing infill designed around new community green spaces. The creation of new park space in conjunction with infill development will help serve existing residents and attract new residents to the community.

Retail Consolidation

The Plan recommends that retail uses, which have historically been spread out along Broadway Avenue and Grant Street, be consolidated to key intersections to create the critical mass necessary to provide a more sustainable retail real estate market. Most neighborhood retail would be concentrated along Broadway Avenue north of 21st Avenue as an extension of Downtown's commercial corridor. Retail uses located between 21st and 24th Avenues would be infilled with multi-family housing preserving historically significant buildings where applicable.

On Broadway Avenue south of 24th Avenue and on Grant Street, north of 25th Avenue the Plan recommends additional infill single-family homes. The intersections of Grant Street and Broadway Avenue at 25th Avenue would remain as commercial nodes or centers.

Open Space Enhancement/Expansion

Several small, underutilized industrial uses occupy the triangular parcels created by the CSX rail line throughout the neighborhood, creating noise and transportation conflicts in nearby residential areas. The Plan recommends relocating viable businesses on these parcels to one of the service parks envisioned in other sub-areas with greater highway access and a more appropriate setting for these types of uses. Relocating the industrial uses will allow for the creation of multiple pocket parks or green spaces alongside the rail

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

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

There is the potential for a new park space adjacent to the former Carver Elementary School site, south of 25th Avenue. Also, Ironwood Park could be expanded to include a wider corridor on the western side of Martin Luther King Drive. Landscape buffering is recommended along the I-80/94 corridor to screen residential areas and continue the greening of this heavily traveled interstate expressway.

Sub-Area 6: Downtown

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

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

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

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

Roadway/Streetscape Improvements

Downtown Gary's primary east-west thoroughfares of travel, 4th and 5th Avenues, are currently wide three-lane roadways that are one-way. The Plan recommends converting both Avenues to two-way travel to slow traffic within Downtown, discourage truck traffic from using these streets, improve access to local businesses, and foster a pedestrian oriented streetscape better suited to a downtown business and shopping district. On 5th Avenue, angle parking should be considered for one or both sides of the street to decrease the width of the street, create additional, convenient parking near shops and restaurants, and reinforce a main shopping street character.

To provide Downtown with a fresh new image and feel, a comprehensive design theme should be established that significantly enhances each Downtown block, parking area, and open space with new landscaping, planters, lighting, benches, waste cans, identity/directional signage, and public art. This design theme should also address Downtown's visibility from the expressway and rail tracks. Property clean-up, clearance of vacant and abandoned buildings, landscaping, and gateway signage should be considered.

Sports/Entertainment District

The U.S. Steel Yard is home to the South Shore Rail Cats, Gary's minor league baseball team. It opened in 2003 and has begun to spur development in the blocks surrounding its highly visible 5th Avenue location. The Plan envisions a sports-oriented entertainment district that serves Gary residents and attracts visitors to the City. This district would extend along 5th Avenue from the stadium to the train station and Genesis Center, which is the home of Gary's minor league basketball team, the Steelheads. The district would

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

Transit Oriented Development

A large transit-oriented development centered on the existing South Shore Line train station should be considered as a key component of Downtown revitalization. Redevelopment within the quarter mile walking distance around the station could include denser, mixed-use development with ground floor retail space and upper floor condominiums and office space, shared parking decks, an enhanced Steelworkers Plaza, a new train station, and a potential hotel near the Genesis Convention Center.

Commercial Consolidation

Existing retail uses, which are currently spread out along Broadway Avenue and 5th Avenue, would be consolidated around the Broadway/5th Avenue intersection, to provide more of a critical mass of shops and restaurants with consistent, pedestrian oriented building “streetwalls” and streetscape.

Shared parking lots would be developed at the center of retail blocks and/or behind stores and restaurants to minimize driveway curb cuts and parking in front or between buildings.

Historic Architecture

Downtown Gary is home to a unique mix of early 20th century architecture. Many prominent buildings, such as City Hall, the Lake County Courthouse, and the Gary State Bank are well-maintained and occupied. However, others such as Union Station, the Post Office, and 600 Block of Broadway, are deteriorated. The Plan recommends the continued preservation of historic buildings in good condition, and façade and structural improvements where needed. Sustaining and revitalizing character-contributing historic and architecturally interesting buildings should be implemented within the Downtown Neighborhood and throughout the City.

Neighborhood Character

Several notable residential districts can be found within the Downtown sub-area that include buildings ranging from modest workers’ housing to large Tudor Style homes and ornate apartment buildings. These districts are important to the architectural heritage and commercial development of Gary, and the Plan recommends efforts to preserve and strengthen individual neighborhood identity, character, and unique physical design.

Infill Homes

Significant residential infill is recommended for the Downtown area. The Plan envisions multi-family homes in areas closest to its core blocks, the South Shore Gary/Metro train station, and around East Side Park. Single-family homes and some multi-family housing are recommended to infill and strengthen the residential blocks east and west of Broadway, as well as along 5th Avenue between Jefferson and Fillmore Streets. On streets

where residential infill replaces retail uses, wide buffers and landscaping, as well as reconfigured alleys and access points, should be implemented to screen new homes from busy roadways.

Open Space Enhancement/ Expansion

The Downtown Neighborhood has a strong tradition of civic open spaces including Gateway, Jackson, East Side and West Side Parks, and the Steelworkers Plaza adjacent to the Genesis Center. The Gary Green Links Plan proposes several major trails throughout the area. The Comprehensive Plan envisions significant park, open space and trail expansions and improvements to create a more vibrant and attractive shopping, dining, and living environment. Connections from Downtown to the Grand Calumet River and natural corridors created by existing and former rails lines should be considered.

The Plan recommends expanding and reconfiguring West Side and East Side Parks towards Broadway Avenue, which would allow larger green spaces and more active programming of activities and events. Similar to other historic towns that were planned around open squares, plazas, and parks, these parks are strategically located to provide special, multi-use spaces for Downtown.

Additions to and extensions of the proposed Green Links trails on Virginia Street and 9th Avenue could be implemented to create connections between residential neighborhoods, the expanded parks, shops and restaurants, sports/entertainment facilities, and the Grand Calumet River. Landscaping and greening should especially be improved along Broadway and 5th Avenue. As noted above, landscape buffering/screening is also recommended along the I-90 corridor.

Industrial Relocation & Linear Park

The area between the Northwest Indiana Commuter, the CSX rail lines and an abandoned elevated track crossing Broadway between 8th and 11th Avenues presents a significant opportunity to create a natural recreational corridor through the City that intersects the Downtown and Mid-Town Neighborhoods. Several underutilized industrial parcels are located next to active and inactive rail tracks along Grant, Harrison, and Virginia Streets, bringing heavy truck traffic through residential streets. The Plan recommends that viable businesses on these parcels be relocated to one of the service parks envisioned in other sub-areas with greater road access.

Relocating the industrial uses could allow the creation of a linear park that would greatly enhance adjacent residential and commercial blocks and provide a new trail connecting the Green Link trails along Virginia Street and 9th Avenue. The abandoned rail corridor, one of the few elevated lines in the city, could be used as a trail and pedestrian overpass or returned to active use to eliminate a grade-level crossing of Broadway. In addition to significantly enhancing the Green Link system and linking multiple neighborhoods and parks, protection of this predominantly wooded land would maintain an important wildlife corridor within the heart of the City.

Sub-Area 7: Brunswick & Ambridge Mann Neighborhoods

The Brunswick and Ambridge Mann Neighborhoods are located on the northwest side of Gary. They are bounded by I-90 on the north, Grant Street on the east, 15th Avenue on the south, and Burr Street on the west. The neighborhood contains a mix of single and multi-family housing, the Budd Company industrial property, and Tri-City Shopping Plaza, which is a large shopping center on the north side of the City. A charter school is planned for a site east of the Plaza on 5th Avenue.

The Future Land Use Plan and Illustrative Sub-Area Plan envision the following strategies for the Brunswick and Ambridge Mann Neighborhoods (See Figures 13.12, 13.13 and 13.14):

Tri-City Shopping Plaza & Retail Consolidation

The Tri-City Shopping Plaza is a large commercial parcel on the southeast corner of Clark Road and 5th Avenue that serves local shopping needs. A large grocery store in the center is currently vacant and the overall site is dominated by a large unlandscaped parking lot. The Plan recommends two potential development options for the site. One scenario involves attracting a full-service supermarket and revitalizing the site with consolidated curb cuts, new stores and restaurants in outlots along the 5th Avenue street frontage, and improved building facades and landscaping.

As an alternative, the Plan also envisions complete clearance of the site and a new, mixed-use development incorporating retail shops along the Clark Road and 5th Avenue frontages and multi-family housing set back from Clark Road and 5th Avenue behind the retail and clustered around a central green space. This alternative would create a denser, more pedestrian oriented setting with housing and shopping in close proximity to each other.

The Plan recommends that retail uses scattered throughout the area be consolidated at the Tri-City site and at 5th Avenue's intersections with Burr and Bridge Streets.

Infill Homes

Single-family infill housing is recommended along 5th Avenue between Clark and Ralston Streets, as well as along 11th Avenue between Chase and Grant Streets to replace isolated retail uses. Wide, landscaped buffers would separate these new homes from the busy roadways.

Additional single-family housing infill is recommended to strengthen neighborhoods south of the Northwest Indiana Commuter rail line. Multi-family housing is recommended at the intersection of Chase Street and 11th Avenue, and as a potential adaptive reuse of the former Horace Mann School next to Methodist Hospital at 5th Avenue and Grant Street. This vacant school site has significant redevelopment potential.

Roadway Improvements

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

Service Park

The blocks bounded by the CSS&SB and CSX rail lines, 5th Avenue and a multi-family development east of Clark Road has numerous vacant parcels among various industrial and commercial uses. The proximity of these blocks to the Gary Sanitary District, rail lines, and I-90 make them more suited for additional light industrial and service-oriented development. The Plan envisions the area redeveloped with an attractive service park that provides a green, landscaped campus for auto-oriented and light industrial uses that serve area residents and industries.

This new service park, with efficient access to both Downtown Gary and nearby Cline Avenue, could help attract new service businesses to the City and serve as an attractive relocation spot for the smaller industrial and auto-oriented uses scattered throughout the City's residential and retail districts. The Brunswick and Ambridge/Horace Mann Neighborhoods have several scattered industrial uses on parcels adjacent to the Northwest Indiana Commuter rail line south of Brunswick Park that should be relocated.

Open Space Enhancement/Expansion

Brunswick Park, centrally located within Brunswick and Ambridge/Horace Mann, presents a unique opportunity for significant park expansion and creation of a greenbelt connection to proposed Green Link trails and Downtown. Currently, the Brunswick Park Forest Preserve, located between Brunswick Park and the Budd Company, is under consideration for permanent parkland protection.

The ample size of Brunswick Park and the two adjacent charter schools (West Gary Lighthouse and the future school to be built on 5th Avenue) make it an ideal trailhead location along the Green Links system. South of the park, an abandoned rail line and the active Northwest Indiana Commuter rail line split to form a wedge-shaped tract of land that lacks the depth necessary for industrial uses. A similar situation exists with industrial uses located north of the rail line between Burr and Clark Streets. The Plan recommends relocating these industrial uses to the service park north of 5th Avenue and reclaiming the parcels for a continuous greenbelt of parkland and trails linking the Park, schools and neighborhoods to the Green Link trails and Downtown.

This greenbelt would establish important pedestrian connections and a wildlife corridor. A new trail on Grant Street could intersect the greenbelt and lead directly to a new community level park next to Methodist Hospital and to Ambridge Park on the Grand Calumet River, where several proposed Green Link trails converge at a trailhead.

Additional landscape buffering of the Budd property, especially on the southwest corner of 5th Avenue and Clark Street, as well as along the south side of I-90 is recommended.

Sub-Area 8: Tolleston Neighborhood

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

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

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

Commercial Development & Consolidation

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

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

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

At the Grant Street interchange, the current shopping center could be expanded around the existing businesses (including the former Country Market) with enhanced parking, landscaping, and new commercial buildings, including an approximately 100,000 square foot building for a large, national retailer.

For the smaller parcel on the southeast corner of Grant Street and 25th Avenue, two medium-sized retail buildings, at approximately 40,000 square feet, could be developed and accompanied by several smaller retail/restaurant buildings oriented towards the street. The Plan also recommends new landscape buffering/screening for the commercial areas at both interchanges and along I-80/94.

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

Infill Single Family Homes

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

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

Open Space Enhancement/Expansion

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

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

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

Sub-Area 9: Black Oak Neighborhood

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

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

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

Open Space Enhancement/Expansion

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

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

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

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

Infill Single Family Homes

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

Commercial Development & Consolidation

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

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

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

Grant Street, which borders the University Park neighborhood, is currently developed with highway-oriented retail near the I-80/I-94 interchange, the Village Plaza at 35th Avenue, and mixed industrial uses along the Norfolk Southern rail line near the intersection of Ridge Road. The Plan envisions additional highway-oriented retail, restaurant, office, and light industrial/service development on Grant Street north of 35th Avenue. Improved landscape buffering/screening is also recommended along the I-84/I-90 frontages.

South of 35th Avenue, the Plan recommends additional neighborhood retail in the Village Plaza and improved parking lot "greening" with new medians, landscaped islands and buffering. Access to the Green Links trail system would be provided with additional on-street trails up Grant Street and a trailhead near the interchange and Gleason Park.

Service & Industrial Consolidation

South of the Village Plaza, where several industrial uses are located, the Plan recommends developing a service park to cluster smaller industrial and auto-oriented uses, many of which are currently located in ecologically sensitive or inappropriate residential areas throughout the Black Oak sub-area.

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

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

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

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

Route 912 Business & Industrial Park

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

Currently, businesses and buildings are spread out throughout this industrial zone with limited local access and underutilized land. The Plan recommends a new loop road south of the Northwest Indiana Commuter rail line and a new cul-de-sac road connecting industrial parcels north and south of 5th Avenue. These new roads would allow for more efficient subdivision and utilization of the area's land, resulting in approximately 500 developable acres. Restricting truck access south of 21st Street should also be considered when planning the new internal road system for the Business Park.

The Plan also recommends expanding the Business Park to parcels east of the EJ&E line along 15th Avenue. Including these parcels would add an additional 150 acres to the Park's developable land.

A long-range option for the Business/Industrial Park would be to capitalize the proximity of the EJ&E rail line to Gary's interstate highway and develop a regional intermodal rail yard bounded by 15th Street, the EJ&E tracks, Cline Avenue, and I-80/I-94. Such a facility would occupy approximately 300 acres and accommodate rail line loading to trucks, as well as short-term and long-term storage, warehouse and distribution buildings for movement of products and goods.

Several wetland areas, dune and swale complexes, and a capped Superfund landfill in or near the Business Park are undevelopable, and should be preserved and protected. New landscape buffering/screening is recommended along Cline Avenue and particularly on

the southern border of the industrial area, which is adjacent to a residential neighborhood. Landscape buffering/screening is also recommended along the frontages of I-90 and I-80/I-94, and along 21st Avenue.

Retail Consolidation and Residential Infill

Single-family housing infill is recommended in several areas throughout the sub-area along with the relocation of scattered industrial uses from residential areas along Colfax Street. On 5th Avenue near Burr Street, the Plan recommends that dispersed commercial uses be consolidated to the Burr Street intersection, where mixed-use redevelopment is recommended for the former Edison School site. Additional retail consolidation and development, along with new landscape buffering, are recommended for the areas adjacent to the trucking facility at the Burr Street interchange with I-80/I-94.

Open Space Enhancement/Expansion

The Gary Green Links Plan proposes several major trails through the green corridor formed along Colfax Street by the Ivanhoe Nature Preserve, J-Pit Natural Area, and the capped Gary landfill. The Plan recommends the acquisition and preservation of additional land to create a wider continuous green belt linked by additional trails and neighborhood parks. The few single-family homes that are located within the Ivanhoe Nature Preserve could be relocated and Hobart Street converted to a park access road connecting the trails.

Trail heads at 5th and 25th Avenues along the eastern side of the EJ&E rail line would provide entry points to the overall City-wide trail and park system near the City's gateways at Route 912/Cline Avenue. New trails could also provide connections to Emerson Park, West Side High School, the J-Pit Natural Area and the capped landfill. The J-Pit could be enhanced with trails, overlooks, and possibly a small golf course.

Seberger Park can be substantially expanded to include undeveloped land on its north side, and could serve as a trailhead for the surrounding residential blocks.

In addition to the open spaces noted above, the campuses of West Side High School and Grissom Elementary School could both be expanded to add open space, sports fields, outdoor learning environments, and direct trail connections into the City's Green Links system.

Overall, the significant open space enhancement and expansion envisioned for the West Side Neighborhood would formally establish a huge greenbelt at the west gateway into the City that could provide recreation and education programs for nearby schools and homes, as well as the overall region.

Sub-Area 11: Gary/Chicago Airport

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

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

Lakefront Redevelopment

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

Airport Expansion & Industrial Development

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

Roadway Improvements

The Plan recommends rerouting Industrial Drive north of its current location to accommodate airport expansion and establish a more efficient loop road connecting Chicago and Cline Avenues. An alternate location for the Northwest Commuter Indiana Rail Line should be considered parallel to a relocated Industrial Drive.

Rail Line Consolidation

The area north of the Airport has numerous grade-level railroad tracks that are often underutilized and hinder area development efforts. The Plan recommends that rail line consolidation and streamlining be considered wherever possible to facilitate airport expansion and Lakefront redevelopment.

Section 14: PLAN IMPLEMENTATION

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

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

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

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

Action Steps

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

City-Wide Actions

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

Code Changes

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

- Consolidation of isolated retail uses into active retail centers/nodes and rezoning underutilized commercial areas for other uses.
- Transit oriented development, including mix-uses and higher density development.
- Design standards that address high-quality architecture, including building articulation/fenestration, ground level storefronts, and business signage as well as site design, including curb cuts, parking, building setbacks, streetscape/landscape, and sidewalk width.

Design Review Process

A design review process should be considered to supplement the City's reviews of development plans. Such a function, which could be overseen by a Design Review Board or the Plan Commission, would focus on upgrading the quality of the built environment and facilitating the approval process for new development. The Board or Commission would review projects for their compliance with zoning as well as new design standards.

Property Code Enforcement

Code enforcement procedures and programs should be reviewed and revised to encourage the continued maintenance of homes and businesses. Programs that provide technical and financial assistance to property owners should also be explored.

Capital Improvement Program

A 3 to 5-year capital improvement program should be prepared that addresses the infrastructure enhancements or upgrades recommended in the Comprehensive Plan and necessary for the projected development. This includes water, sewer, stormwater, power, telecommunications, roadway, trail, and other infrastructure improvements needed to improve existing conditions and facilitate future growth.

Beautification Program

A City-wide beautification program should be considered that would encourage individuals, businesses, and local groups to "clean-up and green-up" properties and neighborhoods. The program could help with the planning of beautification projects and assist with volunteer recruitment, provide supplies for clean-up, and coordinate trash pickup. Examples of beautification projects include, litter pickup, graffiti removal, landscaping, and public art.

Citywide Identity/Image

A coordinated City-wide identity program should be considered that would use signage, landscaping, and streetscape improvements to enhance the community's image for residents and visitors. The program could involve a Gary "logo" or branding that would communicate the spirit and identity of the community.

Neighborhood Identity/Groups

Creating distinct identities and associations for each City neighborhood should also be considered. Neighborhood associations, which should include local businesses and institutions, would work closely with City officials to help improve and maintain the new Gary.

Historic Preservation

A building conditions survey should be conducted similar to the 1996 Lake County Interim Report to further assess the overall state of the City's building stock. This survey would be used to develop historic preservation initiatives. The city should pass and enforce an Historic Preservation Ordinance.

Neighborhood Revitalization Initiative

New housing development should be concentrated in viable neighborhoods that have a relatively low number of vacant properties. Residential blocks, which are mostly vacant and contain only a few houses, should be converted to into a wide variety of open spaces. Residents of these blocks can be relocated to blocks and neighborhoods targeted for infill development. Figure 14.1 highlights the potential to consolidate and strengthen neighborhoods with infill housing and expanded open space systems.



Figure 14.1: Neighborhood Consolidation

Retail Consolidation/Housing Redevelopment

When retail uses are consolidated at key nodes/intersections, scattered commercial properties can be converted for residential uses and neighborhood buffers. Parkway landscaping can help “soften” the impact of busy arterial roadways, making former retail corridors more suitable for residential redevelopment. Figures 14.2, 14.3, 14.3 and 14.4 provide a range of options for adding housing and landscaping to neighborhood edges along arterial roads. Residential parcels can be turned to front adjacent side streets or onto new internal streets developed on alleys.

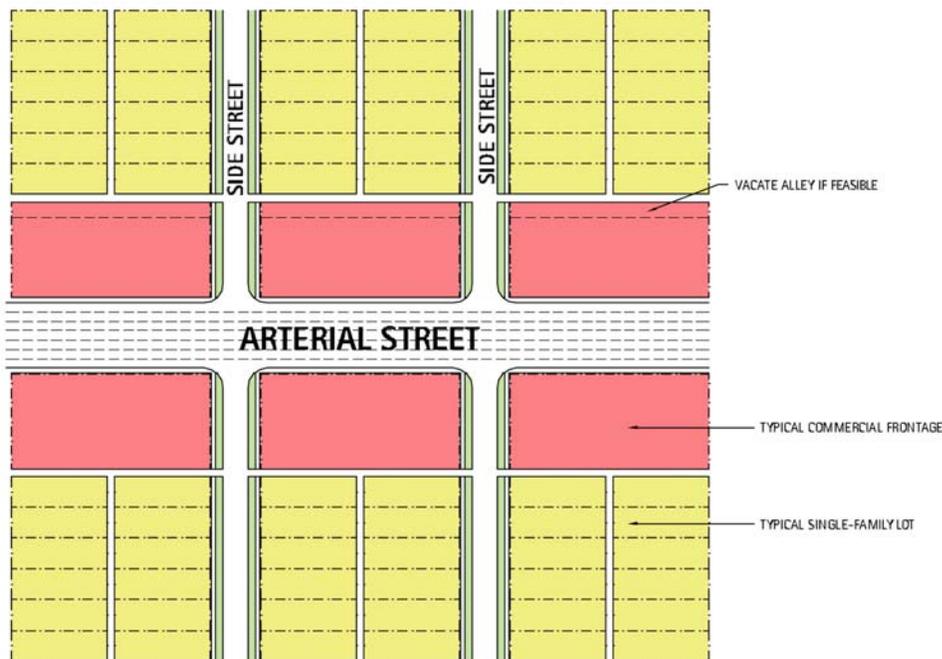


Figure 14.2 Typical Commercial Frontage on Arterial Street

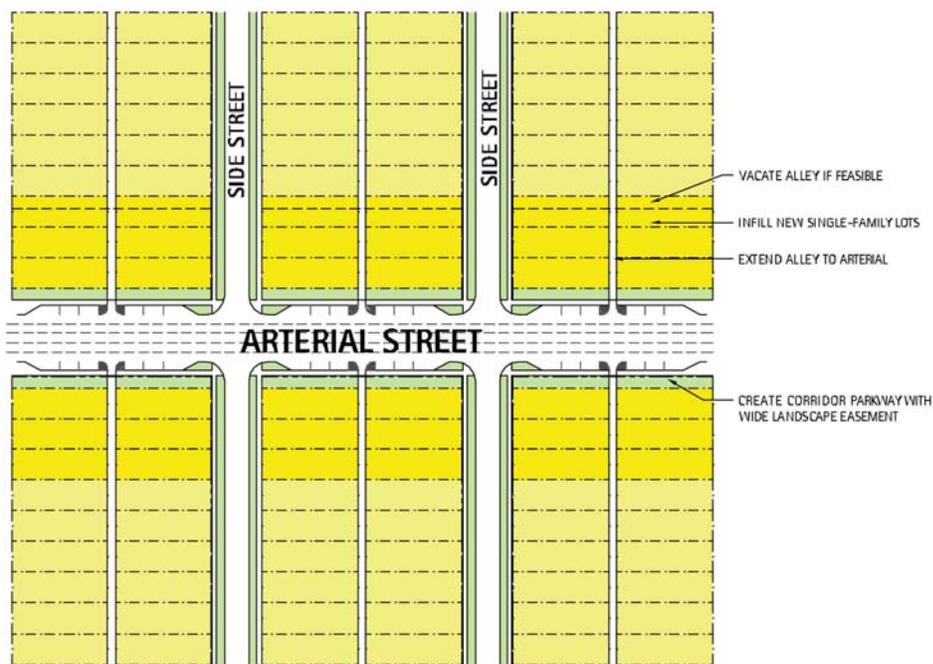


Figure 14.3 Landscaped Parkway with Lots facing Side Streets

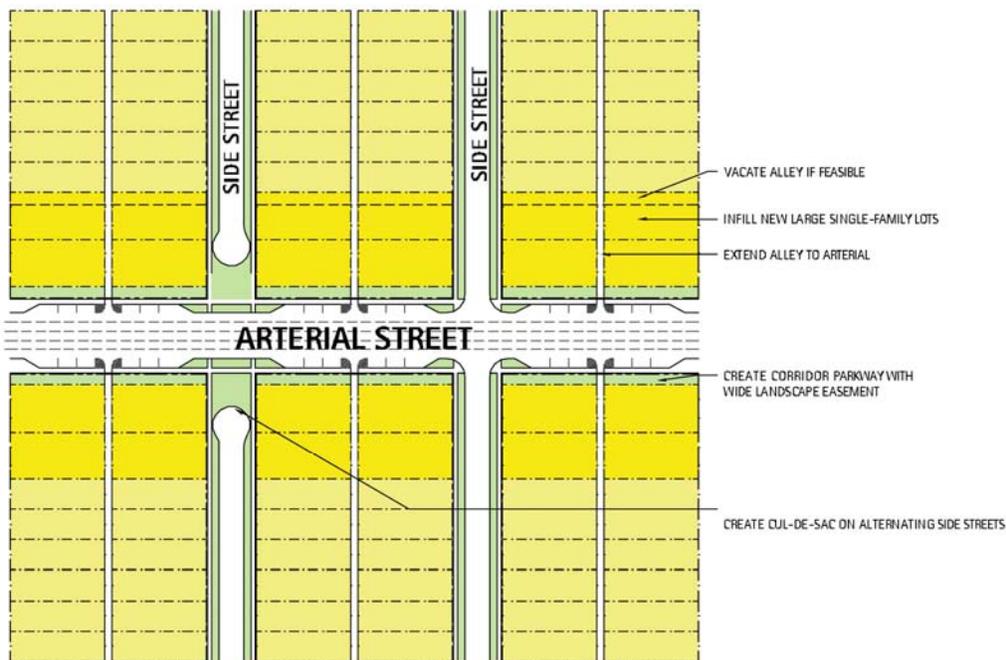


Figure 14.4 Parkway with Lots facing Side Streets & Cul-de-Sacs

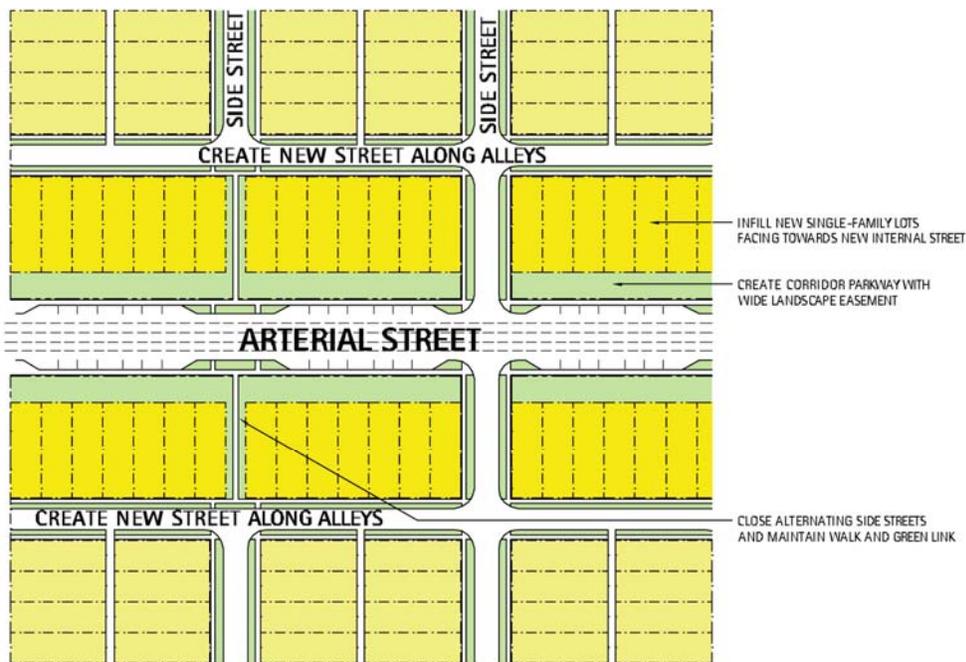


Figure 14.5 Parkway with Lots facing new Internal Streets

Developer Recruitment

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

Priority Projects

An important step toward Comprehensive Plan implementation should be the identification of projects that can be considered priority or “catalytic” projects that would begin to address optimal land-use mix and development opportunities in the City. The following should be considered as priority projects:

Route 912 Business Park Development

The City should undertake the following steps to create a modern business park, possibly with an eco-industrial park theme:

- Building upon the Route 912 Business Park Master Plan, conduct more detailed site analysis including property ownership, potential for inter-modal development, brownfield issues, and infrastructure conditions.
- Refine or update the Master Plan based on current site conditions.
- Establish a tax increment finance (TIF) district to finance infrastructure costs.
- Construct loop roads to allow for internal access to all businesses within the Park.
- Construct gateway features, signage and streetscape improvements to enhance physical conditions.
- Create a brand for the Park that can be used to market it to businesses and developers.
- Expand the Gary-East Chicago-Hammond Empowerment Zone and Gary/Chicago International Airport Development Zone to encompass the Business Park and provide incentives to new businesses and developers including Foreign Trade Zone Benefits.
- Solicit a developer(s) with experience in industrial and business park development to assist in acquisition, infrastructure development, the creation of “shovel-ready” sites and marketing to potential businesses.

Interstate 90/65 Business Park Development

The City should undertake the following steps to create a modern business park:

- Create an implementation-oriented master plan involving developers, land and business owners and other stakeholders that considers property ownership, brownfield issues, access, connectivity, gateway/landscape features, open space and wetland issues.
- Expand the “Midwest Center for Industry” TIF to finance infrastructure development and create “shovel-ready sites.”
- Construct gateway features, signage, and streetscape improvements to unify/enhance the area and establish a brand for the Park.

- Expand the GECH Empowerment Zone and Gary/Chicago Airport Development Zone to encompass the Business Park and provide incentives to new businesses including Foreign Trade Zone benefits.
- Foster public-private partnerships with property owners and developers to prepare and market sites to potential businesses.

Downtown and Lake Street/Route 12/20 Mixed-use Development

Key steps for implementing mixed-use transit-oriented development at both locations include:

- Create detailed master plans for each that would identify more specific opportunities for promoting transit-oriented development.
- Adopt design standards to ensure that any new development is pedestrian-friendly, incorporates a mix of uses at transit-supportive destinations, and has strong pedestrian linkages to the transit station.
- Improve streetscape, gateway features, and signage to create an area identity and sense of place.
- Consider use of multiple financing sources including Low Income Housing Tax Credits (LIHTC) and Historic Tax Credits for rehabilitation costs and TIF for infrastructure and rehabilitation costs.

Additional strategies for the Downtown include:

- Identify buildings with greatest potential for reuse and foster public-private partnerships to implement reuse development plans that could include a mix of commercial and residential development.
- Identify/create development sites in the entertainment district near U.S. Steel Yard Baseball Stadium. Proactively market sites and/or solicit developers to expand the array of commercial/entertainment uses and develop residential projects to create a critical mass of residential development.
- Pursue development of mixed income rental housing targeted to employees of the casinos, hospitals, public employees, and other employers. Entry level employees may qualify for Section 42 (LIHTC) and others for shallower forms of development assistance.

Additional strategies for the Lake Street/Route 12/20 area include:

- Evaluate potential to consolidate highways to create larger and better accessed development areas.
- Assemble sites for the development of a department and/or grocery store anchored community shopping center.
- Expand Lake Street commercial district and establish strong pedestrian linkages between the existing retail blocks and new commercial development.
- Promote new residential development to create a critical mass of residents within a half-mile radius of the existing transit station.

Midtown and Downtown Neighborhoods Residential Development

The City should focus on the following strategies to realize new housing development opportunities in the Midtown and Downtown neighborhoods:

- Utilize city-owned land and shallow development assistance to provide middle-income, family ownership housing “niched” just below regional suburban price levels.
- Create larger redevelopable areas by acquiring adjacent vacant/underutilized lots to have a greater revitalizing effect than scattered infill development.
- Develop master plans that incorporate amenities such as parks and community facilities and provide multiple residential product types at various price points to attract a wide range of demographic segments. The City should implement the master plan through a phased approach of incremental projects of 25 to 50 units. It would need to ensure that the development of public infrastructure and amenities keep pace with project absorption.
- Proactively solicit developers to implement individual projects or phases of adopted redevelopment master plans.

Grant Street and I-80/I-94 Commercial Development

The City should further enhance the drawing power of its strongest retail corridor by pursuing the development of larger scale commercial uses along the corridor. Key strategies include:

- Create an inventory of existing vacant sites and storefronts and market directly to developers, brokers, and retailers.
- Identify and prepare sites for the development of a community level shopping center anchored by a department and/or a grocery store.

Create Major Retail Node at Grant and I-80/94:

- The County Market site and the land to its east across Grant are shown to be a viable location for a major discount department store. However, site analysis has suggested the east side as more attractive to store location officials.
- Investigate the feasibility of assembling appropriate site on northeast quadrant of interchange including land ownership, costs of assemblage, and environmental issues.
- If positive, proceed to seek to negotiate options for site.
- Re-initiate contacts with retail developers, brokers, and site representatives to seek to put a developer in place to complete acquisition.
- Establish appropriate redevelopment districts to support project including TIF or other vehicles.

Other I 80/94 Opportunities

Additional opportunities along the Interstate include a major fueling center. This and other commercial initiatives to take advantage of the traffic on this route should continue to be pursued.

Funding

Development Funding

Industrial Development Grant Fund

The Indiana Economic Development Corporation (IEDC) provides funds to local governments to assist with infrastructure projects that will lead to job growth or generate capital investment by existing or new businesses. Types of infrastructure projects include the construction of sewers, water lines, roads, sidewalks, rail spurs, and information/high technology infrastructure. Local governments must typically match funds offered by the IEDC.

Certified Technology Park Program

This is a tool provided to the State of Indiana to support the attraction and retention of high-technology businesses. It allows for local recapture of certain State and local taxes, which can be reinvested in a business district or park. A local government must financially participate in the development of the research park and demonstrate a goal of attracting a certain kind of high-tech business.

Shovel Ready Program

This is a program sponsored by the Indiana Economic Development Corporation that assists communities in developing sites by pre-permitting as much as possible. Sites are certified to allow companies to more easily navigate the selection and permitting process.

Brownfields Program

Administered by the Indiana Finance Authority, this program offers financial assistance to local governments for costs related to the redevelopment of brownfields. Low-income loans and petroleum remediation grants are also available.

Community Development Block Grant

The City may apply for federal CDBG funding through the State. Funding can be used to:

- Provide infrastructure to retain/expand businesses that are economic generators.
- Complete economic development plans.
- Attract businesses to downtown and gateway locations.
- Fund public projects to benefit low- and moderate-income residents.
- Finance special projects, including brownfield or downtown development.

Tax Increment Financing District

Tax increment financing (TIF) is a state-authorized program for qualifying redevelopment areas that is usually administered by a municipality. The goal of a TIF is to provide targeted financial resources for properties within a specific redevelopment area/district. TIF Districts are typically structured as follows:

- Property assessed values in the designated district are “frozen” at a base level to represent the base value.

- Government entities with property taxing authority in the area continue to receive tax revenue generated from the “base value.”
- The incremental assessed value created by new development, improvements, or adjustments in market value is taxed at the overall rate levied by governments.
- The tax revenue generated from the incremental property value is distributed to the TIF fund administered by the City to pay for eligible redevelopment costs.

A portion of funds made available through a TIF district could be allocated for certain construction/rehab costs as well as transportation infrastructure improvements including roadway widening, traffic signals, pedestrian/bicycle facilities, and more. TIF can also be used in the context of this plan to support land acquisition, infrastructure, and site preparation for new housing and commercial development projects identified in the plan.

Downtown Development Authority (DDA)

DDAs are an additional state-enabled program that allow communities to use tax increment financing to fund infrastructure improvements and large-scale projects in downtown areas.

Economic Improvement District (EID)

An EID is a special purpose district in which property owners agree to collect an additional fee to fund improvements in the district that are intended to support their businesses. Improvements may include infrastructure, such as streetscapes, lighting, and public art; services such as security and landscape maintenance; or staff dedicated to managing and marketing the district. EID's are most frequently used to provide support to commercial districts (typically downtowns) and increase retail opportunities.

Federal Historic Preservation Tax Credits

The National Park Service offers up to a 20% tax credit towards the restoration of historic properties eligible for or listed on the National Register of Historic Places.

Impact Fees

Many communities throughout the country use impact fees, or one-time charges to developers, to fund parks, schools and roadways. The fee amount is generally derived from a formula that incorporates the amount of impact the development will generate. The City should consider such fees as it crafts its funding strategy to implement the Plan.

Transportation Funding

To meet transportation objectives and proceed with area improvement projects, it is important to identify funding sources in addition to the City's capital budgets. A sample of potential funding sources is provided below.

CMAQ

The federal Congestion Mitigation and Air Quality Improvement Program directs funds for a broad range of projects that will help improve air quality. Potential projects may include traffic flow enhancement, coordinated and optimized traffic signal systems, developing pedestrian/bicycle facilities, vehicle emission reduction programs, and transit services.

Surface Transportation Program

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

Recreational Trails Program

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

Safe Routes to School (SRTS)

INDOT awards federal money to schools and communities for projects and activities to make walking and biking to school safe, simple, and enjoyable for children in grades kindergarten through eighth. Examples of funded projects include sidewalk installation/repair, improved crosswalks, installation of pull-off areas, safe biking and walking outreach programs and development of a comprehensive Safe Routes plan.

Sustainable Development

A “green theme” for existing and future industrial development should be considered to make Gary a more sustainable city, and to possibly attract attention and funding from a variety of sources. The leading environmental and sustainability best practices should be adopted throughout the City’s codes, programs, and initiatives. In addition to sustainable industries, brownfields can be transformed into new open space, cultural sites, or commercial and residential development with proper remediation. The following is a brief overview of some notable practices and case studies.

Eco-Industrial Networks/Parks

Eco-industrial networks and parks are locations where connections are created to improve environmental health and industrial efficiency through the sharing of materials, products, knowledge, and wastes on local and regional scales. Participants in such networks often include businesses, local governments, and educational institutions. Such networks can be economically beneficial through cost savings, competitiveness, increased revenue generation, and increased access to technology and human resources. Types of activities that are part of a larger eco-industrial network or within a specific site considered as an eco-industrial park include:

- Using waste heat from one facility to heat or cool other facilities.
- Creating electricity in combination with other products, such as steam generation.
- Using waste from one facility as a resource in another facility.
- Developing a central energy plant to heat or cool all facilities in an area, such as an industrial park.

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

Resource Recovery Park

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

Wind/Solar Energy

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

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

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

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

Green Space

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

In Seattle, Washington for example, the site of a heavily-polluted gasification plant that closed in 1962 was transformed into the 19-acre Gasworks public park on Lake Union. The park retains the historical character of the site by preserving several pieces of the old plant.

Some communities have also looked at inactive railroads for use as greenways or trails. In Chicago's West Town neighborhood, a local community group, Friends of the Bloomingdale Trail, were committed to building community consensus and support for converting the abandoned Bloomingdale railroad line into an elevated trail. The group has been working with the Trust for Public Land to acquire vacant lots along the trail to serve as access points. They are also working with the Chicago Metropolitan Agency for Planning to receive federal funding for design and engineering work.

In addition to new park space, school campuses, nature preserves, and recreational greenways, communities have been successful in improving vacant land as community gardens or urban agriculture plots, which have in turn helped to foster a sense of community and ownership of the space. Urban agriculture can also help keep food sources closer to home and provides more healthy food products to lower income communities.

For example, the Green Thumb program of New York City's Parks and Recreation Department has used such grants to create 650 member gardens throughout the city's five boroughs. It also provides technical assistance, training, materials, and direct grants to neighborhood garden clubs. An estimated 4.5 acres of greenfields are preserved for every acre of redeveloped brownfields.

In Chicago's Englewood neighborhood, the Growing Home project spearheaded an effort to assemble vacant land to create the Wood Street Urban Farm. The project is aimed as helping homeless and low-income people gain job training and employment opportunities through the context of non-profit organic agriculture business. The Wood Street Urban Farm has provided an important resource for job training and community outreach, serving as a community center and an integral part of the community's revitalization.

Brownfield Museums

Brownfield sites can serve as locations to highlight a community's history either by preserving existing structures or by creating new structures. Examples include:

- Tacoma, Washington: A \$200,000 Brownfields Assessment Pilot from the EPA enabled the City of Tacoma to study economic growth and redevelopment of brownfields along a major industrial inlet. The grant led to the cleanup of 1.6-acre site and development of the Museum of Glass, featuring the works of acclaimed local glass artist, Dale Chihuly. The project serves as a foundation for future redevelopment in the area.
- Fayetteville, North Carolina: The City of Fayetteville transformed a 6.6-acre downtown brownfield site that had once contained service stations, car lots, and a publishing company into the Airborne and Special Operations Museum. The museum is spurring further downtown development, including a new performing arts center on a larger brownfield site.

- Bethlehem, Pennsylvania: A former Bethlehem Steel plant is being redeveloped as the National Museum of Industrial History, part of the Smithsonian Institution's Affiliation Program.
- Providence, Rhode Island: The Heritage Harbor Museum will convert the massive, obsolete South Street power plant into a museum emphasizing Rhode Island history and communities as part of the Smithsonian Institution's Affiliation Program.

Residential/Commercial Redevelopment

Brownfields in other cities have been redeveloped with other uses as well. Examples include:

- Pittsburgh, Pennsylvania: The 42-acre Washington's Landing at Herr Island was a major meatpacking center with soil and groundwater highly contaminated with polynuclear aromatic hydrocarbons and polychlorinated biphenyls. Using \$70 million in public and private investments, the site is now a mixed-use center with commercial, manufacturing and residential uses.
- Pittsburgh, Pennsylvania: A former 238-acre steel mill slag dump is being transformed into a residential neighborhood called Summerset at Frick Park. The \$243 million project required stabilization of the slag, revegetation, and environmental clean-up and will generate \$2.4 million in property taxes.
- Bethlehem, Pennsylvania: This former steel mill represents 20% of the City's tax base. In addition to the 1100 megawatts clean burning power plant, a 115-acre multimodal terminal, and 110-acre greenway project, 1,600 acres will be developed into the commercial and industrial Bethlehem Commerce Park. An additional 163 acres will become a riverfront renaissance district with a movie theatre, ice skating center, entertainment establishments, and an industrial museum.

LEED

The Leadership in Energy and Environmental Design (LEED) Green Building Rating System was developed by the U.S. Green Building Council (USGBC) to provide a set of standards for environmentally sustainable construction. The standards address six general categories, including sustainable sites, water efficiency, energy and atmosphere, materials and resources, indoor environmental quality, and innovation and design processes.

The USGBC has a variety of rating systems that pertain to various forms of construction and developments. One of the newer rating systems is the LEED for Neighborhood Development Program (LEED-ND). LEED-ND is currently under a pilot program and is expected to be released to the public in early 2009. LEED-ND provides guidelines and standards on sustainable development, smart growth, and green design on a neighborhood-wide level and was created in collaboration with the Congress for New Urbanism and National Resources Defense Council.

Appendix A: Past Reports

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

Citywide

Gary, Indiana Comprehensive Plan (1985)

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

Neighborhoods & Sub-Areas

Downtown Gary Retail and Office Market Assessment (2001)

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

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

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

Downtown Gary Retail Revitalization Strategy (2006)

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

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

Gary Riverfront Revival Plan (xxxx)

Prepared by the Delta Institute and the Grand Cal Task Force, this plan sought to improve the Grand Calumet riverfront area, particularly in the Ambridge Mann and Downtown West neighborhoods. Adjacent to heavy industry and transportation connections to the north, the Grand Calumet has long been heavily contaminated. A rehabilitated river and river frontage could be a major economic, aesthetic, and recreational amenity for the neighborhoods to the south.

The plan proposes cleaning up the river and redeveloping surrounding neighborhoods. It also shows a number on concepts for the riverfront area, including a Bridge Street boat launch enhancement, Ambridge Park enhancements, a redevelopment of the South Shore area of the Ambridge Mann neighborhood, conversion of the C-Lot (U.S. Steel detention pond site) to a park and museum, the creation of a Gary Green Link multi-use trail, and a connection between the C-Lot and Gateway Park.

South Shore Lakefront Redevelopment Plan (2006)

This plan was created by the Cities of East Chicago and Gary as an application for financial support from the Northwest Indiana Regional Development Authority. It was prepared by the Community Builders and JJR. Proposed projects for Gary include the creation of a marina and an access road at Buffington Harbor, as well as parkland and beach creations as joint projects with East Chicago.

The University Park Concept Plan (xxxx)

This plan provides a survey of existing physical conditions, a market analysis, a set of vision and planning principles, and development concepts for the University Park neighborhood. It was prepared for the City of Gary by a team comprised of SOM, Arthur Andersen, Indiana Lakeshore, and Indiana University Northwest.

As defined by the plan, University Park is the area within a one-mile radius of Indiana University Northwest. Although more stable and in better shape than other Gary neighborhoods, the area suffered from population loss, decaying institutions, lack of large parcels, and underdeveloped retail. The plan identifies a number of opportunities, including slowing population loss, strong institutions, and room for neighborhood and regional retail growth.

Key concepts for University Park, from the plan, include the following:

- Strengthen residential neighborhoods with renovated, infill, and new housing stock.

- Support the growth and interconnectivity of community anchors such as Indiana University Northwest, Ivy Tech, and the Gary Career Center.
- Rehabilitate Broadway as a multi-purpose “Main Street” with distinct university, neighborhood retail, and city street sections.
- Expand regional retail/service space at the highway interchanges with retail, grocery, and hotel uses.
- Create a sense of arrival and identity.
- Enhance open space through trails along the Calumet River, links between parks, community gardens, and a new community park at Franklin Elementary.

Development Standards and Guidelines for Planned Shopping Center Districts (2005)

The report was prepared by Community Design Economic for the City of Gary, and provides standards and guidelines for the Borman Expressway (I-80/I-94)/Grant Street interchange. Due to high traffic volumes, this location provides the best opportunity for increased regional retail, and the City wants to ensure the development of high-quality shopping centers.

Horace Mann Community Revitalization Plan (2003)

This plan provides specific strategies and an implementation schedule for the revitalization of Horace Mann, one of Gary’s oldest and most historic residential areas. It was prepared by the Community Builders, Inc.

The study found that Horace Mann (also known as Ambridge Mann) followed similar population and housing stock trends compared to other parts of Gary. The neighborhood had stable residential in the southwest and deteriorating housing conditions along its eastern boundary. Other issues identified included heavy truck traffic along 4th and 5th Avenues, small, isolated brownfield sites, and pollution in the Grand Calumet River.

The Plan identified several strategies for the improvement of the area, including:

- The redevelopment of the South Shore District with market-rate, single-family homes;
- The redevelopment of the area adjacent to downtown in conjunction with HOPE VI developments;
- Changing 4th and 5th Avenues from truck routes to neighborhood-oriented streets;
- Upgrading infrastructure and improving the streetscaping;
- Relinking the neighborhood to the South Shore Line through improved transit service;

- Combating blight with code enforcement.

Parks, Open Space & Environment

Gary Green Link Plan (2003)

This plan, created through a grant from the Indiana Department of Natural Resources, creates a framework for developing a system of interconnected natural resources corridors that would encircle the City. The corridors would enable the creation of a thirty-mile trail system, including linkages between Gleason Park in the south and Marquette Park along Lake Michigan.

Calumet Ecological Park Feasibility Study

The study, conducted by the National Park Service, evaluated the feasibility of creating an ecological park in Cook County, Illinois and Indiana's Porter and Lake counties. The park would include the beaches, marshes, moraines, small ponds, dunes, and other natural features at the southwest corner of Lake Michigan. The study describes the natural, cultural, and recreational resources of the region, details issues and opportunities for the area, and lists goals and strategies. The study found that the ecological park was not feasible as part of the National Park Service. Possible alternatives included an expanded Illinois and Michigan Canal National Heritage Corridor or a National Heritage Area designation.

The Calumet Area Ecological Management Strategy (2002)

The study, conducted by the State of Illinois and the City of Chicago with the cooperation of the U.S. Forest Service, proposed a strategy for advancing both economic and ecological interests in the Calumet area, which is in Chicago but is part of the larger Calumet Region that stretches into East Gary. The study contains management strategies to improve the natural environment.

The Coastal Historic and Cultural Resources Study of the Lake Michigan Watershed (2000)

This provides an inventory of historic and cultural resources and includes information on the Marktown Historic District.

Watershed Management Plan For Lake, Porter, And LaPorte Counties (2005)

This report sought to develop a framework for water quality improvements and planning within the Northwestern Indiana Regional Planning Commission's (NIRPC) planning area.

Indiana Lake Michigan Coastal Program (2005)

This program had the following goals:

- Increase public access.
- Decrease coastal hazards (i.e. preserving lakefront dunes).
- Protect underwater archeological resources.
- Inventory and protect wetlands, including bolstering the monitoring of on-site septic systems.

Industrial

Route 912 Industrial Park: Conceptual Master Plan (2001)

This plan was created (following a market study conducted in 1998) to guide the development of a 470-acre site along Route 912 (Cline Avenue) into an industrial/business park. The plan was prepared for the Gary Urban Enterprise Association by the Northern Indiana Center for Land Reuse, the Lakota Group, and V3 Consultants.

The market analysis component found potential growth in supplier companies providing services to large manufacturing companies, heavy construction, electric and gas services, pipelines, industrial machinery, and rubber and plastics manufacturing. Potential was also found for warehousing/distribution, intermodal transportation facilities, and an “eco-industrial” park.

This master plan provides development/redevelopment concepts, including expansion of the site to the south by an additional 300 acres. Proposed uses include industrial flex space, a foreign trade zone center, and an INDOT truck facility.

Transportation

Northwest Indiana Regional Transportation Plan 2030 Connections Update (2007)

This plan/update suggested:

- A four-lane marina access road from SR 912 to Buffington Harbor;
- The widening of I-80/I-90 from six to eight lanes between S.R. 912 and I-65;
- The reconstruction and widening of I-90 from four to six lanes.

Gary/Chicago Airport Master Plan Update (2004)

Proposed changes to the Gary/Chicago Airport and surrounding area include:

- Extension of the northwest-southeast runway to the northwest;
- Rerouting of the EJ&E railroad track around the extended runway;
- Property acquisition to the northwest and the southeast of the airport, including properties near Clark Road Station;
- Passenger terminal expansion.

Citywide Traffic Study (xxxx)

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

Marquette Plan (2005)

Executive Summary

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

- Recognize the lake as the most important asset in the region;
- Increase public shoreline access;
- Establish physical, social, and economic connections, including a continuous trail network linking people to the lake, to features along it, and to each other;
- Change perceptions of the lakefront and lakefront communities as a destination and as a place that attracts new residents and new investment;
- Recognize a changing economy in the region and capitalize on new opportunities (such as technologies associated with the remediation and re-use of industrial brownfield properties) that could result in a campus of new employers with this focus; a “remediopolis”;
- Leverage available resources to broaden the pool of funds and support needed to achieve the plan’s vision;

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

More specifically, it recommends:

- The potential reuse of industrial land around Buffington Harbor for entertainment and open space uses, including a new scenic byway, a multi-use trail, and improved lakefront public access;
- The creation of a lakefront ecological park;
- Consolidation of the U.S. Steel site;
- New open space along Lake Michigan east of the shipping canal, including new access from Tennessee Street, scenic overlooks, and water-based recreation;
- Reuse of the rest of the industrial land east of the shipping canal;
- Restoration of the Grand Calumet River, as well as new water links and riverside trails;
- Improvement to the Lake Street corridor to encourage greater tourism, including transit-oriented development and a “Lakefront Learning Campus.”

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