



American Planning Association
**Planning and the
Black Community Division**

Making Great Communities Happen

Vision for Broadway



**Planning and the Black Community Division Technical Assistance Workshop:
Applying Equitable Development and Smart Growth Strategies for
Corridor Enhancement**

Gary, Indiana



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I EXECUTIVE SUMMARY

As the principal highway into the city of Gary, Broadway represented the piston of economic, social, cultural and transit activity throughout most of the 20th Century. Despite the economic and social challenges of the past forty years, Gary is mounting a comeback, and signs of revitalization are increasingly apparent.

Citizens in Gary welcome the opportunities that growth will offer. At the same time, citizens realize when local stakeholders are not attentive to the pace of development, the pattern, or where it occurs that it is easy to chip away at the amenities that residents cherish or compromise the special attributes that once gave a community a sense of place.

Broadway is a corridor that connects two distinct districts in Gary, Downtown and Midtown. The latter is the historic heart of Gary's African-American community, and research reveals the Midtown district has a unique set of heritage and cultural assets.

In anticipation of Gary's comeback, the city of Gary; the Gary/East Chicago/Hammond (GECH) Empowerment Zone; and the Indiana University Northwest, Historic Midtown Project of the Department of Minority Studies (IUN) – collectively called the Local Organizing Committee – submitted an application for technical assistance to the Planning and the Black Community Division (PBCD) of the American Planning Association. The Committee sought options that would strike a balance between encouraging development while protecting the sense of place.

Citizens want future development to accomplish multiple sustainability goals. In addition to urban management, economic prosperity, environmental protection, and resource efficiency, citizens want to protect cultural heritage and cherished institutions; encourage meaningful participation of all citizens; and foster community parity. Concerned that prolonged disinvestment and neglect may prompt hasty decision making, the Local Organizing Committee wanted to demonstrate the merits of urban redevelopment while meeting the needs of underserved communities and vulnerable populations. To accomplish this, the technical assistance effort was structured on enhancing the Broadway corridor through strategies for equitable development and smart growth.

Gary can improve Broadway through context-sensitive design (CSD) to achieve multiple goals, such as enhancing the character of the districts along the corridor as well as managing the highway as it traverses Downtown and Midtown. CSD can provide viable and balanced opportunities to walk, bike, or drive a car. Gary has the flexibility to apply a wide range of CSD solutions, and the community will have to work through any tradeoffs in a collaborative design process.

Broadway was the focal point in the everyday lives for many of Gary's residents, and it can be again. In order to attract people back to Downtown and Midtown, the city of Gary may wish to consider what impression it wants to convey to its residents and visitors and how that vision can be translated and expressed through Broadway's physical appearance.

Despite the signs of physical entropy and deterioration, Broadway still has an amalgamation of distinct treasures that can be leveraged to project an image as a gathering place for the community as well as a cultural and economic hub. By building on the competitive advantages of Broadway, centrality; ease of access; existing services and institutions; and the cultural heritage of Midtown, the corridor can be restored as a unique destination.

Vacant and abandoned properties along the Broadway corridor represent a challenge and an opportunity for the city. Approaches like land banking, tax foreclosure and tax sales, and greening can be applied to manage vacant properties more effectively. Further, Gary can learn from the actions of other Indiana communities who have implemented vacant property programs in recent years.

Citizens in Gary value stable communities, healthy economies, and improved quality of life. The city can achieve these goals by encouraging equitable development. Equitable development is not lofty, aspirational, or theoretical. The merits of the approach have been demonstrated through projects in Chicago, Kansas City, and Indianapolis for encouraging transit-oriented development, historic preservation, and traditional neighborhood design.

Gary is in a strong position to grow, enhance quality of life, and maintain its sense of place. In order to get the kind of development local citizens and officials want, a variety of tools are needed to send clear signals to the private sector about what will be accepted. Because Gary is a desirable place to live, the city can insist on having development occur on its terms.

There are many programs that can be tapped to support the revitalization of the Broadway corridor, but the most important factor in the process will be the energy and passion of the citizens invested in the well being of the corridor over time. Everyone can play a role, including Gary's younger citizens who represent new community stewards, local patrons, and end-users.

Finally, Gary can be a model for successfully implementing objectives for equitable development and smart growth in the immediate region, throughout the state, and across the nation. By adhering to the vision, Gary's citizens can bestow a legacy to future generations that retains the values, pride, and sensibilities of growing up in an urban community in the nation's Heartland.

2 INTRODUCTION

2.1 A Vision for Broadway: Gateway to Gary, Indiana

Founded in 1906 by the United States Steel Corporation, the city of Gary is an urban center within the nation's "rust belt." Located on the shores of Lake Michigan, just thirty minutes from Chicago, Gary boasts many attractive features including miles of lakefront property, strong transportation infrastructure, striking architecture, and a large available workforce.

Gary experienced the economic and settlement trends that affected most of America's metropolitan areas during the 20th Century. With the downsizing of the United States Steel Corporation, an anchor for the city, Gary lost thousands of jobs, middle class families, and businesses followed by a dramatic economic downturn in the 1970s and 1980s. The out-migration left hundreds of abandoned commercial and residential buildings, produced devastating disinvestment downtown, and reduced Gary's population from 175,000 to its present population of 100,000 residents.

While the vestiges of prolonged disinvestment are not difficult to spot in the city, the physical expression of the decline is most obvious on Broadway Street. As the principal highway into a municipality that was dubbed "City of the Century," Broadway was a symbol of Gary's strength. Broadway hosted an amalgamation of commerce, enterprise, politics, life, art, and culture within Gary. Equally as important for locals, Broadway is a corridor that connects two distinct districts, Downtown and Midtown. Downtown is the political and civic center of Gary, Indiana. Midtown is the historic heart of Gary's African-American community, and research reveals the district has a unique set of heritage and cultural assets.

Today, Broadway is not a glamorous or bustling arterial. Still, following periods of tremendous population growth and infrastructure strain, disinvestment, and urban renewal, the lasting impressions of Broadway as the piston of economic, social, cultural, and transit activity are imprinted on the residual memories of Gary's longtime residents.

Despite the economic and social challenges, Gary is mounting a comeback. Evidence can be seen in new downtown residential and commercial development. The opening of the minor league baseball stadium is providing individuals and families with an outlet for leisurely entertainment near downtown Gary. Further, city officials are putting in place new tools to incentivize additional development. While Gary is still years from total resurgence, signs of revitalization are increasingly apparent.

Citizens in Gary welcome the opportunities that growth will offer, and they have the foresight to know that changes to the landscape from development do not occur in swift, sweeping movements. Instead, cities experience subtle changes over time through incremental actions. Citizens also realize that when you are not attentive to the pace of development, the pattern, or where it occurs that it is easy to chip away at amenities that residents cherish.

In anticipation of Gary's comeback, the city of Gary; the Gary/East Chicago/Hammond (GECH) Empowerment Zone; and the Indiana University Northwest, Historic Midtown Project of the Department of Minority Studies (IUN), collectively referred to as the Local Organizing Committee, submitted a joint application for technical assistance to the Planning and the Black Community Division (PBCD) of the American Planning Association. For more information on

the program see Appendix A. The fore mentioned groups submitted the technical assistance application because they sought options that would strike a balance between encouraging development while protecting the sense of place.¹

Citizens in Gary wish to encourage development that accomplishes multiple sustainability goals. In addition to urban management, economic prosperity, environmental protection, and resource efficiency, citizens want to protect cultural heritage and cherished institutions; encourage meaningful participation of all citizens; and foster community parity. The PBCD Advisory Team (Team) was asked to conduct workshops and public meetings that would help the community produce a shared vision for enhancing Broadway and address future growth along the arterial.

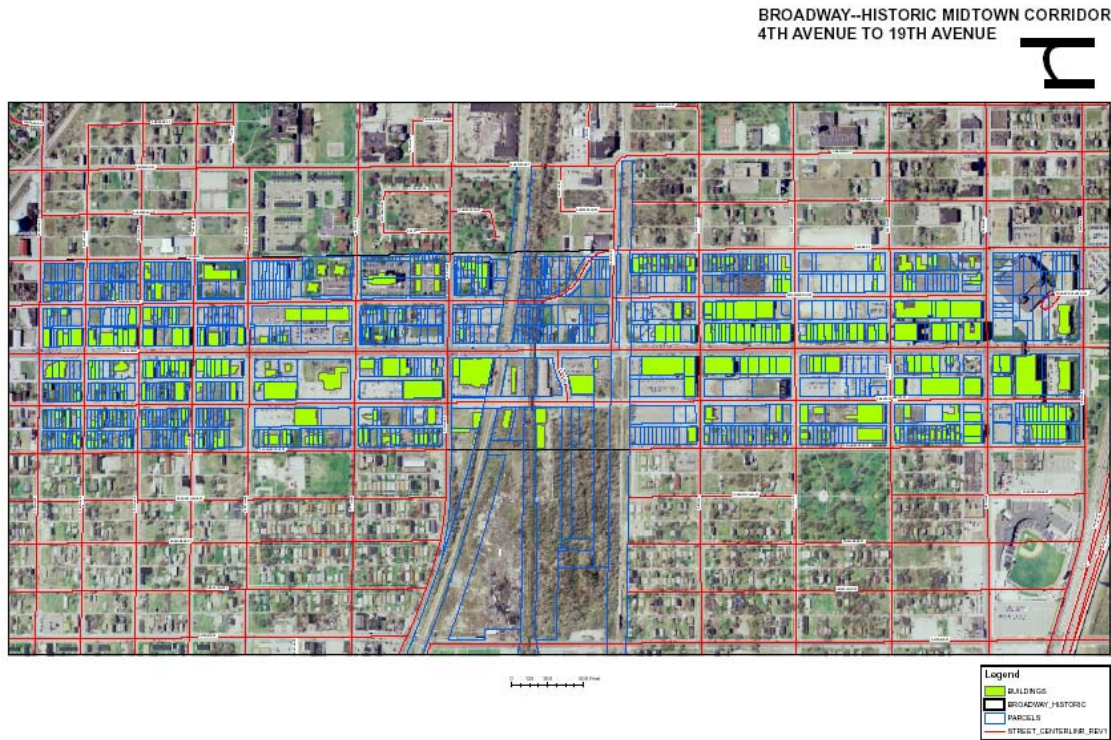


Figure 1. Map of the study area for the PBCD Technical Assistance Workshop.²

The study area for the technical assistance project was limited to a one-mile span of the Broadway corridor extending from 4th Avenue, in Downtown, to 19th Avenue, in Midtown. The northern end of the study area includes a mix of professional offices, services, institutional uses, and some retail shops. The southern end of the analysis zone features mostly older retail shops as well as a mix of institutional uses. Vacant lots and structures are common along the length of the analysis zone.

Currently, the study area exhibits a low population density. This span of Broadway is not a destination for visitors. The opportunity cost for the city of Gary is the loss of revenue as consumers make purchases or acquire services elsewhere. In fact, the 2003 Annual Average

¹ The technical assistance workshop was one of the programmatic activities of PBCD's 2007 biennial conference, and it was offered as a service to the community hosting the conference.

² Base map: City of Gary

Daily Traffic counts provided by the Indiana Department of Transportation reveal most traffic entering Broadway from the I-80/I-94 interchange travels South to Merrillville, rather than North towards Midtown and Downtown Gary.

The Broadway corridor (4th to 19th Avenue) faces many challenges. Along the corridor, public perception for crime is high and for safety is low. There are few public open spaces such as parks. Presently, the Broadway corridor is a glaring example of the devastating and debilitating impacts following decades of urban disinvestment. The corridor has experienced substantial deterioration of its primary economic and employment base. Disinvestment in the central business district is evident in the form of out-migration of businesses as well as abandoned and vacant commercial and residential buildings. Many of the derelict properties are distinct in their architectural character.

Alternatively, there are many things about the analysis zone that are attractive. The city of Gary, including the study area, is built on a well-defined street grid. A rich network of streets offers many alternative routes to enhance mobility and circulation of traffic. Also, connectivity among streets and land uses facilitates pedestrian activity throughout the community. As a result, walking is already a physically viable mode of travel, particularly within the study area. Therefore, the task for Gary will be to make pedestrian activity more attractive. Furthermore, as a major commercial corridor for the city, Broadway will be an ideal location for high visibility from foot traffic and vehicular traffic. Especially as enhancements are introduced to create places or centers of concentrated activity along the corridor that are recognizable as destinations.

The northern terminus of Broadway is the location for the Gary Metro Center Station. The availability of passenger rail service to downtown Gary will provide the public with an option to choose between driving a personal vehicle or taking transit. Rail service to Broadway is a bonus because it can boost the corridor's image as a place that is: more appealing to work; more convenient to live; and more attractive as a destination that is responsive to regional demands for new retail, entertainment, and cultural outlets.

The presence of vacant and underutilized property, on or near Broadway, may yield opportunities to acquire funding to spur redevelopment initiatives. Some properties require environmental evaluation and cleanup which means they are potential targets for brownfields funding. In a like manner, strategic plans that build on the synergies between transportation and brownfields redevelopment may garner financial support. For instance, large development projects that demonstrate they can lower air pollutant emissions from vehicles may qualify as transportation control measures.

Median household income for Gary is approximately \$33,810, which is significantly lower than the rest of the region. The unemployment rate is 14 percent according to GECH. Manufacturing has been a cornerstone in the local economy, employing 12 percent of Gary's labor force. More recently, the health care and social assistance sector has surpassed the manufacturing industry for employment within the city. Currently, 15 percent of Gary's employment comes from the health care and social assistance sector.

For the technical assistance project, the Local Organizing Committee asked the Team to:

1. Capture what residents value about the Broadway corridor and the districts within the study area by engaging a broad cross-section of Gary's citizens in community focus groups, particularly youth and/or citizens who infrequently participate in civic meetings;

2. Encourage harmony with Gary's existing planning efforts (namely the Downtown Plan and Gary's Comprehensive Plan);
3. Produce a report and ancillary tools, such as presentations that capture the ideas/themes expressed by citizens as well as strategies for implementing the vision; and
4. Suggest to the city a vision that accommodates new growth in a way that takes advantage of opportunities for improvement as well as preserves what is best about the Broadway corridor and the districts within the study area.

Concerned that prolonged disinvestment and neglect may prompt hasty decision making, the Local Organizing Committee was amenable to exploring alternative models to economic and community development. Also, the Local Organizing Committee wanted to demonstrate the merits of urban redevelopment while meeting the needs of underserved communities and vulnerable populations through policies, programs, and projects. To accomplish this, the structure of the technical assistance workshop was based on use of equitable development and smart growth strategies for enhancing the Broadway corridor.

2.2 The Technical Assistance Site Visit

The technical assistance workshop brought together elected officials and community leadership. Attendees included Deputy Mayor Geraldine Tousant; Chris Meyers, Planning Director for the City of Gary; and Venus Cobb, who was the director of the GECH Empowerment Zone at the time of the site visit. A broad cross section of citizens, including longtime residents, former elected officials, non-profit heads, and youth leaders were present as well. The majority of attendees grew up in Gary and had strong ties with the city.

Before developing any growth options, the Team focused on engaging residents and community stakeholders. The Team felt understanding the social, political, and emotional landscape of the study area was as important as surveying the existing physical conditions. The dialogue with community members was prefaced with brief remarks about redevelopment initiatives in other urban centers, namely Miami, Denver, and Washington, DC.³ This was followed by a summary of the findings in the Downtown Gary Retail Revitalization Strategy prepared by Community Design Economics in 2006.

After establishing the context, the Team facilitated a general discussion about the Broadway corridor. Memory, community perceptions, and personal and institutional relationships can be the basis for action, or inaction, when creating and implementing a redevelopment strategy. This forum gave the community an opportunity to articulate their values. Attendees responded to the following questions:

1. What factors made the Broadway corridor successful in the past?
2. What factors contributed to the decline of the Broadway corridor?
3. What elements would you like to see in a revitalized Broadway corridor?
4. What are resources the city and community have currently that can be used to implement a redevelopment plan?
5. What are priority projects that can be implemented over the next six months, twelve months, and five years?

³ The Team drew general comparisons with other large cities that have implemented redevelopment efforts within the past ten years and whose African-American populations were significantly high.

The Primacy of the Broadway Corridor

Attendees who grew up and lived in Gary when the Broadway corridor was thriving expressed the success of the corridor stemmed, in part, from the presence of family, the sense of community, safety, and accessibility. Participants recalled strong transportation networks bringing residents to the corridor to play, shop, and interact with other citizens. Community members shared that a sense of family and connectivity created a strong feeling of safety. This feeling of safety meant that people of all ages, including youth, viewed the corridor as a destination. Patronizing local businesses instilled a sense of community support among residents. For example, one resident commented that “everything you needed was in downtown Gary.” During the forum, people referenced buying clothes at downtown department stores like Sears, Cornets, Goldblats, and at boutiques.

There was consensus that the Broadway corridor was as much a space for socializing and recreation as it was for shopping. The Broadway corridor was anchored by Gilroy Stadium, home to a number of local sporting events. Some participants recalled attending events at the stadium and, following their conclusion, strolling home along Broadway. The Palace Theatre was a popular destination for watching movies and performances. On occasion, social functions were held at the Sheraton Hotel. And Gleason Park, near Broadway, included facilities to support horseback riding.

The Decline of the Broadway Corridor

Participants described a variety of forces as contributing to the decline of the Broadway corridor. They included and were not limited to:

- Business disinvestment as merchants and shop owners opted to relocate and pursue growing suburban markets;
- Deferred maintenance and limited improvements to facilities and infrastructure along Broadway;
- Limitations among remaining businesses in adequately responding to consumer needs; and
- Social/political turbulence of the 1960s which, in the case of Gary, coincided with the election of Richard Hatcher as the city’s first African-American mayor.⁴

While there were differing opinions regarding the decline of the corridor, there was mutual agreement that at the most basic level the elements of “**Family, Community, Safety and Accessibility**” no longer existed. Further, the current condition of the corridor was not conducive to supporting these elements.

A younger attendee enriched the discussion by talking about Broadway’s condition from the perspective of a different generation. The participant admitted that she never experienced Broadway as a thriving corridor. In fact, it wasn’t until she visited other cities and saw how their corridors looked that the deficiencies of Broadway became apparent to her.

Proposed Strategies and Projects for a Revitalized Broadway

In order to revitalize Broadway, participants suggested it was necessary to reestablish a sense of community. They emphasized supporting the establishment of family owned businesses and

⁴ Varying push and pull factors fueled urban flight and suburbanization in Northwest Indiana.

steering local business, in need of new space, to Broadway. Attendees also mentioned creating opportunities to restore the spirit of the Broadway corridor through attracting youth, developing cultural facilities and striving to showcase the rich history of Gary, past and present. While attendees offered minimal input regarding the physical character of a revitalized corridor, participants did discuss the need to reuse suitable buildings.

Attendees briefly inventoried the resources that could be used to support development along the corridor. They included and were not limited to:

- existing parcels of vacant property for infill development;
- financial resources for spurring development such as grants and tax credits;
- Gary's location along key routes for transportation by road, rail, and air;
- the city's proximity to Chicago; and
- natural heritage elements such as the ecosystem along the shores of Lake Michigan.

Finally, the citizens of Gary were referenced as an asset and a resource. Parishioners for local churches, homeowners, students and other residents share a love and commitment that could be channeled into positive development activities. In addition, many former residents actively keep track of city affairs, visit annually for reunions and other community events, and express a lasting commitment to the city. This diaspora was viewed as a resource that could be leveraged for support and expertise. They also represent a market the city can target as it rebounds.

Residents identified priority projects for revitalizing the Broadway corridor. For some projects, particularly large scale initiatives, immediate resources may not be available. As a result, attendees were encouraged to think of ways to acquire resources for supporting such initiatives in the long run.

Six month priority projects included:

- Alley clean-up and maintenance;
- Flower planting and other beautification activities along sidewalks;
- Demolition or stabilization of distressed structures in the study area;
- Submitting input to the city comprehensive planning effort; and
- Drafting marketing material to showcase opportunities for investment along the Broadway corridor.

Twelve month priority projects included:

- Instituting a street sweeping program for major arterials;
- Completing the city's comprehensive plan and/or the corridor plan;
- Celebrating the grand opening of the Dusties restaurant; and
- Creating a small business incubator program through collaboration among non-profit, government, and local business interests.

Five year priority projects included:

- Developing an urban and natural trails system within the study area;
- Completing first and secondary phases of adding new, mixed-use development to the Broadway corridor;
- Completing transit oriented development at the Gary Metro Center Station and along strategic nodes of the city's bus route; and
- Celebrating the opening of new retail and services along the Broadway corridor and throughout the city.

For the purposes of the technical assistance workshop, this opening discussion and the interviews that followed were important for identifying a set of shared values and ideas about the future of the Broadway corridor. Further, the Team used the values to guide development of options. Citizens in Gary value:

- Restoring a sense of family (neighborly/hospitable/security) and community (bonding/engagement/human presence) to the Broadway corridor;
- Improving safety and accessibility on Broadway;
- Boosting the image of the city;
- Offering convenience and proximity to desired services or complementary land uses;
- Expanding opportunities for entrepreneurship;
- Maintaining existing institutions like the W.E.B. Dubois Branch of the Gary Public Library System;
- Encouraging a variety of transportation choices;
- Providing new services, job opportunities, as well as recreational and cultural outlets for youth;
- Preserving the city’s scenic assets and natural ecosystem;
- Highlighting the historic and heritage assets that distinguish the city; and
- Supporting the resiliency of incumbent residents and the sense of affection that draws people back to the city.

2.3 Structure of the Technical Assistance Report

During the technical assistance workshop, the Team used the term “City of the Century” – a popular moniker associated with the city during the 20th Century – to frame an overall vision for progress as Gary embarks on its second-hundred years as a municipal government. In this vision, the city thrives economically, renewed by a strong sense of family and community; providing the ability to walk, bike, take transit, or drive from homes to parks, stores, and amenities; and possessing a strong sense of place by honoring the heritage and cultural assets that have shaped Gary’s landscape. The “City of the Century” description guided the Team’s work and serves as the organizing theme for this report:

- *Improving Broadway Through Context-Sensitive Design* describes options for enhancing the character of the areas aligning Broadway and between the districts;
- *Making Broadway a Destination* describes techniques for creating distinctive, attractive communities for the enjoyment of citizens and visitors;

- *Strategies for Managing Vacant Properties* identifies information resources, tools, and assistance to support local vacant property revitalization efforts;
- *Historic Preservation and Cultural Development* describes the necessity of encouraging stewardship of distinct buildings as well as the institutional heritage that can be used to create a “place-making dividend” for the city;
- *Encouraging Equitable Development* offers methods to encourage community parity by expanding choice and opportunity for all persons while recognizing a special responsibility to plan for the needs of disadvantaged groups and persons;
- *Engaging Gary Youth in Collaborative Problem Solving for the Broadway Corridor* presents the innovative ideas and suggestions of Gary’s future leaders;
- *Implementation Options* discusses actions the city can consider to get the type of development its residents want; and
- *Appendices* provide more in-depth information about the ideas discussed in the report, including case examples on encouraging equitable development through transit-oriented development; urban infill; and traditional neighborhood design.

3 IMPROVING BROADWAY THROUGH CONTEXT-SENSITIVE DESIGN

The technical assistance Team understands locals view Broadway as a street as well as a place. As a street, Broadway, also known as State Road 53, is part of the Indiana State Highway System. As a place, Broadway represents a communal space that once bustled with civic engagement and economic activity. The Team felt it was important to respond to both in this section of the report. The first part of the section considers treatment to the form, space, and facilities aligning the arterial. The second part of the section presents physical refinements that could be made to the street itself and/or the right-of-way to achieve multiple goals for mobility, safety, variation in land use, and mode choice.

3.1 Using Design to Enhance the Character of Districts along the Corridor

The overall significance of a place, space, or building is not always obvious upon first encounter; however, it is immediately evident when the locus of such an encounter is both unique and engaging.⁵ In such a context, the strength of the encounter creates a visceral response that prompts analysis and instills a desire to engage, interact and experience the place from different perspectives. It can inspire learning of how the locus of the encounter came to exist and to search for meaning and causality in the encounter itself. It can prompt an inquiry to discover the forces that help to sustain or diminish it and to uncover those that could cause it to occur again. For the city of Gary to become the “City of the Century,” Broadway must become the locus of an encounter that creates such a response from its residents and visitors.



Figure 2. Photo of an urban corridor, not unlike Broadway's present conditions.⁶

⁵ The term locus refers to the locality, place, or center/focus of activity or concentration.

⁶ Urban Advantage



Figure 3. Visualization that shows how an urban corridor can look based on redevelopment techniques that are context-sensitive. Photo-realistic images were added to Figure 2 to illustrate a potential scenario.⁷

Context-Sensitive Design (CSD) is an approach that could be applied to facilitate this transformation. CSD is both a process and a set of design techniques that have emerged from efforts to better integrate urban design, architecture, and transportation. For example, a context sensitive approach to the Broadway corridor would consider Gary’s cultural history and address the beauty of the historic buildings — a beauty that still resides behind many years of neglect and decay. While some of these buildings may require demolition, many others are sound and have a wonderful character that could be capitalized upon in revitalizing the corridor. Fundamentally, a context sensitive approach considers the existing constraints and context of the Broadway corridor and builds on it.

It is necessary to note that CSD does not require a solution mimicking the existing conditions of the area. Instead, it is more important to identify those significant features within an area and ensure they are addressed and reinforced within the overall design approach. For example, the stretch of Broadway from 4th to 19th is largely bound by buildings that sit right along the sidewalk and front the street. Also, most of these structures are pedestrian



Figure 4. Active ground floors and charming building design make downtown walks interesting and entice citizens to get to know their community by foot.⁸

⁷ Urban Advantage

⁸ Carlton Eley

friendly two- to five-story buildings with storefronts and fenestration.⁹ CSD would incorporate the pedestrian scale; feel of the design; and disposition of windows, storefronts, and signage in relation to building mass in its design.

As Gary considers redevelopment options, serious thought must be given to what becoming the “City of the Century” means to Gary.¹⁰

- What aspects of Gary’s history do its constituents want to express?¹¹
- Who will the city serve and what will the demographics look like?
- Will the city cater to families, students, tourists, children or all of the above, and if so, how will it accomplish this task?
- Do the people of Gary wish to change the image of the city to express the sense of community, family, security, and vitality?
- How will the city function in terms of design and management?¹²

Anything is possible — creating the “City of the Century” just requires asking questions and deciding on answers that clearly define an end goal which should be implemented. Because if the vision is not clearly set and a timeline is not established regarding the end goal, the likelihood of failure greatly increases.

To explore an example of what is possible for Gary, we can look at a theoretical theme-based redevelopment approach:

With this approach, Broadway Street is developed from 4th to 19th, the downtown district (from 4th to 7th) serves and remains the Civic District, the area from 7th to 13th becomes an Arts District, and Midtown (13th to 19th) maintains its current feel but with some improvements as a Cultural District.

⁹ Fenestration refers to an opening, or the arrangement and design of openings (such as windows and exterior doors) in a building. At the street level, the arrangement of windows and doors can contribute to the attractiveness and walkability of the corridor.

¹⁰ Gary became known as the City of the Century due to its advanced design, forward-thinking development plan, ethnic diversity, and miraculous growth. The City maintained the moniker throughout the 20th Century including on the city logo. Whether or not this designation continues into the 21st Century can be a topic for discussion. Perhaps a new tag line is in order as part of a new branding and image enhancement effort?

¹¹ Creating a meaningful response along Broadway begins with understanding the city’s history. Gary, developed as a town for steel workers, is a city with a tremendous history of music, athletics and industry, which has given birth to notable athletes, entertainers, Nobel Peace Prize winners and astronauts. While the City of Gary understands the importance of this history, it is just as critical to learn from it in order to successfully celebrate it. Once this is done, Gary’s citizens and officials can interpret and relate this history to the future of the city through the Comprehensive Plan (Comp Plan), which was submitted to the Plan Commission for consideration on September 29, 2008.

¹² From a design perspective, will the city take a thematic approach to redevelopment? Alternatively, from a management perspective, will the city make multi-modal transport a priority or will its transportation policy primarily cater to automotive transport?

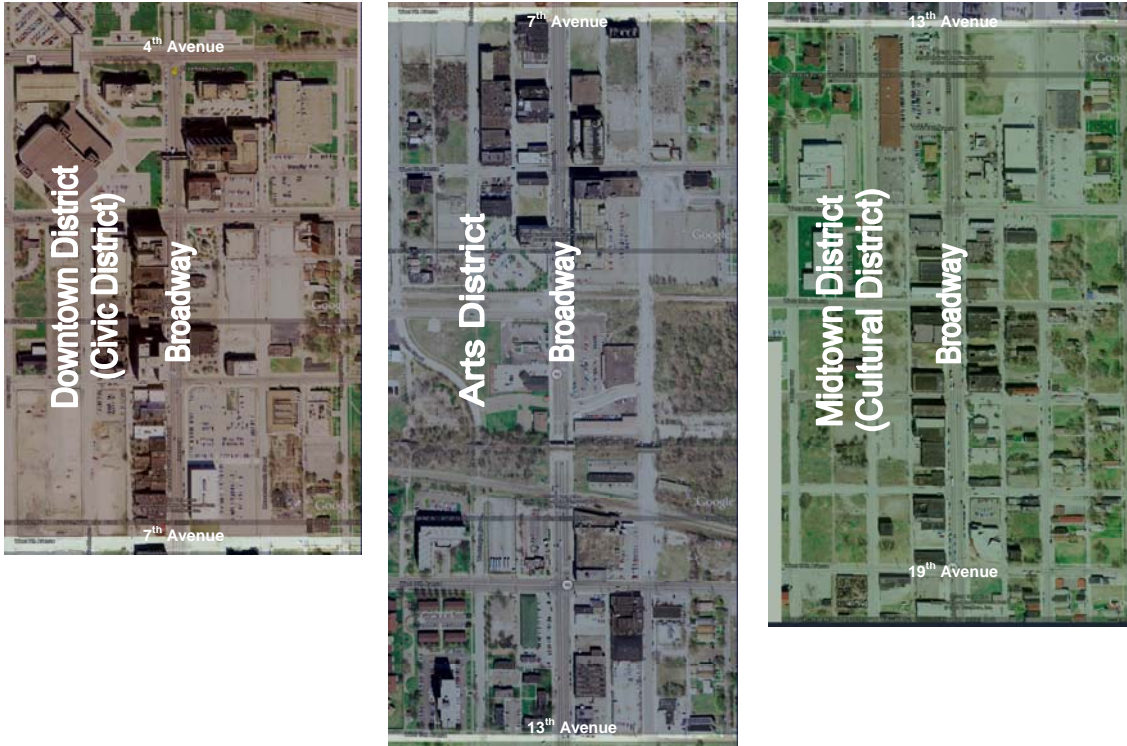


Figure 5. Presentation of three potential character areas along the Broadway corridor.¹³

Downtown / Civic District

Within the Downtown / Civic District, many of the existing buildings come up to the street with minimal set backs and could be redeveloped on their existing footprints. Vacant lots/parcels aligning Broadway could also be redeveloped with multi use buildings and ground level retail. Greater density could be achieved without changing the street level character through massing techniques. In other words, upper stories could step back from the street so that the pedestrian feel and walkability of Broadway is maintained. In conjunction with these redevelopment items, new signage and street lights could be installed. Incorporating banners into the lighting standards would also allow the city an easy way to change the feel of the street and announce events. The sidewalks could be widened and modified to incorporate paving patterns and textures allowing visually impaired individuals the ability to traverse the public arena much easier. Finally, planting beds and benches could be added in strategic locations to bring color and activity back to the street as well as median planters to



Figure 6. 700 block of Downtown circa 2007.¹⁴

¹³ Google Earth

¹⁴ Sanford Garner

control the flow and speed of traffic.

Arts District

Within the Arts District, many of the same amenity and building upgrades recommended in the Civic District could be emphasized. In this zone, the Palace Theatre is a key anchor and could become a mixed-use facility where the exterior façades are saved and rehabilitated, but the interior is gutted and redesigned. One goal of the redesign would be to accommodate commercial / retail spaces on the first floor. The theatre space would likely become smaller with multipurpose spaces and the balance of the space dedicated to offices. The upper floors could be renovated into condominiums. The adjacent corner is highlighted with imagery and signage depicting Gary's musical history and is interspersed throughout the district culminating at the Palace Theatre. Also, the Chicago South Shore and South Bend (CSS & SB) railroad line which is no longer active can become a rails to trails system, and it can connect to the existing system within Lake County.



Figure 7. Once redeveloped, the Palace Theatre could be the crown jewel of the Arts District.¹⁵

Midtown District

This district could maintain its current feel if the majority of the existing historic buildings were renovated as commercial, retail, and live / work units. The overall infrastructure improvements suggested in the rest of the corridor (sidewalks, street lights, landscaping, etc.) could be continued. To help ensure the historic feel of Midtown, design guidelines could be prepared for new construction or redevelopment projects within the area.



Figure 8. 1700 block of Midtown circa 2007.¹⁶

The above scenario is just one option where CSD can be applied to a redevelopment approach. Gary is very unique as a mid-sized American city that possesses the multi-modal transport infrastructure and systems commonly found in large cities. The city has an airport. It is directly off of an interstate highway. The regional passenger rail service has a stop in Gary. Also, there are active bus lines. The goal of CSD is to acknowledge all of these amenities, find a way to use them, promote them, and make better use of them. The ultimate purpose is to create loci of encounters that create positive responses in both residents and visitors, and to create environments that are walkable, comfortable, visitable, and safe. Doing so will definitively

¹⁵ Sanford Garner

¹⁶ Sanford Garner

establish Gary as a “City of the Century.” The next section will discuss how to adapt the Broadway arterial to support multiple modes of transportation and movement.

3.2 Using Design to Make the Highway a Great Street as it Traverses Downtown and Midtown

Broadway is a street serving both a local and regional purpose. In its role as Highway 53, it connects U.S. Route 231 in Crown Point to Gary and the main gate of the U.S. Steel plant.¹⁷ However, Broadway is also a local arterial that anchors buildings in downtown Gary. Although it runs more than 14 miles, the technical assistance project focuses primarily on the 1.3 mile span of Broadway as it passes through downtown Gary. Presently, this section is a six-lane arterial – three lanes for North bound traffic, and three lanes for South bound traffic. The critical design question moving forward, is what configuration would best balance the local and regional purposes of the street.

The entire analysis zone is primarily within the city’s central business district. Gary’s street network is a grid and rich in connections for filtering traffic. Broadway has twelve signaled intersections within the analysis zone. Finally, there are various indicators that reveal the primacy of Broadway as the “main street” for the city of Gary:

- the exit for the I-80/I-94 interchange connects to Broadway;
- prominent political and municipal land marks, including the Courthouse and City Hall, border Broadway;
- U.S. Steel, the historic economic driver for the city, is the northern terminus for Broadway; and
- Broadway was the center for commerce, retail, and public interaction during the city’s heyday.

Context-Sensitive Design Options for Broadway

The essential challenge is to enhance the roadway environs while improving the corridor as an entrance to the city as a distinctive gateway. Other states have done extensive work on how to manage similar design and planning challenges. Four guidebooks would be useful resources as the community thinks about the future of Broadway: the Institute of Transportation Engineers’ *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities*; the Maryland State Highway Administration’s *When Main Street is a State Highway*; Oregon DOT’s *Main Street...When a highway runs through it: A Handbook for Oregon Communities*; and the Federal Highway Administration’s *Flexibility in Highway Design*.

At a basic level, context-sensitive design (CSD) incorporates the input of a wide range of stakeholders in designing or revamping a road. The approach creates roads that fit with the physical, aesthetic, environmental, social, and historic context of an area. The goals of a CSD solution include open and honest communication with the public and a road design that moves traffic, offers other transportation options, is safe for all users, and adds lasting value to a community. This kind of thoughtful land use and transportation planning can provide viable and balanced opportunities to walk, bike, or drive a car.

¹⁷ Interstate 90, only a few hundred feet to the south of the main gate, is also considered a northern terminus for Broadway.

Fortunately, the difference between Broadway’s current capacity and the current traffic volumes gives Gary the flexibility to apply a wide range of design solutions. For example, six lane road designs can accommodate roughly 45,000 vehicles per day without reaching an unstable flow in traffic.¹⁸ However, the highway capacity referenced above exceeds the 2003 reported traffic volumes for segments of Broadway, which ranged from 9,000 to 21,000 vehicles per day within the analysis zone. See Table 1 for additional details. In effect, this creates a tremendous opportunity to add features that improve walkability, allow for on-street parking and enhance the sidewalk environment without affecting the traffic flow. At a minimum, experience in other communities suggests the current design of Broadway and the lack of streetscape enhancements will make it difficult to achieve present citizen goals for community character and safety for multiple-modes of travel.

Table 1. 2003 Annual Average Daily Traffic for Broadway Street

<u>Highway Segment</u>	<u>Average Daily Traffic</u>
I-90 to US-12/US-20 WB	7,560
US-12/US-20 WB to US-12/US-20 EB	8,720
US-12/US-20 EB to 11 th Avenue	9,470
11 th Avenue. to 13 th Avenue	18,510
13 th Avenue. to 25 th Avenue	20,960
25 th Avenue. to I-80/I-94 Interchange	28,710

Source: Indiana Department of Transportation (INDOT)

Design Alternatives

The Team developed design alternatives to compare to the existing design for Broadway. In each case, the alternative seeks to improve walking and/or biking conditions while keeping traffic flowing smoothly along the arterial, as the community wants. The alternatives will require a right of way (ROW) of 100 feet. GIS data provided by the city of Gary suggests the ROW is 100 feet within the analysis zone. ROW constraints are often an issue when implementing context sensitive solutions. Even when adequate ROW exists, communities must decide what design best meets their needs.

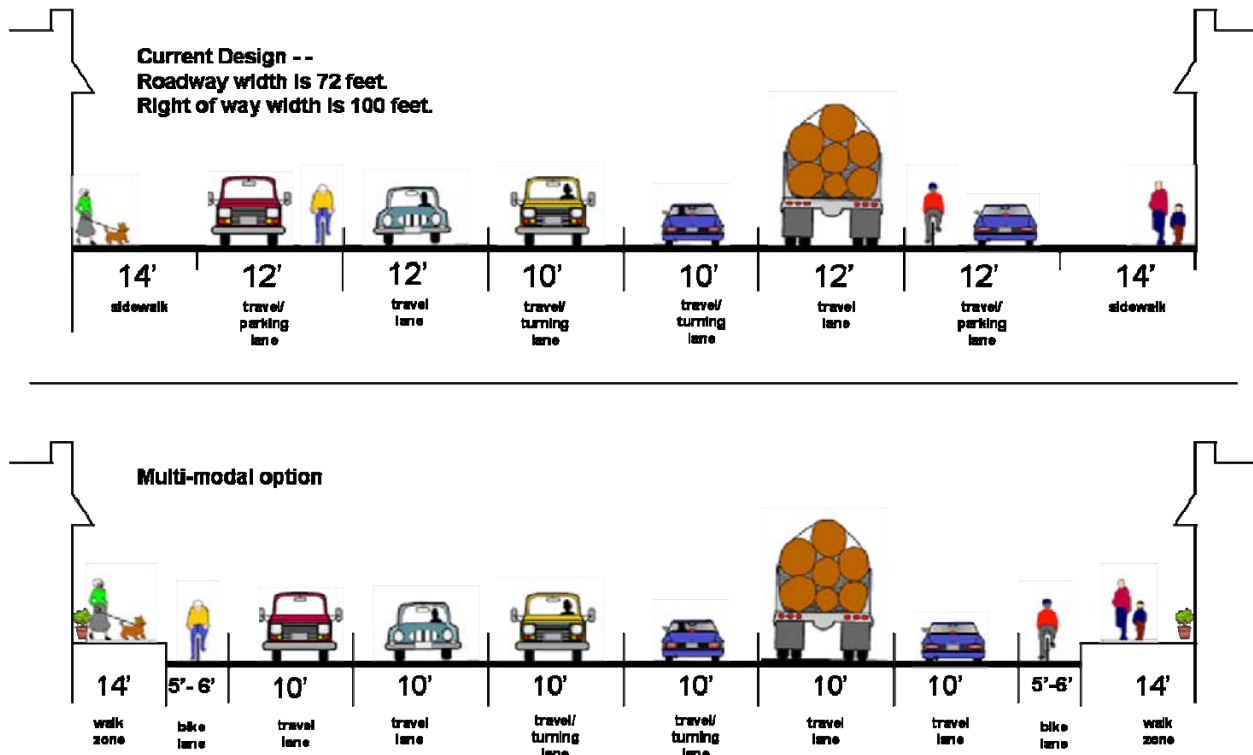
Ultimately, the community must work through any tradeoffs in a collaborative design process with the Indiana DOT (INDOT). A process for envisioning the evolution of Broadway may be well suited for INDOT’s Transportation Enhancement program. Table 2 summarizes the tradeoffs for road design alternatives featured in this report. Please note the alternatives are not drawn to scale.

¹⁸ Florida Department of Transportation (2002) Quality / Level of Service Handbook, Table 4-1.

Table 2. Evaluating Road Design Tradeoffs Across the Alternatives

Multi-modal	Main Street (Lane Removal)	Main Street (vegetated, raised center median)
<p>Pros</p> <ul style="list-style-type: none"> • Accommodates bicycles • Retains six travel lanes • Traffic calming encouraged by narrowing all lanes 	<p>Pros</p> <ul style="list-style-type: none"> • Curb extensions and parking lanes reduce crossing distance at intersections by 25 percent • Drivers perception of road and lane width reduces speeds • On street parking supports street front retail / commercial development 	<p>Pros</p> <ul style="list-style-type: none"> • Median adds green space and reduces impervious surface cover • Median offers pedestrians a refuge as they cross the street • Drivers perception of road and lane width reduces speeds
<p>Cons</p> <ul style="list-style-type: none"> • Roadway is wide and uninterrupted; no refuge for persons crossing the street • No on-street parking for Broadway • Traffic conflicts are possible from turning movements in inappropriate locations 	<p>Cons</p> <ul style="list-style-type: none"> • Traffic volumes above 13,000 vehicles per day may lead to minor congestion on Broadway. However, parallel arterials will help to offset congestion by accommodating traffic. • Cyclists and drivers will need to be mindful of their lane movements to minimize conflicts 	<p>Cons</p> <ul style="list-style-type: none"> • Traffic volumes above 13,000 vehicles per day may lead to minor congestion on Broadway. However, parallel arterials will help to offset congestion by accommodating traffic. • Bicycle lane narrowed slightly • Cost of landscaping and maintenance of the vegetated median

Figure 9.



Comparison between a standard arterial and an arterial with enhancements based on the “multi-modal” approach. Widths for the enhanced option represent typical dimensions, but specific designs could vary.

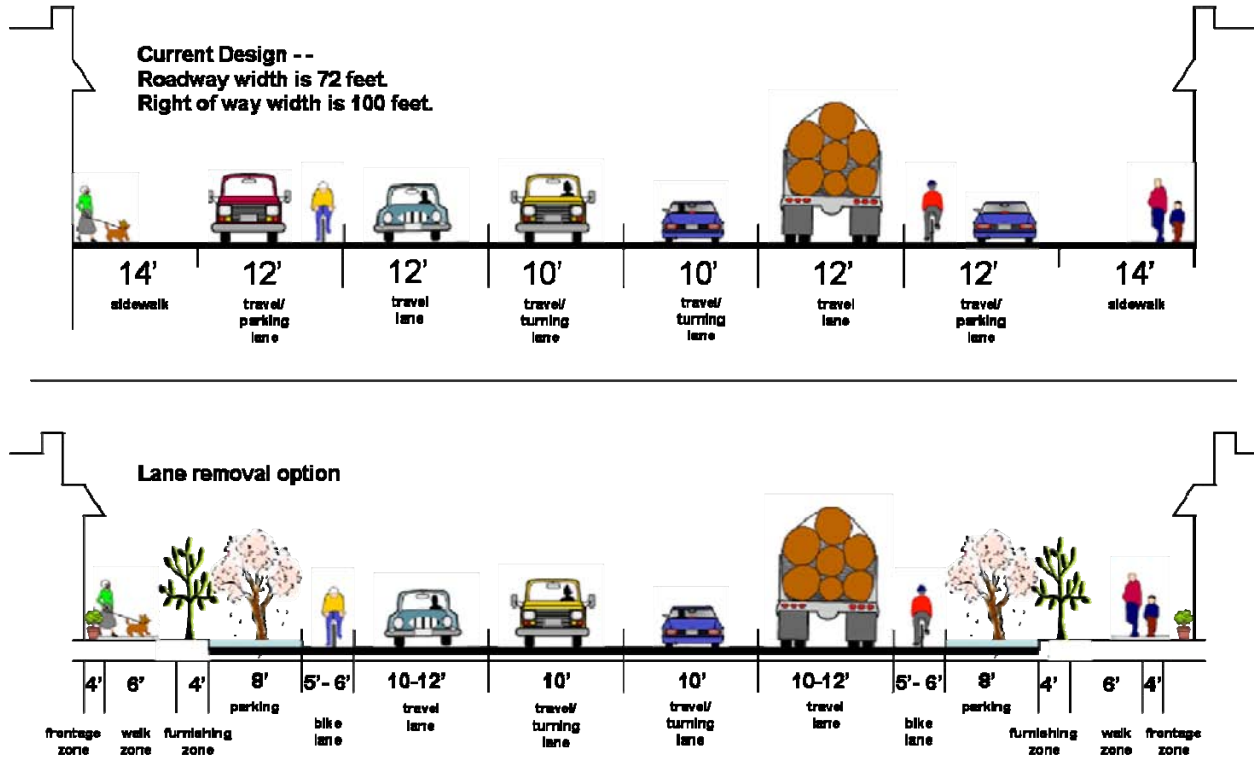
The multi-modal option (Figure 9) illustrates a less significant departure from the current form and dimensions exhibited by Broadway. The primary difference is the addition of bike lanes. The space for bike lanes is the result of narrowing all travel lanes to 10 feet.¹⁹

- Pros: The multi-modal approach accommodates bicyclists with a separate lane between the exterior travel lane and the curb. Also, Broadway retains six travel lanes for vehicular travel, including public transportation. The sidewalks are ample in width to support pedestrian comfort. Also, narrowing the exterior travel lanes will slow down traffic using these lanes. Traffic calming by narrowing the lanes is a slight enhancement that will make the arterial more accommodating for alternative modes of travel.
- Cons: Pedestrians must cross six, uninterrupted lanes in order to reach the other side of the street. Crossing this many lanes without a refuge for pedestrians is not safe for older citizens, persons with disabilities, or youth. Merchants on Broadway may not appreciate the loss of the exterior lane for curbside parking as a result of inserting the biking lane. The option does not limit left-turns in locations that are inappropriate. For example, making a U-turn in the middle of the street rather than at an appropriately marked left-

¹⁹ Oregon Department of Transportation (1999) *Main Street.....when a highway runs through it: A Handbook for Oregon Communities*. Oregon: State of Oregon. Vehicular and pedestrian graphics were extracted from the ODOT report and incorporated into street cross-sections for Figures 9, 10, and 12. www.contextsensitivesolutions.org/content/reading/main-street/resources/main-street-when-a-highway/

turn bay. As a result, the option does not reduce the potential for traffic conflicts, including crashes.

Figure 10.



Comparison between a standard arterial and an arterial with enhancements based on the “lane removal” approach. Widths for the enhanced option represent typical dimensions, but specific designs could vary.

The “lane removal” approach (Figure 10) manages traffic by restricting the number of lanes, and it integrates additional measures for traffic calming. In this model, the sidewalks are 14 feet wide. For illustrative purposes, the model details how the sidewalk can be broken into functional zones, and this approach is transferable to the previous option. In addition, streets are narrower at intersections because the curb extends into the exterior lane by 8 feet. The extension means the exterior lanes would be used for on-street parking rather than as travel lanes. The intermediate and interior lanes will retain their width of 12 feet and 10 feet, respectively.

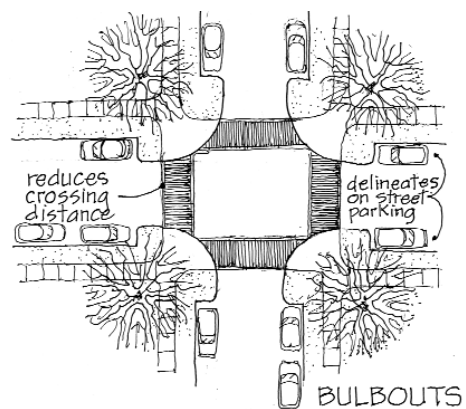
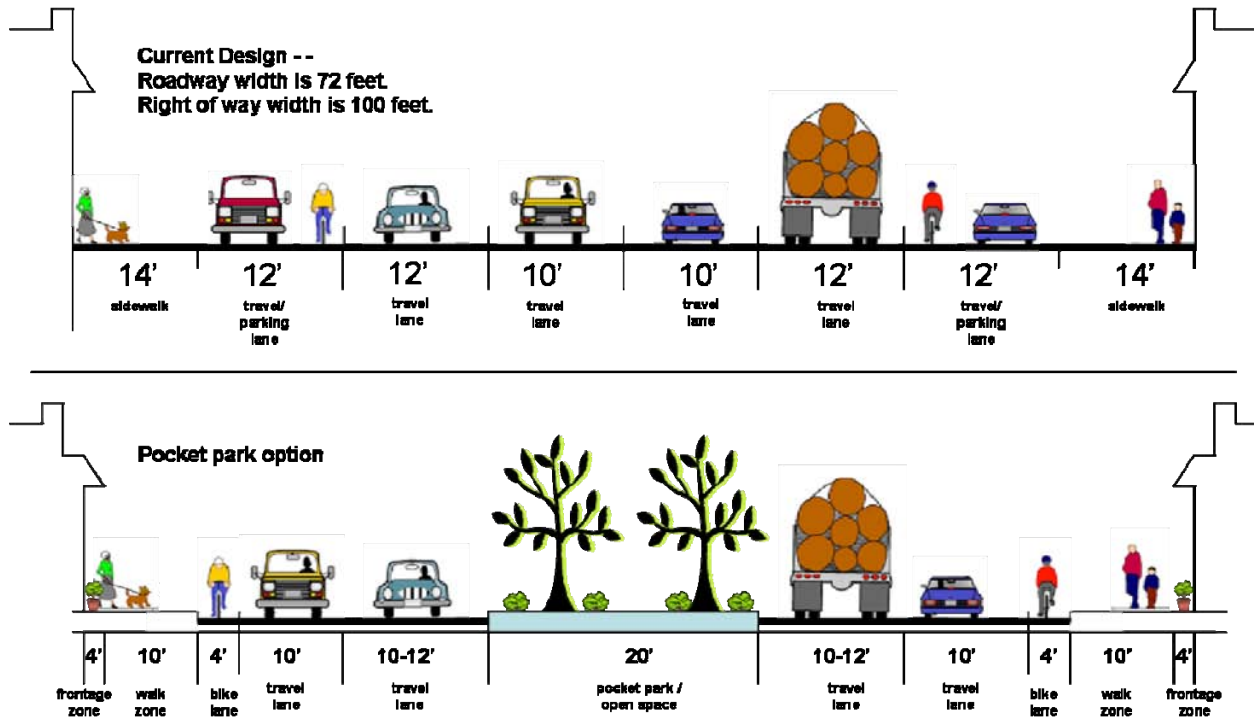


Figure 11. Rendering of a curb extension from the Davidson, NC, planning ordinance.²⁰

²⁰ The Town of Davidson Planning Ordinance

- Pros: The lane removal approach redesigns Broadway with four travel lanes. Four travel lanes is adequate capacity for vehicles given the present traffic volumes for Broadway. The curb extensions create permanent on-street parking. Also, the approach applies multiple traffic-calming methods, such as extending the curbs and using street trees. The curb extensions could further soften the feel of the street with landscape enhancements in the form of plantings and street trees. The model balances the needs of pedestrians, bicyclists, and drivers. Narrowing the street at the intersections makes it easier for seniors or persons with physical disabilities to cross safely. Finally, as illustrated, the 14-foot wide sidewalks offer sufficient space for window shopping, some street furniture, and places for people to stop without interrupting pedestrian flow.
- Cons: This approach eliminates two of the travel lanes for motor vehicles. When any of the remaining travel lanes require maintenance, local and pass through traffic will need to share a lane. There could be some conflicts between drivers and bicyclists as vehicles shift from the outer travel lane into the parking lane or vice versa.

Figure 12.



Comparison between a standard arterial and an arterial with enhancements based on the “pocket park” approach. Widths for the enhanced option represent typical dimensions, but specific designs could vary.

The “pocket park” approach (Figure 12) replaces the two inner lanes of Broadway with a vegetated, raised median. The approach softens the arterial by adding green space. The exterior travel lane of Broadway is narrowed to 10 feet to encourage traffic calming. Although there is no center turning lane, left turns can occur at controlled locations designated by the city such as major intersections. Alternatively, the terminal points of the median could be narrowed to permit turns.

- Pros: The pocket park approach enhances Broadway with the addition of natural space. As a result, the streetscape serves many purposes beyond conducting vehicles. For example, the pocket park could function like a gateway and signify the arrival at a destination for local citizens and visitors. As a destination, the area surrounding the pocket park will be a “street room.” Also, the pocket park reduces impervious surface cover. Greening the streetscape will make it more welcoming. Inserting a vegetated, raised median into the center of the right of way will effectively calm the traffic through real and perceived reductions in lane width. Moreover, the approach is extremely pedestrian friendly since the park is a refuge for pedestrians who cross the street.
- Cons: This approach is the most physically intensive CSD solution. As a result, it could be the most expensive. The sustained success of the pocket park will require landscaping and maintenance. Law enforcement may be needed to keep the area safe and pleasant; however, merchants, patrons, and residents along Broadway may offer informal surveillance by having “eyes on the street.” Some citizens may think the exterior vehicle lanes are too narrow. Finally, the bicycle lane has been narrowed slightly to 4 feet to avoid expanding the ROW.

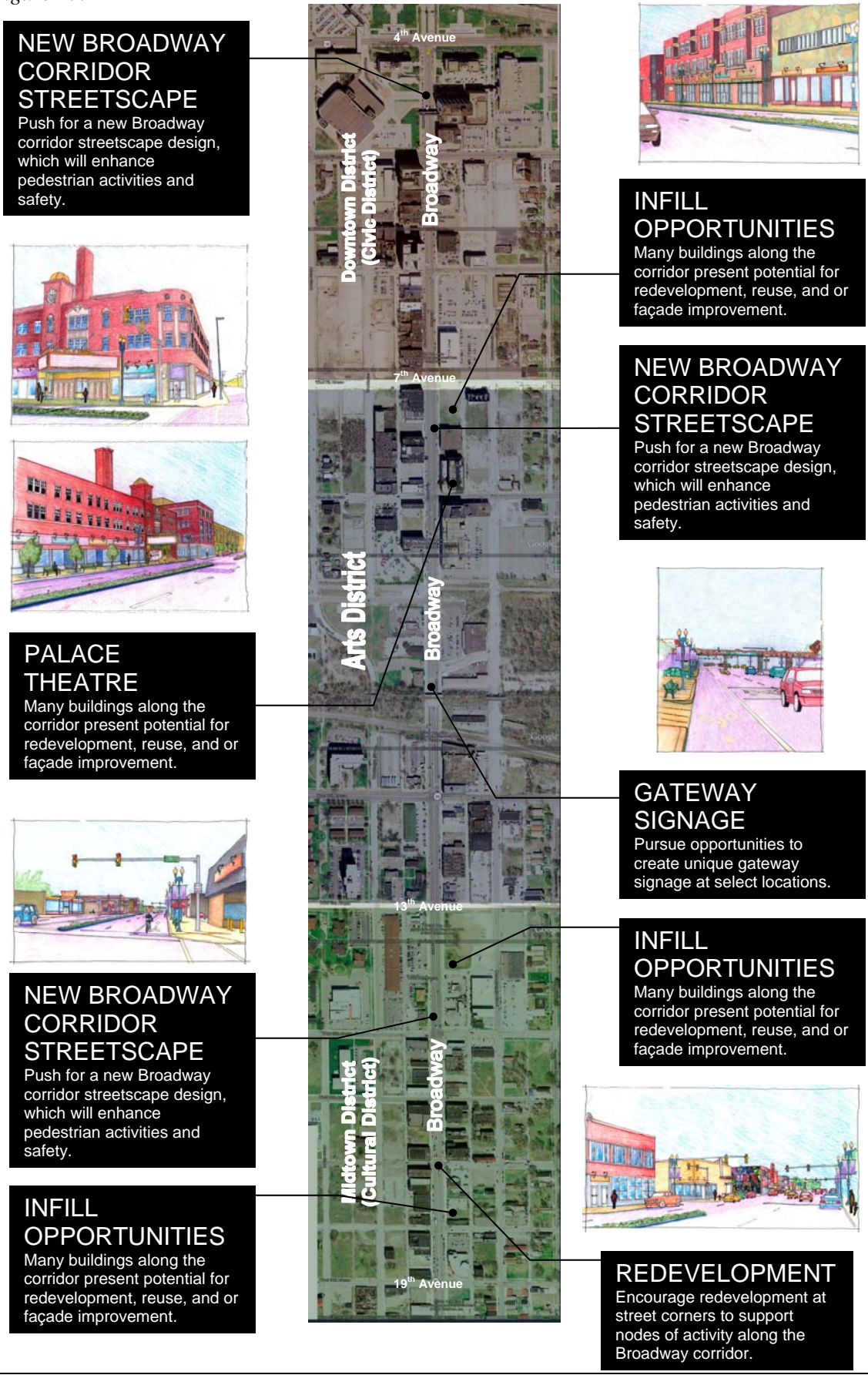
As with any redesign, the city of Gary could consider only some of the design elements included in each option; recommend different travel lane and roadside dimensions; or develop completely new design concepts to determine which is most appropriate. Instead of a vegetated, raised center median, locals may opt for a median that is built at grade such as a vegetated infiltration island which offers the advantage of providing source control of stormwater.²¹

Beyond local cooperation, some of these options may present opportunities to collaborate with regional authorities and state entities. For example, the city could pursue options to make Broadway safer for bicyclists and pedestrians through INDOT’s Safe Routes to School Program. Figure 13 introduces the redesign plan for Broadway.²²

²¹ For an image of a vegetated infiltration island, visit Low Impact Development Strategies and Tools for NPDES Phase II Communities. www.lowimpactdevelopment.org/lidphase2/images/controls3.jpg

²² Google Earth (base map), Lourenzo Giple, A2SO4 Architecture, LLC (renderings)

Figure 13.



NEW BROADWAY CORRIDOR STREETSCAPE
 Push for a new Broadway corridor streetscape design, which will enhance pedestrian activities and safety.



PALACE THEATRE
 Many buildings along the corridor present potential for redevelopment, reuse, and or façade improvement.



NEW BROADWAY CORRIDOR STREETSCAPE
 Push for a new Broadway corridor streetscape design, which will enhance pedestrian activities and safety.

INFILL OPPORTUNITIES
 Many buildings along the corridor present potential for redevelopment, reuse, and or façade improvement.



INFILL OPPORTUNITIES
 Many buildings along the corridor present potential for redevelopment, reuse, and or façade improvement.

NEW BROADWAY CORRIDOR STREETSCAPE
 Push for a new Broadway corridor streetscape design, which will enhance pedestrian activities and safety.



GATEWAY SIGNAGE
 Pursue opportunities to create unique gateway signage at select locations.

INFILL OPPORTUNITIES
 Many buildings along the corridor present potential for redevelopment, reuse, and or façade improvement.



REDEVELOPMENT
 Encourage redevelopment at street corners to support nodes of activity along the Broadway corridor.

4 MAKING BROADWAY A DESTINATION: CREATING THE PLACE

4.1 Restoring Broadway Through Partnerships – Getting Started

The restoration of Broadway, including the Downtown and Midtown districts, will require connecting to people by capturing the hearts and minds of Gary residents and visitors. Redevelopment plans will need to consider how to make Broadway distinctive and create highly desirable public spaces. Place making will help Gary to embrace design and public spaces that have long term economic viability and sustainability.

Currently, there are many assets along the Broadway corridor. They include the W.E.B. DuBois Library, local shops and eateries, IUN, housing near Broadway, and a rich tradition of music and entertainment. An inventory of Broadway’s current assets is a starting point to determine what can be preserved and promoted. Local officials could work collaboratively to brand and promote the Broadway corridor by creating a “Broadway Council,” or a membership organization made up of businesses and organizations along the Broadway corridor. Membership dues collected by the council could serve to brand, promote, and market the Broadway corridor to attract and retain business.²³

An alternative and less formal association that may be appropriate for strategic sections of the corridor would be to establish a compact. A compact can consist of a group of people coming together to agree to work on common issues and goals. The formation of a compact may help to avoid countless months and/or years on neighborhood and political wrangling.

Gary may wish to establish a compact of the major stakeholders within a district, along with city staff as redevelopment resources. In the 18th & Vine Jazz District of Kansas City, Missouri, a compact was formed of the eight major stakeholders in the district to address the common goals of branding, marketing, parking and security. In Kansas City, these items were identified as factors that had a direct effect on the experience of residents and visitors to the district.²⁴ In the case of Gary, stakeholders will need a transparent, community process that helps define the redevelopment goal. The redevelopment plan could address what the stakeholders would like excluded as well as what needs to be included. For example, there may be a desire to exclude payday loan stores, discount dollar stores, adult stores and other businesses that may not fit the desired image of the redeveloped district.

Further, it will be extremely important for the members of the compact to identify resources that are readily available through the city, state, and federal government. Researching these resources can yield savings; some communities hire consultants to provide the same information. Local stakeholders will have to decide whether to pursue a more formal organization such as a “council,” or a less formal coalition such as a “compact” based on their assessment.

²³ Kansas City is currently applying this model through an organization called The Downtown Council, www.downtownkc.org.

²⁴ Unlike The Downtown Council, the compact for the Jazz District does not collect membership dues. To compensate, members collaborate on grant opportunities to support marketing and promotion of the District.

4.2 Attracting People to Downtown and Midtown

A user's response to Broadway will define, re-enforce, or discredit the character of the city. For example, does the image portrayed by Broadway capture the affections of residents and visitors? Does it encourage people to revisit Downtown and Midtown or does it discourage them and give them a sense of uneasiness? Because of this dichotomy, the city of Gary must determine what vision / impression it wants to convey to its residents and visitors and how that can be translated and expressed through Broadway's physical appearance (e.g. sidewalks, streetscape, landscape, signage, buildings, spaces, etc.). To regenerate the Broadway corridor into a destination place, the first steps will require the stabilization of the buildings; cleaning Broadway from debris, trash, and signs of neglect; and securing Broadway so it appears safe and inviting to residents and visitors.

- **Building Integrity** – Assess Broadway for those buildings that cannot be preserved due to advanced deterioration, and that do not have historical significance. Determine whether there is a memorandum of agreement with the State Historic Preservation Office or whether the city's local historic preservation guidelines may impact the ability to demolish buildings. Spot demolition or deconstruction could occur to prepare for redevelopment and improve the appearance of Broadway.²⁵
- **Environmental Cleanup and Assessment** – assess vacant buildings and lots for environmental issues and cleanup. This is a public safety issue as well as an environmental issue. The city brownfields program may identify resources to address properties that pose safety and environmental challenges. Environmental remediation will prepare Broadway for future development opportunities. These issues are discussed further in Section 5 “Strategies for Managing Vacant Properties.”
- **Maintain Alleys, Sidewalks, and Pocket Parks** – The Team noticed alleys and sidewalks were obscured by yard debris and shrubs that had been cut down and piled in the alleys and pocket parks. Removal of all debris and yard waste is encouraged. Pocket parks can be replanted with smaller trees and plantings to make them an inviting place to gather. The clean-up of open spaces, along the Broadway corridor, will reinforce the sense of security for residents and visitors.
- **Sidewalk beautification** – Gary's sidewalks are wide and present an opportunity for beautification. Tree wells can be added along the sidewalks. Low maintenance plantings can provide color and a well-groomed look to the Broadway corridor. Trash receptacles are essential for maintaining tidy sidewalks because they silently remind people that the place for trash is in the bin, not on the sidewalk. Sidewalk beautification will make the corridor inviting, and it will encourage visitors to come more frequently to Broadway or stay longer.
- **Fenestration** – Redevelopment strategies for Broadway may wish to consider the fenestration ratio of buildings. A blank wall has a fenestration ratio of 0. A wall in which windows cover half the wall's surface area has a ratio of 50%. Windows, especially retail display windows, greatly contribute to a pedestrian friendly environment.

²⁵ Deconstruction describes the selective dismantling or removal of materials from buildings before or instead of demolition. The benefits of deconstruction include cost savings; job creation and small business development; good management of existing assets; and preservation of the environment.

In addition to adding interest at the street level, lit displays add a secondary level of lighting to the street, and contribute to a feeling of security. Also, people within buildings can look out of windows onto the street. These “eyes on the street” contribute to safety and security. Service and office uses can also utilize display windows and contribute to the attractiveness and walkability of Downtown and Midtown.

Finally, Gary can consider the following elements to enhance the pedestrian environment along Broadway from Downtown to Midtown:

- Seating – Every block of the corridor needs places to sit, such as benches, low walls, planter edges, or wide steps;
- Lighting – Lighting for sidewalks needs to be lower, pedestrian scale, and more closely spaced than conventional “cobra head” street lights;
- Bicycle parking – Bike racks are important to encourage bicycling and to reduce pedestrian obstacles caused by cyclists chaining bikes to other objects;
- Miscellaneous street furniture – There are many kinds of street furniture that can complement the character of the corridor, including drinking fountains, newspaper racks, clocks, kiosks, tree grates, and public art;
- Trees – Trees give streets a distinctive identity, provide shade and natural beauty, filter and slow rain before it reaches the ground, and provide seasonal interest while blooming in the spring or when leaves change color in the fall;
- Landscaping – Attractive landscaping that is close to the highway or on medians can make drivers more aware of their immediate environment and slow their speed, making streets safer; and
- Utilities – Utilities need to be positioned well out of the walking area of the sidewalk or placed underground.²⁶

4.3 Exploring Strategies for Improving Broadway’s Image

Broadway can project an image as a gathering place for the community as well as a cultural and economic hub. Redevelopment efforts along Broadway may be enhanced by building on a central focus or common theme. For example, the Palace Theatre is a prime target for redevelopment due to its historic significance. To carry the idea throughout for branding and consistency, the community could consider the connection to Midtown at Vee-Jay Records. The Palace Theatre could act as an anchor at one end of Broadway with Vee-Jay at the other end of the redevelopment corridor. Based on this theme, the city could designate a “Music Heritage District” along Broadway from 8th Avenue to 19th Avenue, to form the nucleus for redevelopment and recapture the cultural history of this area. Buildings that can be preserved provide the infrastructure to build upon, along with commercial office buildings that can be renovated for professional services, retail, or residential lofts or apartments.

²⁶ Oregon Department of Transportation (1999) *Main Street...when a highway runs through it*. pp. 63-65, 67.

If the Palace Theatre and Vee-Jay Records are not on the historic register, officials may wish to consider them in historic preservation strategies. This will allow developers to seek historic tax credits in financing the adaptive re-use and redevelopment of the properties. Also, it will allow the redevelopment focus to be narrowed to an area that is manageable and where the residents can see tangible results on a shorter time horizon.

Another option would be to establish a Community Improvement District (CID) as a way to uniformly treat the entire area for improvements to streetscaping, façade appearance, security, trash disposal, and cleanliness of the Broadway district. This could create jobs for local residents to help keep Broadway presentable and inviting. CID districts are becoming increasingly more popular as a conduit of equitably assessing economic investment in the maintenance of a destination district or corridor. Some cities have seen the popularity of these districts grow in response to community desires for attractive and safe streets. Improving the perception of the area helps to attract customers and visitors to these districts. It also helps to send the message to the community that the city is a steward of its assets by encouraging regular upkeep and maintenance.

It will be critical to build additional housing to restore residential life along Broadway, either converting some of the old buildings to lofts, building town homes, or single family affordable and market rate housing. Increasing roof tops will lay the groundwork for successful commercial redevelopment as foot traffic is critical to commercial success. In the Jazz District of Kansas City, the district had been in decline for over thirty years before stakeholders and government came together to restore the area. The residential population had declined drastically over the years leaving a very sparse residential base. The Jazz District redevelopment plan addressed the need for housing to bring residents back into the district so that the commercial redevelopment would have demographics to support the retail establishments and cultural amenities.



Figure 14. The Horace Mann Apartments located at Sixth Avenue and Washington Street. Featuring 123 mixed income units, the development contributes to the increase in downtown living in Gary.²⁷

4.4 Using Old Infrastructure to Serve a New Purpose on Broadway

The CSS & SB railroad line traverses Broadway just south of 10th Avenue, and it is inactive. The following photos reveal different approaches for adaptively reusing industrial infrastructure as gateways.

Figure 15. Photo of the CSS & SB rail corridor over Broadway circa 2007. The overpass for the rail line is rusting. Beyond the overpass, the railroad track is covered in overgrowth as a result of deferred maintenance.²⁸



²⁷ Carlton Eley

²⁸ Carlton Eley

Figure 16. In Wichita, Kansas, a former rail overpass serves as a gateway to the Old Town Wichita entertainment district. The locomotive is stationary, and it is a welcoming reminder of the city's industrial origins.²⁹



Figure 17. Signage affixed to an overpass at the entry point of Bricktown in Oklahoma City, Oklahoma. The signage is modest, and it helps to soften the rigidity of the overpass which delineates the boundary between downtown and the former warehouse district.³⁰



Figure 18. With traffic passing underneath, this overpass functions as a pedestrian bridge that connects a civic square to the abutting harbor in Wellington, New Zealand. The “City to Sea Bridge” is ornate, incorporating wood paneling and art work. The enhancements demonstrate public infrastructure can serve its intended purpose while being appealing.³¹



4.5 Building on the Competitive Advantages of Broadway

Broadway can continue to function as the common thread for the Downtown and Midtown areas. Redevelopment of Broadway would solidify the investments that have already taken place while connecting the separate “nodes” of development into a contiguous, comprehensive community. By building on the competitive advantages of centrality, access, existing services and institutions (churches, libraries, and schools), Broadway can strengthen the linkages of the downtown business community with the University and residential community.

²⁹ Carlton Eley

³⁰ Carlton Eley

³¹ Carlton Eley

A transportation link would enhance Broadway's functionality as a gateway to connect Downtown and Midtown. A rubber tire trolley system would be a less expensive alternative to a rail trolley system, and it can be started with much less lead time and resources. An effective transportation link offers the opportunity for visitors who frequent minor league games or other downtown events to quickly catch a trolley up Broadway for a nostalgic musical experience!

The Broadway corridor has a real opportunity to capture and create a unique district that could not be replicated anywhere else in Gary. The rich African-American cultural history sets this district apart.³³ Incorporating the cultural heritage of Midtown into Gary's redevelopment efforts will present the city with an opportunity to achieve superlative outcomes for revitalization that is sustainable. Gary stakeholders can embrace this cultural heritage and encourage redevelopment in a manner that celebrates the past, is relevant to the present, and strategic for the future.

Community participants expressed a genuine fondness for Broadway as they recalled the history of the corridor and the Midtown district. This means the city has an opportunity to leverage this sense of affection and appreciation for enhancing Broadway by enlisting the support of stakeholders as "goodwill ambassadors" or responsible stewards of the assets within their domain. Civically engaged citizens, who are emotionally connected to their community, can be a pull factor that draws people and businesses to Gary.

While local officials may feel compelled to appeal to new markets, it would be remiss if they were oblivious to the sympathies of the established market. According to the International City/County Management Association (ICMA), many allied professionals, including planners, architects, and developers, have learned the hard way that successful, community improvement depends on the participation and consent of those who will be most affected by local plans. The good community is not one that simply includes new housing and shops, but one that comes about through the efforts and involvement of local residents.

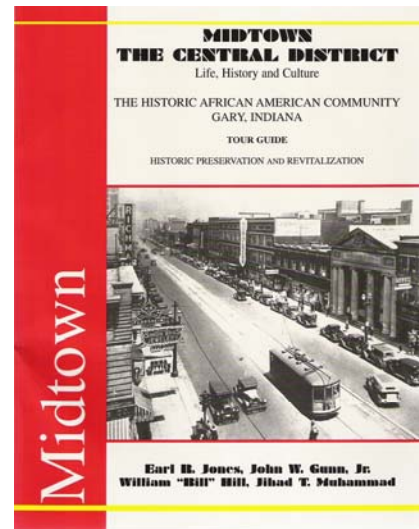


Figure 19. Cover of the Midtown Tour Guide.³²



Figure 20. Gary residents discuss the potential of Broadway and what it can become.³⁴

³² Earl R. Jones, Ph.D.

³³ Not unlike Midtown, the historic 18th and Vine Jazz District in Kansas City was established to balance the goals of cultural development and economic development.

³⁴ Carlton Eley

5 STRATEGIES FOR MANAGING VACANT PROPERTIES

5.1 The Scale of the Challenge

The large dispersion of vacant and abandoned properties along the Broadway corridor is a highly visible indication of a widespread challenge throughout the city. Vacant and abandoned properties represent a problem along Broadway; for properties within walking distance of the corridor; and for the city of Gary as a whole. For example, the City Methodist Church does not border Broadway Street. This structure is on 575 Washington Street; a street that runs parallel to Broadway. While the City Methodist Church was once one of the finest buildings in Gary, this facility and other like it have suffered from lack of care and maintenance. Also, they project an unhealthy image of Gary's central city.



Figure 21. The City Methodist Church in Gary.³⁵

It is the Team's opinion that efforts to revive Broadway will be greatly improved by also addressing the vacant and abandoned property on parcels that are near the arterial. The viability and vibrancy of each area depends on the other. Taking into account that this larger area includes many types of properties, the Team discussed programs/initiatives for returning derelict property to productive reuse for the city at large. Many of these best practices can be applied to property on Broadway.

The city of Gary is endeavoring to foster collaboration around the vision of a vibrant city, yet the city continues to identify vacant properties as being a barrier to the successful redevelopment of major corridors. While it is certainly possible to imagine a revitalized Gary that builds on the city's and its residents' strengths, like many other older industrial cities, Gary currently faces the challenges associated with significant numbers of vacant and abandoned properties, including: decreased property values; increased crime; lower tax collection; and contagious blight that discourages new investment.

Vacant properties can be viewed as a continuum of problem properties. They include abandoned, boarded-up buildings; unused lots that attract trash and debris; vacant or under-performing commercial properties, known as greyfields (such as under-leased shopping malls and strip commercial properties); and neglected industrial properties with environmental contamination, known as brownfields.³⁶ See Figure 22.

³⁵ Belle River Nation

³⁶ The Team also acknowledges the importance of monitoring deteriorating single-family homes and apartments with significant housing code violations as well as housing that remains vacant for long periods of time since these are indicators of future vacancy and abandonment.

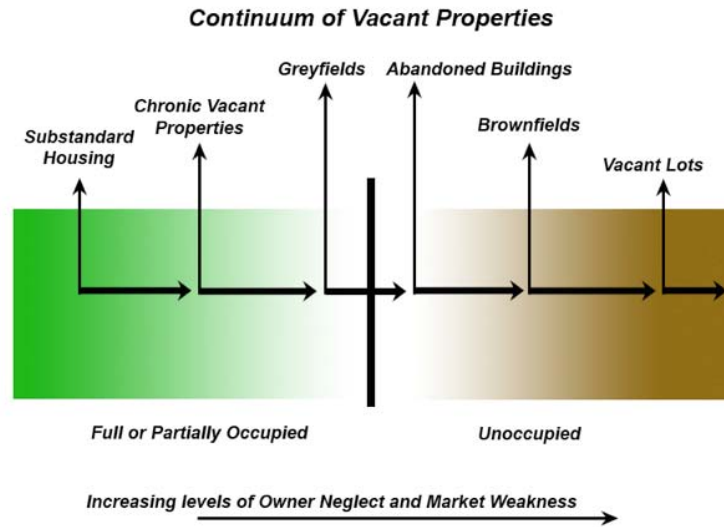


Figure 22. Continuum of Vacant Properties.³⁷

To strategically attack the different dimensions of problem properties and their blighting influence, the Team advocates a comprehensive system of techniques and tools. For the workshop, the Team focused on land banking, tax foreclosure reform, and vacant land management.

5.2 Applying New Approaches

Land Banking

Currently, Gary does not have a structure in place to efficiently acquire, hold, and dispose of vacant properties. Therefore, the city generally does not take ownership of many properties, despite having the authority to do so. This is a challenge because without actually taking control of the problem properties, there is a much higher likelihood the owners will not make the essential repairs. The properties will then become abandoned again and continue to be a blighting



Figure 23. Vacant parcel in Downtown Gary being used for parking.³⁸

influence in the future. In Gary, as is the case in many cities experiencing serious abandonment, there may be community concern about the responsibility of ownership associated with these properties. It is impossible to ignore the fact that while ownership of these properties brings inherent risk, the lack of control of such property represents the greatest risk to the community.

³⁷ National Vacant Properties Campaign

³⁸ Carlton Eley

Under ideal conditions, a close connection between the tax collection and sale activities of the County Treasurer and the land assembly efforts of the city of Gary would be formed. With that as a possible outcome in the future, a city-based approach may be the most viable immediate initiative. Once the city can establish the intent and a mechanism to assemble tax-foreclosed properties for management and disposition, a logical next step would be to approach the county with the goal of developing an agreement as to how the tax foreclosure process may support the city's land assembly, management, and disposition efforts.

Tax Foreclosure and Tax Sales

Tax delinquent properties are often those that become physically abandoned and have the greatest blighting affect on neighborhoods. They are also considered by many communities to be an asset because local government can gain access to many abandoned properties through the tax foreclosure process. Tax foreclosure, if it is reformed into an efficient process, is an important strategy to get these properties back into productive use and ensure long-term fiscal growth as well as to prevent the further deterioration of surrounding properties and the neighborhoods in which they are located.

Gary may wish to explore the feasibility of replacing tax lien sales with delinquent tax anticipation financing. The interest cities have in selling tax liens is understandable, as a vehicle to provide necessary revenue to finance government operations. In communities with relatively high tax delinquency rates, like Gary, uncollected taxes can represent a significant portion of the revenue required for basic services. Further, local governments generally operate on thin financial margins, making it difficult to budget for expenditures without reliable revenue projections. By selling liens to investors for the value of the uncollected tax (in some instances for amounts above the anticipated tax related to a particular property or set of properties), local governments recover revenue lost to tax delinquency. Liens, however, also serve as a fairly lucrative investment for the investor, providing a fixed rate of return and secured by legal interest in the property, while the right to foreclose on the subject property is transferred to the lien holder. Another important reason for the city to manage the delinquent tax sales process is they have greater control over the selection of the new owner to ensure it is someone with the capabilities and resources to correct the code violations and in some manner have the property occupied. Tax lien sales rarely lead to the realization of this goal.

While a tax lien does provide an immediate infusion of cash, there is another method to replace uncollected tax revenue without transferring the lien revenue and foreclosure rights to a third-party investor. By issuing Delinquent Tax Anticipation Notes (DTANS), local governments can sell short-term notes to finance revenue shortfalls due to uncollected tax. Issuing DTANS allows the local government to generate the revenue by selling notes (short-term bonding) secured by a general obligation pledge of the local government. These notes are priced at a rate consistent with other government issued bonds.

In Michigan, where 82 of the 83 counties use some form of delinquent tax anticipation financing, this system has become a reliable method of financing local government. Delinquent tax notes generally earn interest well below the statutory rate of interest paid by delinquent taxpayers, thereby creating a positive arbitrage (earnings on borrowed money). As a rule, tax liens have a high rate of redemption, particularly for higher valued properties. By combining DTANS financing with judicial foreclosure, local government can achieve two goals simultaneously: 1) finance government operations reliably, and 2) minimize the negative impacts of privatized tax foreclosure.

Managing Vacant Land through Green Infrastructure

“Greening” is often identified by intangible benefits such as improving quality of life and increasing community pride. However, studies completed by the University of Pennsylvania and Michigan State University offer evidence that these efforts also bring significant economic returns, especially in real estate values.³⁹ Although the number of vacancies in Philadelphia far exceeds those in Gary, as does the funding support for the work, these findings are an important indicator of community stabilization and revenue-generating potential. Table 3 highlights the benefits of land management from a study undertaken in the New Kensington neighborhood.

Table 3. Benefits of Land Management

Property Location	Adjacent to a “cleaned & greened” lot	Within 50 ft. of a tree	Within ¼ mile of a park	On a block with a higher concentration of unmanaged lots
Property Value	+30%	+9%	+10%	-18%

Source: *The Determinants of Neighborhood Transformations in Philadelphia – Identification and Analysis: The New Kensington Pilot Study* by Susan M. Wachter, The Wharton School, University of Pennsylvania

In Flint, MI, -- a city whose history matches Gary’s with a once-booming economy that drove growth in the region only to be followed by significant population loss once the industry changed -- the community has accepted the greening initiative as a viable method of managing a downsized city.⁴⁰ Through sidelot sales to adjacent owners, over 700 abandoned lots have been transformed into neighborhood gardens, tiny “parks” and expanded yards for homeowners. Further, community organizations have utilized the Genesee County Land Bank’s “Adopt-a-lot” program to manage properties that are not sold, but can be temporarily used as green space in a neighborhood.

A concern is often raised that an owner of an adjacent property may be unwilling to accept a “sidelot” out of fear that their property taxes will increase and create an unfair burden. While these fears are common, we have not seen an instance in which an empty urban lot was of sufficient market value to create any significant tax burden to the new owner. One method to ensure the modest value of the property would be to convey title with a deed restriction that limits development on the site. Such a restriction could limit a tax assessor’s flexibility in assessing the market value of the property, as the development potential of the property would not follow the title to the new owner.

In cities with a shrinking population, finding ways to manage vacant land is a critical component in adjusting the built environment to match the current and projected population and development trends. As leaders consider various options, it’s important for the community to understand that some strategies are intended to manage land in the short-term (therefore eventually returning to developed space) and others are over a long period, or permanently. Making sure that all stakeholders understand the strategy up front is important.

³⁹ The Wharton School (2004) *Public Investment Strategies: How They Matter for Neighborhoods in Philadelphia*. Philadelphia, PA: University of Pennsylvania.

The Land Policy Institute (2007) *Economic Impacts of Residential Property Abandonment and the Genesee County Land Bank in Flint, Michigan*. East Lansing, MI: Michigan State University.

⁴⁰ In Flint’s case, the automobile industry was the economic driver rather than steel.



Figure 24. Pocket park at the Genesis Convention Center (left). Vacant parcel on Broadway (right). The pocket park reveals the value added of landscaping as an interim solution.⁴¹

5.3 Indiana Tools for Tackling Vacant Properties

Recent Indiana statutes provide cities with a number of very good tools to reclaim vacant and abandoned properties. However, local and county ordinances and programs allowable under these statutes have not yet been adopted in Gary or Lake County. Taking advantage of these laws not only can create new mechanisms for vacant property management and redevelopment but also position the city to take control of its future. By taking physical ownership of the land, the city will be in a position to pursue the best neighborhood stabilization activities for its residents and be better able to promote development opportunities that build from strength, rather than allowing a speculative market to flourish.

An overview of the statutes is below. The report, *A Guide for Policy Makers and Practitioners* details the amendments:

- Utilize Indiana Tax Sale Law to acquire properties
 - Property tax liens in Indiana are “super priority liens”, meaning the lien of the assessing government takes precedence to all other liens against the property. There is now one tax sale per year.
 - Property not sold at tax sale may be transferred to county executive
 - Unsafe building law violators excluded from bidding
 - Vacant or abandoned properties where taxes or special assessments are delinquent as of prior year’s fall installment may be certified
- Expedite tax sales for all Indiana counties
 - All Indiana counties have the power to designate properties for an expedited tax sale
 - County executives have broader discretion over properties certified for the expedited sale – now allowing for vacant lots, commercial properties, and industrial properties to be designated
- Prioritize special assessments
 - Special assessment liens have same priority status as property tax liens
- Authorize Land Bank Authorities
 - Enables county executives and redevelopment commissions to choose from multiple avenues for disposition
 - Recapture land bank costs
- Improve code enforcement tools (Unsafe Building Law)

⁴¹ Carlton Eley

- Authorizes local government to require owner to take corrective action or allows the government to take action itself.
- Additional civil penalties & increased penalties
- Civil penalties collected under special assessment procedures

Finally, it may be beneficial to facilitate coordination and information sharing across jurisdictions, as many cities are facing common challenges and some have made progress. Two communities it may make sense to talk with are Indianapolis, with the Abandoned Houses Work Group that was initiated by former Mayor Bart Peterson, and Fort Wayne, which hosted a day-long vacant properties forum in September 2008. Also, the Local Organizing Committee might consider joining with the fore mentioned cities to form a statewide vacant properties coordinating council to pursue any additional policy changes deemed necessary.

6 HISTORIC PRESERVATION AND CULTURAL DEVELOPMENT

6.1 Gary and the Historic “Broadway Spine”

The historic growth of Gary is linked to the growth of Broadway as the city’s commercial, cultural, and civic corridor. Broadway provides a visual time line of the architectural character, uses, and programmatic functions of a great downtown.

Gary started as one of the major industrial cities of America. The steel industry provided the strength and economic base for the growth of the city’s downtown while providing the economic engine for the region.

The story of Gary begins with the North tip of Broadway’s Lakefront edge and the Steel Industry. From here, the spine slowly extends south to define the “City Center” district from 4th Avenue – 13th Avenue. The next development phase defines the main district between 13th Avenue and 22nd Avenue which was also known as the “Midtown District.” These areas define the historic growth of Gary while telling the story of the city’s rise and fall through these specific districts.



Figure 25. Photo of Broadway, North of 7th Avenue circa 1928.⁴²

Historic Preservation and The Central Core

Broadway tells a unique story for the city of Gary. As the major commercial spine, the health and vitality of the city is defined within the use, quality and appearance of this corridor.

One of the first buildings entering the city that remains is Union Station. Union Station (1910) is a neoclassical building that currently sits vacant just north of Interstate 90. The structure represents the small yet ornate grandness of the place encapsulated in the frame of a stone edifice which at some point served as a gateway if one arrived in Gary by train.

Two of the most prominent remaining buildings within the City Center district included Gary City Hall (1929) and Lake County Courthouse (1929). Both buildings represented the character and style which Gary would define as its front door, and the home of its civil servants.

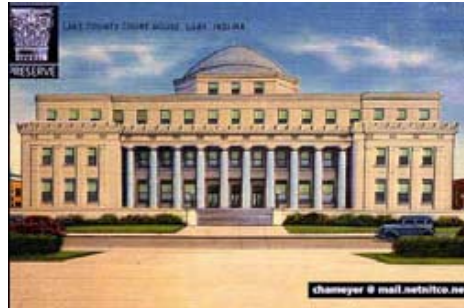


Figure 26. Lake County Courthouse (top) and Gary City Hall (bottom).⁴³

⁴² Calumet Regional Archives

⁴³ Indiana Historic Architecture and Preservation (2009) www.preserveindiana.com

The central core of the Broadway corridor established the standard for the growth of Gary's downtown. Chris Meyers, Planning Director for the City of Gary, defined the concern for understanding the historic relevance of Gary's buildings and drew a comparison of the state/condition of Gary's current building stock.

Myers compared the historic buildings that remained in 2004 versus 2007. He identified nine outstanding buildings in 2004 versus nine outstanding buildings which remained in 2007. A total of six notable buildings were identified in 2004 and only two buildings remain. The outstanding buildings and notable buildings are those structures that could be listed on the national historic register such as the Gary State Bank (1929), Dalton Apartments (1928), the Tribe of K building (1922), and the Post Office building (1936).

In addition to these buildings, he also identified 45 contributing buildings where only 18 exist today. The contributing buildings are those built before 1945 that don't necessarily need to be listed on the national register but contribute to the overall density and help define a potential listing as part of a historic district.

The Arts district of Gary seems to take shape between 8th and 15th Avenue. The Palace Theatre (1925) contains an illustrious history related to music and its historical roots in Gary. Although not located directly on Broadway, Memorial Auditorium is a significant structure that was used for concerts, theatrical performances, and athletic events. This building which was also constructed in 1925 allows one to see the formation of an arts district that seems distinct from the civic character of the north. The structure is also a shell of its former self, and it may be possible to retain the façade of the building.



This district also contains a large building called Hotel Gary (1926) which at one point was the southern most boundary of developed Broadway. The building is currently being used as Senior Apartments.



Figure 27. The Palace Theatre (top) and Hotel Gary (bottom).⁴⁴

As previously identified, the most significant historical buildings are between the expressway, and 16th Avenue which will help in the determination of a historic district that provides for the future growth of the area. Additionally, there are a number of contributing buildings adjacent to the Palace Theater. Among them is the Elks Temple (1923) which is currently occupied with municipal functions.

Finally, there are many other buildings that are either on or surrounding the Broadway corridor that contribute to the historic vitality of the area. The old Sears Department Store, The Gary Land Building, and other contributing buildings add to the richness of the district and tell the story of Gary's industrial past.

⁴⁴ Indiana Historic Architecture and Preservation (2009) www.preserveindiana.com

Historic Preservation and The Midtown District

The Midtown district is distinct because of historic elements that are social and built. To understand the growth of the Midtown district, one has to understand what was happening across the country during the southern migration to the North from the 1920s and 1930s. A quote from YJean Chambers sums up the attitude of many during this time in the U.S.⁴⁵

“Those families, black and white, who came to Gary after World War I had one common purpose: to flee the oppression and poverty of the American South and Europe for a better life for themselves and their children.

In the 1920s and 30s, we lived as neighbors. Greek, Polish, German, Serbian, Croatian and others from Europe talked with black neighbors mostly with gestures until they learned a few words of English to support their hand movements.

However, in the late ‘30s, I began to miss Evangeline, Mike, Joey and Mimi. It seems their parents had learned they should be living with others like themselves.

The black folk soon had the center of the city all to themselves and it was called Midtown.....the boundaries were 11th Avenue north to 27th Avenue south ; west for a few streets past Grant and east for several streets past Virginia. This is where most of us lived.”

The Midtown area of Broadway presents a much different appeal than the central core of the Downtown district. Because of the ethnic mix and the eventual establishment of a strong black community, the Midtown area became a district that infused music, culture, and the social heartbeat of a community. Within this section of Broadway, a number of historic structures defined the character and style of the neighborhood. These structures included the American State Bank (1915), St. Johns Hospital, and many other commercial buildings that kept with the neoclassical style exhibited by downtown landmarks like Union Station and City Hall.

However, the story of Midtown isn’t limited to the buildings. It is also about the contributions and aspirations of the people who lived there. Midtown contained a number of businesses that helped to establish a close knit community that defined the center of shopping and social interaction within Gary’s African-American community.

YJean Chambers talks of the different businesses



Figure 28. American State Bank (top) and St. Johns Hospital (bottom).⁴⁶

⁴⁵ Jones, Earl R., et. al. (2005) *Midtown-The Central District. The Historic African American Community, Gary, Indiana*. Source for all direct quotes in the section “Historic Preservation and the Midtown District.”

⁴⁶ Historic Landmarks Foundation of Indiana

within this corridor and the idea of self sufficiency.

“Now as I think about it I have to smile. What a vital, energetic, creative, exuberant place, Midtown. I think the black population of that era had unconsciously adopted the philosophy of the great educator, Booker T. Washington, founder of Tuskegee Institute (now Tuskegee University). Mr. Washington advised Black Americans to ‘let your buckets down where you are.’

We could enjoy real Louisiana gumbo at Mae’s Louisiana Kitchen. The genial hosts were Mae and Horace Bolton.

There was Chambers Grill. I’ve been married to the former owner for 45 years.

There was El Frio’s, owned by Henry Coleman, who also manufactured and bottled soft drinks with that biting, exhilarating quality.

Off Broadway to the west at 17th there was Mary’s Café and the Three Sisters Restaurant. Off Broadway to the east at 18th there was Buddy’s Chicken Shack.

On the corner of 19th and Broadway, it was so pleasant to have a soda in Luther Moore’s Drug Store... Eventually there was Oswald Bosky’s “Early Inn.” The elegant Broadway Dining Room owned by the Buddy Byrd family was a great venue for hosting special events.

The latest in fashions could be purchased at Mae’s Smart Shoppe. Lampkin’s Hat Shop was the store for custom-made or designer hats. Also, Reatha Henry’s Shop did tailor made and designed original costumes for milady.

I have only touched the surface. There is more to tell about energy and self sufficiency of Midtown, Gary.”

From 16th and Broadway to 19th and Broadway, William “Bill” Hill describes a mecca of black business.

“On the northwest corner stood the Roosevelt Theatre owned by Nick Bikos and his brother. Looking west on 15th behind the Roosevelt Theatre on the alley was the famous Mary’s (Bolton’s) Restaurant (not to be confused with Mae’s Louisiana Kitchen) where in the “wee hours in the morning” crowds met after nightclubbing all-night. The restaurant was located on 17th and alley 1West.”



Figure 29. Patrons at Mae’s Louisiana Kitchen.⁴⁷



Figure 30. Ornate parapet of a building on the 1700 block of Broadway.

⁴⁷ Calumet Regional Archives

On the Southeast corner of 17th Avenue and Broadway is Lovell's Barbershop—a pioneer in Gary as a Black-owned barber college. On the Northeast corner of 17th Avenue at 1649 Broadway is the Gibraltar Building that was owned by black entrepreneurs Fred and Bruce Mackey (circa 1939).

On to 19th and Broadway, on the Southeast corner and along the East side of Broadway, there are now empty lots (except for an empty snack shop). Black businesses thrived in this area, such as Luther Moore's Climax Pharmacy with the old-fashioned soda fountain at 1901 Broadway, Ann Childress Beauty Shop, the Harlem Booster Club, Buddy Byrd's Hurricane Lounge, and the Broadway Dining Room located at 1953 Broadway, and started by Buddy Byrd—one of the many restaurants owned by Blacks. After the death of Buddy Byrd, William "Willie" Byrd, Jr. took over the business until his untimely death. Ironically, the same address—1953 Broadway—is shared by the Gary Info Newspaper, founded by the late J.T. Harris."

In addition to the business community that created a sense of place, the foundation of the Midtown district was the music of "Jazz and Blues." The soul of the Midtown district and its music are revived in the words of Bill Hill as he describes the sounds that could be heard throughout bars, clubs, and restaurants.

"1640 Broadway was the location of the former record shop of Vivian Carter and her husband Jimmy. They formed Vee-Jay Records which launched the careers of The Spaniels, Jerry Butler, and brought the world-famous 'Beatles,' to America.

Along the 1800 block of Broadway was the famous Mae's Louisiana Kitchen and bar, owned by Horace and Mae Bolton, at 1814 Broadway. Nat King Cole, Duke Ellington, Johnny Griffin, Johnny Bratton, and other famous Black entertainers were visitors and friends of the Boltons. Billie Hill (my mother), Skeeter Hart, Arthur Hoyle, and I played music at Mae's."



Figure 31. Vee-Jay, the record company that introduced the U.S. to Beatlemania. On the left, a photo of Vivian Carter, the founder of Vee-Jay Records. On the right, the original U.S. release of "From Me to You" by The Beatles under the Vee-Jay label.⁴⁸

Norma Coleman Bates sums up the connection between Gary and music with the following,

"Gary has always been a city of notable jazz musicians and jazz lovers. Sadly, we hear less of this great sound today because the clubs have diminished and radio stations seldom play the music. Gary's best know jazz clubs included Nona's on 5th Avenue and Broadway; Mae's Louisiana Kitchen on 18th Avenue and Broadway; the Wonder Room on 12th Avenue and Adams Street; the Playboy Club featured the professional jazz sounds of Hank Crawford, the late Art Porter and so many more..."

⁴⁸ Calumet Regional Archives (photo of Vivian Carter), Wikipedia (photo of record label)

The Midtown district not only represented the heart of the African-American community in the city of Gary, but it was also the crossroads for music, culture, and politics. This illustrious history remains intact albeit only in memory. The goal for the city of Gary and future generations will be the maintenance and historical designation of this district through preservation, branding, and documenting the illustrious historical past. This effort has already commenced through the efforts of: Earl R. Jones, Ph.D.; Jihad T. Muhammad, MS CED; John W. Gunn, Jr., MPA; and William A. Hill through their document “Midtown: The Central District” and their efforts to preserve and redevelop Midtown.

6.2 Bringing it to Fruition

There are many programs, across the nation, that can be tapped to obtain the funds for revitalizing the Broadway corridor, but the most important ingredient in the process is the energy and passion of those invested in the well being of the corridor over time. The vested interest of residents that establish a group, with a board of directors; an executive director; and offering technical assistance, will always be stronger than simply the public sector or municipal government.

A group of organized citizens can: obtain funding; search for the expertise to establish guidelines for the district; and provide historical context while marketing the vision of the area. Such actions will contribute to a strong preservation and economic development strategy to revitalize the Broadway corridor.



Figure 32. William “Bill” Hill narrates excerpts from the Midtown Tour Guide. As musicians play, Bill helps the audience to experience and connect to the arts and humanities of Midtown’s historic era through poignant words, kinetic expression, harmonious sounds, and imagery. In doing so, he reminds the attendees that heritage assets are a treasure. Once they are lost, they can not be replaced.⁴⁹

⁴⁹ Carlton Eley

7 ENCOURAGING EQUITABLE DEVELOPMENT

Citizens in Gary are eager to demonstrate the merits of urban redevelopment, and they wish to be sensitive to meeting the needs of underserved communities as well as vulnerable populations. Gary's desire to strike a balance is an important goal. For the past forty years, a reoccurring theme in planning practice has been how to improve the condition of physical capital (infrastructure, buildings, streets) and social capital (people). During this span of time, practitioners have taken different approaches for dealing with the social implications of land use and economic development decisions.⁵⁰

According to ICMA, the "social perspective" in planning practice focuses primarily on the diversity of needs within a community and is concerned particularly with the equity and distributional implications of planning. For this reason, it is appropriate to present options for facilitating equitable development.

Equitable development is defined as an approach to meet the needs of distressed communities through projects, programs, and/or policies that reduce disparities while fostering places that are healthy, vibrant, and diverse. Interviews from the technical assistance exercise reveal some citizens articulated a concern about vulnerable residents being displaced as development progresses along the Broadway corridor. Interestingly, interviewees did not limit their perspectives on displacement to people. Some voiced apprehension of "losing historic, cultural assets" during the redevelopment process or as a result of policy decisions that appear to be tailored to accommodating an influx of new residents.

The previous concerns are valid, and casually dismissing them would be inappropriate. Accounting for the social perspective during the planning and development process can improve strategies for managing the built environment. ICMA maintains that planning at its best takes account of the social implications of land use and economic development decisions.

As noted earlier, citizens in Gary welcome responsible development. Gary residents have always wanted better services, employment options, and a robust economy. Digging beneath the surface reveals the sense of worry has less to do with changes in the built environment. On the contrary, the concern reflects: frustrations with the public involvement process; the potential loss of intangible treasures valued by incumbent residents; or the perception of involuntary displacement.

The question for Gary officials isn't "whether to grow or not." Instead, the question is "how to accommodate development while being sensitive to the needs voiced by its citizens." Lessons in collaborative problem solving reveal that it is possible to address multi-stakeholder interests and concerns while realizing stronger, more lasting solutions.⁵¹ For this reason, the objectives of smart growth and meeting the needs of underserved communities are not mutually exclusive. Communities can address both and when they do, the product is equitable development.

A graphic representation of the previous notion would suggest equitable development is the area of overlap between two important objectives (see Figure 33). The need for stable communities,

⁵⁰ Some practitioners felt issues of the social realm were beyond their purview and opted not to address them. Others focused their intervention and energies on affordable housing strategies. Fortunately, there are practitioners that have specialized in approaches to ensure the benefits of community redevelopment are available to all citizens.

⁵¹ <http://www.epa.gov/innovation/collaboration/>

healthy economies, and improved quality of life for the public at-large juxtapose to the need for making access to employment, education, quality housing, services, and a clean environment attainable for underserved populations. The final analysis would suggest the general public and vulnerable groups have a common interest, **decency**. In other words, surroundings or services deemed necessary for an acceptable standard of living.

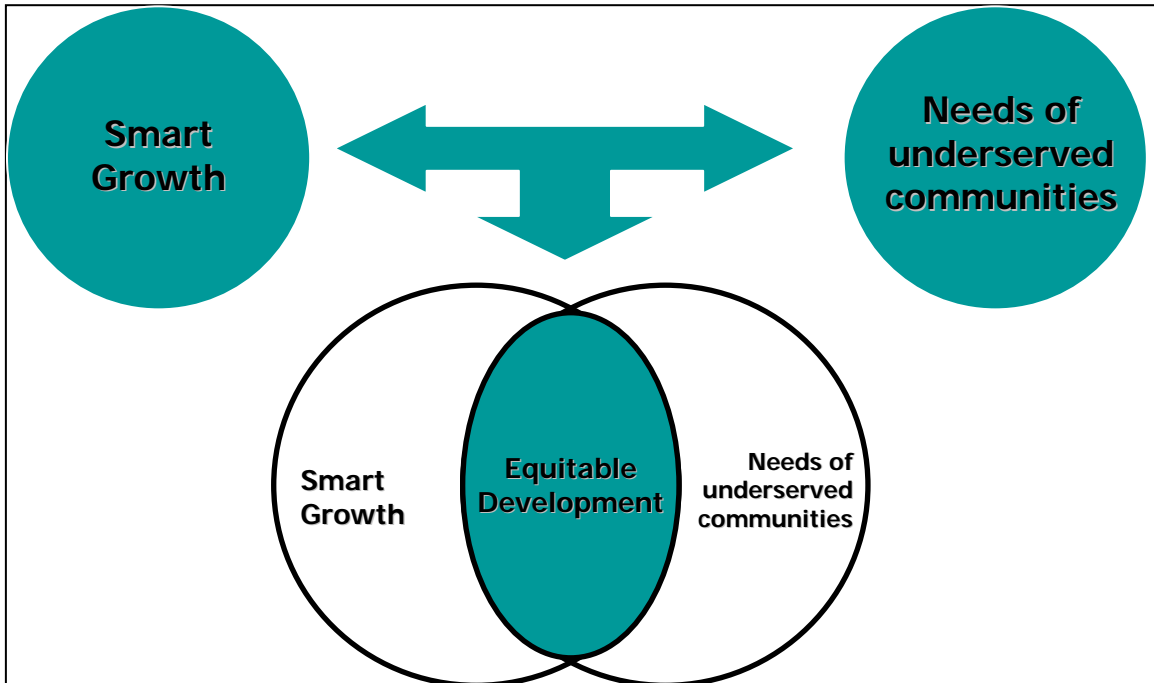


Figure 33. Model of Equitable Development⁵²

Therefore, the means for fostering parity across communities requires increasing the size of the area of overlap.⁵³ Moreover, this approach will permit Gary’s officials to address smart growth and social equity. Also, equitable development requires acknowledging the social perspective up front rather than treat it as a peripheral issue or secondary to economic development objectives, transportation objectives, land use objectives, and environmental objectives.

Equitable development is not wishful thinking. The approach is being applied in communities around the country. In fact, the U.S. Environmental Protection Agency has recognized communities that encouraged equitable development through the National Award for Smart Growth Achievement.

The technical assistance team believes the city of Gary has an opportunity to demonstrate the merits of equitable development through its policies, programs, and projects. For starters, the city may wish to consider the following strategies and best practices:

⁵² Carlton Eley, MURP, PBCD, NOMA

⁵³ In the Roger Fisher and William Ury book *Getting to Yes*, the authors advise alternative dispute resolution should avoid splitting the pie into more pieces. Instead, the objective should be to increase or enlarge the size of the pie. The objective of equitable development is to increase the size of the pie in order to foster parity across communities.

- *Protect the community's image through education to counter negative spin* – The way a community is perceived may have nothing to do with reality. Less than flattering projections may be the result of gossip or stigmatizing such as sound bites from the evening news. Communities can counter false perceptions with information and marketing in order to push a balanced perspective. All communities have redeeming qualities. Gary's hosting of the Miss USA Pageant in 2001 is evidence of this. However, the level of energy, enthusiasm, and outreach that secured the 2001 pageant has to be ongoing, and the city needs more citizens to speak up about the attributes that capture their affection. In this sense, maintaining a positive community image is just as much about reaching inwardly to educate citizens as it is about reaching outwardly to enlighten potential detractors. While marketing is important, the city will also need to address overall appearance by: creating a sense of arrival; maintaining clean street and sidewalks; eliminating litter; and improving curb appeal.
- *Organize neighborhood walking tours for educating the public and to encourage preservation of community treasures* – The cultural past of a community resides in its streets, buildings, and in the hearts and minds of its residents. Walking tours are a great way to educate the public about the community. For participants, the mix of historic sites, architecture, factoids, scenic views, sounds, and wonders transform communities into living museums. Walking tours are great for tourism, capturing revenue, and giving communities a reason to celebrate themselves. Walking tours also present an opportunity to preserve unique community assets and direct visitors toward institutions and businesses they might not patronize otherwise. Tourists often value such assets because they contribute to an authentic experience for the visitor. In the tourism industry, "sameness is not a plus," and sightseers want to escape from the homogeneity of place in their leisure time. To learn how to create the right walking tour for your community go to www.preservationmaryland.org/pdf/Developing%20Walking%20Tours%20in%20Your%20Community.pdf (29 pp).
- *Develop community benefits agreements* – A community benefits agreement (CBA) is a private contract negotiated between a prospective developer and community representatives. The CBA specifies the benefits that the developer will provide to the community in exchange for the community's support, or quiet acquiescence, of its proposed development. The CBA is a more recent innovation in the toolbox of strategies that communities may utilize to ensure that development occurs consistent with the sometimes narrow goals and desires of neighborhood residents, as opposed to the sometimes broader goals and desires of municipal and regional governing bodies. CBAs are generally negotiated between coalitions of community groups that often include labor, environmental, and religious organizations. Common CBA benefit provisions include living wage requirements, first source hiring and job training programs, minority hiring minimums, guarantees that developments will include low-income and affordable housing, environmental remediation requirements, and funding for community services and programs.

Further, citizens and neighborhood councils can take the initiative to shop around and identify developers/builders who will honor community values. Too often, municipalities and/or their citizens are afraid to say "no" to poor quality development. Yet, it has been shown time and again that communities which set higher standards for development get better results. Successful communities know that if they reject poor quality development, they will almost always get better development in its place. This is because most businesses will readily meet higher standards to be in an economically profitable location like Gary's Broadway corridor. On the other hand, communities with low or no development standards

compete to the bottom. To learn more about community benefits agreements, visit www.law.case.edu/lectures/files/2007-2008/20080125_Salkin-CBAs.pdf (6 pp).

- *Provide citizens with convenient access to full service grocery stores* – Residents in neighborhoods underserved by grocery stores either make long trips to distant stores outside their neighborhood, or they stop in stores with a smaller selection of nutritious foods. In 2006, LaSalle Bank in Chicago commissioned a study entitled “Examining the Impact of Food Deserts on Public Health in Chicago.” A sobering conclusion from the study is communities that have no or distant grocery stores or have an imbalance of health food options, will likely have increased premature death and chronic health disease. The last grocery store built in downtown Gary was constructed in 1990. Citizens living in downtown Gary need easier access to healthy foods. By attracting supermarkets to existing communities, Gary can restore vital market opportunities and services to Downtown and Midtown.⁵⁴ Grocery stores also contribute to creating jobs and spurring new development in neighborhoods that desperately need it. Finally, the provision of a modern, full service grocery store will provide Gary’s citizens with the choice of more nutritionally balanced diets at an affordable cost --
asap.sustainability.uiuc.edu/members/sagra/LaSalleBank_FoodDesert_ExecSummary.pdf (8 pp).
- *Dispatch ambassadors to the “improvement district” to encourage a welcoming and safe environment* – The city of Gary can build new partnerships and programs to address special needs for safety, hospitality, and maintenance in Downtown and Midtown. Foot patrol teams are emerging as a new and popular service within the improvement districts of cities. Such teams are not law enforcement. Instead, they function as community stewards who are trained to offer information and assistance to residents, tourists, conventioners, employees and business owners within the improvement district. These caretakers help cities to: project a warm and friendly presence to visitors; keep their improvement districts maintained and presentable; and preserve a sense of comfort and reassurance by having eyes on the street. In Oakland, California, merchants in the Fruitvale business improvement district taxed themselves in order to corporately pay for daily sidewalk sweeping and street patrol within the Fruitvale Transit Village. For an example of this program, go to www.atlantadowntown.com/initiatives/ambassadors.
- *Sponsor public seminars or forums to educate citizens about their community and encourage engagement* – Communities can devise and implement varying methods to keep their citizenry informed and engaged about issues that affect them. A community issue series is a straightforward way to create a community forum on issues pertaining to community change, economic development, and/or quality of life. Seminars and forums also facilitate an opportunity to explore ideas and models that influence development in urban communities and relate such approaches to local trends. In addition to addressing current or future focused topics, issue forums can help to reconnect audiences with the history of their community or help new citizens to understand how the community’s past has contributed to its present sense of place. Seminars and forums can help residents to appreciate the common/shared story of a jurisdiction and inform residents about community treasures that require maintenance and upkeep. The Smithsonian Anacostia Community Museum in Washington, DC, has implemented a community issue series to celebrate “continuity and change” as the city

⁵⁴ Fresh County Market opened at 25th and Grant Street in May 2009.

experiences an “urban renaissance” –

www.anacostia.si.edu/docs/press_room/east_of_the_river.pdf (3 pp).

- *Use empowerment zone funding to create a “cultural industry investment fund (CIIF)”* – The Gary, East Chicago, Hammond Empowerment Zone could assist the city of Gary to encourage long-term sustainability of the institutions within the community by creating a cultural industry investment fund.⁵⁵ A fund would help with improvements to strategic areas that are designed to be destinations such as cultural districts. Also, the fund can be an instrument to leverage tourism for increasing the flow of capital into the community. In Harlem, the goal of the Upper Manhattan Empowerment Zone’s CIIF is to encourage community building through a cultural and economic lens and a marketing of place that repositions Upper Manhattan as a primary cultural district celebrating its rich past while creating new legacies. The CIIF may support a variety of goals: facility renovation and development; marketing initiatives; strengthening the cultural ecosystem; and/or improving the local economy by promoting development, revitalization, and tourism. To learn about the CIIF in Upper Manhattan, go to planning.dc.gov/planning/frames.asp?doc=/planning/lib/planning/project/udd/cultheritageforum050404/umez_presentation-harlem-05-04-04.pdf (31 pp).

Please note, if a community opts to create a CIIF, establishing it in advance of the build up in market pressure may yield better outcomes. In this manner, the goals of economic development and cultural development can be balanced by frontloading such interests when communities initiate urban reinvestment programs rather than backloading these values.

- *Avoid privatizing public amenities such as the lakefront* – Residents are connected to the natural amenities that define the local sense of place. It is essential that the lakefront be accessible for as many users as possible. Waterfronts with continuous public access are more desirable than those where the public space is interrupted. While the private sector is usually inclined to privatize water access, maintaining public use of great waterfronts may create higher real estate values taken together. The property around the waterfront park in Charleston, South Carolina is a striking example of this principle in action. According to the American Society of Landscape Architects, Charleston’s waterfront park remains a catalyst for investment in the city, creating far more value than private development alone. Further, sharing the waterfront can contribute to the sense of public ownership and stewardship of the natural asset. asla.org/awards/2007/07winners/366_sai.html.
- *Align yourself with affinity groups* – The challenges and opportunities confronting communities can be big – too big for one person, one community organization, or one government agency. In these instances, collaborative problem solving can facilitate opportunities for groups to achieve outcomes that are beyond the ability for any individual to achieve on their own. The city of Gary does not have a deficit of affinity groups for encouraging equitable development. Partners can be found serving in: non-governmental organizations; professional associations; communities of faith; youth advocacy groups; academic institutions; and the like.

The following suggestions may be helpful for building successful partnerships through affinity groups: talk early and often with possible partners who need to be involved in

⁵⁵ The Empowerment Zone program is due to sunset December 31, 2009, unless the Obama Administration reauthorizes the program and appropriates operational funding.

addressing concerns; create a common vision, goals and objectives among the partners; develop a clear and workable plan to address identified issues; identify and invite partners to share their resources; and look to new partners to help address issues as new issues and needs are identified. To learn more about collaborative problem solving, go to www.epa.gov/compliance/resources/publications/ej/grants/cps-manual-12-27-06.pdf (44 pp).

- *Incorporate cultural and historic values into the local paradigm for sustainability* –The implications of development extend beyond impacts on natural resources. Also included are the impacts on historic and cultural resources such as the built environment and the local institutions that attract visitors to a destination. The comprehensive objectives of sustainability improve conservation of resources; respect local culture, heritage and tradition; focus on quality balanced with economic opportunity for residents; optimize the experience of visitors through a creative mix of cultural, natural and historic resources; and measure success not in numbers alone, but also in the integrity of the experience that contributes to economic viability of the institutions, resources, community and its residents. In planning and implementing development, the involvement of stakeholders – local community leaders; resource managers; cultural and heritage institutions; artists; tourism, business and other representatives – is key to creating and sustaining cultural and heritage assets and resources that foster a lasting sense of place. To learn more, see the position paper “Cultural and Heritage Tourism in the United States.” www.pcah.gov/pdf/05WhitePaperCultHeritTourism.pdf (11 pp).
- *Celebrate the past while being flexible enough to create new legacies* – Citizens in Gary understand the importance of growth and change rather than maintaining the status quo. While stakeholders are passionate about the special treasures within Downtown and Midtown, it will be important to avoid stifling creativity. The values articulated by Gary’s citizens can serve as a guide for public and private interests. At the same time, the community will need to be receptive to new ideas and development projects that will enable the city to remain viable, competitive, and resilient. While there is much to appreciate regarding Gary’s past, present generations deserve an opportunity to leave their mark on the community. Further, Gary can be a community that captures the affections of youth and newcomers if it is flexible; amenable to change; and responsive to their needs for employment, services, entertainment, recreation, networking, artistic expression, housing, and convenience.
- *Be proactive, and anticipate change* – Communities are encouraged to develop strategies for equitable development before market forces overwhelm them. Unfortunately, many communities don’t focus on the social impacts of land use and economic development decisions until there are reports of unanticipated challenges such as:
 - “mom and pop stores” that go out of business because they can no longer keep up with increasing rents or property taxes;
 - historic assets that are jeopardized or demolished due to failures to engage citizens who could have properly identified them; or
 - residents feeling pressured to sell their property because they are unaware of the spectrum of options that could help them to retain it.

The benefits of smart growth can not be realized if communities overlook the needs of incumbent residents. Local governments can conduct a strategic assessment or community impact assessment to inform officials of the impacts of proposed development projects upon their communities and underserved groups. The findings from the assessments can help

communities to make more informed decisions about development or prepare strategies to offset undesired outcomes. Equitable development can help vulnerable populations to enjoy the benefits that investment brings to a community.

To learn more about equitable development, visit the following sites:

- In 2006, 2007, and 2008, U.S. EPA issued awards to recognize community projects that achieve the objectives of equitable development. Summaries for the projects are online at www.epa.gov/smartgrowth/awards.htm.
- U.S. EPA released the Pamlico County Implementation Assistance report in July 2008. The appendix contains a section on equitable development, www.epa.gov/smartgrowth/pdf/Pamlico_County.pdf (115 pp).
- Collaborative problem solving is a strategy being applied in distressed communities to address local environmental, health and economic issues. This report presents EPA's Environmental Justice Collaborative Problem-Solving Model and features Spartanburg, SC, as a case study to demonstrate how the model was applied to bring about remarkable changes in the community, www.epa.gov/compliance/resources/publications/ej/grants/cps-manual-12-27-06.pdf (44 pp).
- PolicyLink has compiled a comprehensive set of policy options to advance economic and social equity. The tools in the Equitable Development ToolKit have been crafted to help community builders achieve diverse, mixed-income neighborhoods, www.policylink.org/site/c.lkIXLbMNJrE/b.5136575/k.39A1/Equitable_Development_Toolkit.htm.

8 ENGAGING GARY YOUTH IN COLLABORATIVE PROBLEM SOLVING FOR THE BROADWAY CORRIDOR

8.1 The Youth Workshop

Local youth assisted with developing recommendations for the Historic Midtown section of the Broadway corridor. A youth workshop was conducted simultaneously to the general series of workshops for the technical assistance project. This workshop was offered at the request of the Local Organizing Committee because they wanted to proactively involve young people in developing a vision for Gary, Indiana. The Local Organizing Committee and PBCD agreed it was important to engage youth. Gary’s younger citizens represent potential stewards and end-users once the long-range development initiatives resulting from the technical assistance workshop are complete.

The Local Organizing Committee recruited youth participants through personal solicitations, and they notified youth-serving organizations within the city. The activities of the workshop were based on methods used in built environment education programs and community design trainings. Similar and notable education programs are offered by the National Building Museum and the Cooper-Hewitt National Design Museum.



Figure 34. Map of the study area for the Youth Workshop, delineated by the heavier, dark line.⁵⁶

Approximately, twenty youth took part in the workshop. The schedule for the program included:

⁵⁶ Base map: City of Gary

- morning orientation and introductions;
- travel to the 1700 and 1800 blocks of Broadway which represented their study area;
- a field survey of the study area by the workshop facilitators and participants;
- a visit to the Froebel School site, including an overview of Gary's history, development, and zoning for context;
- review and compilation of results from the site surveys;
- preparation of designs and recommendations based on findings within the study area; and
- presentation of results from the youth workshop.

Following the visit to the study area, participants were assigned to three teams for preparation of design ideas, models, and renderings. The first team was asked to focus on the streetscape, and they developed recommendations for improving the right of way for Broadway. The second team focused on improvements that could be made to a vacant lot within the study area. The third team identified a vacant building within the study area, and they developed recommendations for enhancements that could occur. Finally, all participants contributed ideas for the development and interpretation of the Froebel School site.

8.2 Recommendations from the Workshop

The youth teams offered the following recommendations for the Historic Midtown section of the Broadway corridor.

1. Install a bike path or lane for bicyclists on Broadway;
2. Where permissible, convert vacant lots adjacent to barbershops and other service-based businesses into "fresh-air waiting rooms" for customers;
3. Renovate one of the three-story buildings on Broadway and convert it into a mini-mall (shopping arcade). Preferably the tenants would offer services and products that appeal to youth; and
4. Target IUN students as a potential market when devising economic development strategies for Broadway.

Participants offered multiple recommendations for the Froebel School site. Compared to the previous recommendations, implementation of the following ideas is not necessarily dependent on a large investment of initial funds. Also, the suggestions can be scaled up over time and build on existing strengths within the community.

1. Use the Froebel School site to host special events such as the 4th of July celebration or an annual motorcycle festival;
2. Treat the Froebel School site as a park that would be managed and operated by the city;
3. Build a new community center at the Froebel School site;
4. Devote fees collected for use of the Froebel School site to specific youth programs held at the site;
5. Erect a memorial that celebrates the history of the Froebel School; and
6. Engage Gary youth as guides for Historic Midtown tours that target the linkages between the Froebel School and the Broadway corridor.

The W.E.B. DuBois Branch of the Gary Public Library System was within the study area of the youth workshop. Workshop participants shared that this branch of the local library system is an important asset for Gary's youth. Workshop participants ranged in age from early teens (middle school) to late teens and/or early twenties (post-high school). They equally offered praise for the W.E.B. DuBois library branch, and they stressed that the institution serves as an outlet for education and entertainment. For example, some participants acknowledged renting movies from

the public library.

The technical assistance team is of the opinion that it is imperative for the city of Gary to maintain and cultivate the role of the W.E.B. DuBois library as part of any development plan for Broadway. Libraries in cities, around the country, have been re-imagined as arts centers, cafés, as well as historical centers and museums. The city of Gary can send a strong message about its future goals, priorities, and vision by helping the library to maintain a prominent role in the informal education of Gary's young people and treating the facility as an anchor for a node of future development.

Finally, an idea that resonated with youth and adult participants in the technical assistance workshop was the creation of a youth empowerment zone (YEZ). A YEZ is a structured program designed to increase the internal and external sense of civic efficacy among the youth living within the zone by involving them in the decision-making processes related to: establishing youth-run businesses; designing and using public space; reclaiming vacant lots for temporary uses; implementing public art initiatives; conducting youth-led conservation efforts; and/or developing and organizing community service projects. Further, the YEZ model instructs the youth involved with the project on how to become responsible advocates and agents of positive change in their city.⁵⁷

It will be important for the Local Organizing Committee, interested stakeholders, and participants to consider what “youth empowerment” means.

- What positive outcomes for the general community could result from the empowerment zone?
- Is the zone a single physical space or several spaces?
- Can the zone be redefined physically to account for new opportunities in other sections of the community?
- Is the zone a territory/jurisdiction that is exclusively populated by youth initiatives or is there a mix of complementary businesses and organizations?
- What existing initiatives are there in Gary that can bring synergy to the zone?
- Who is the target audience for the program?
- What services are necessary for responding to the needs of participants entering youth empowerment programs?
- What strengths can youth bring to an empowerment program?
- What does a graduate of the youth empowerment program look like? What metrics are appropriate for measuring the success of graduates? What is required of graduates upon completing the program?⁵⁸

8.3 Assessment of the Workshop

Recommendations from the youth participants were significant for several reasons. First, participants articulated their values for the Historic Midtown section of the Broadway corridor. Their values include: transportation choice; opportunities for entrepreneurship; boosting the

⁵⁷ Association of Washington Cities. AWC 2003 Annual Conference, www.awcnet.org/conf2003/spokane.pdf. March 1, 2009.

⁵⁸ The YEZ was established in 2008 with twelve Gary youth as charter members. Mission and vision statements have been prepared, and an initial work program and pilot project have been approved. The YEZ commenced urban planning and entrepreneurship training, and the former St. John's Hospital has been targeted for redevelopment by the youth.

image of the city; development of new services and outlets for youth; creating special places/destinations; and maintaining existing institutions like the public library.

Secondly, youth understood and implemented design concepts, and they used basic drafting and model-building skills in a remarkably short period of time. By working with professional mentors, each team developed straightforward models, diagrams, drawings and narratives to convey their project ideas. The participants were largely self-directed, and the professional mentors did not have to cajole team members to complete their work.

Third, participants valued and understood the history of Gary and the Broadway corridor. Also, many were acquainted with the history of the Froebel School site based on conversations with older family members.

The technical assistance team acknowledges the importance of the Broadway corridor as a place that captures the affections of Gary's older citizens. At the same time, the Team feels it is necessary to communicate that Gary's youth also deserve reasons for falling in love with Broadway as a destination. These motives can include preserving the past, while being flexible to the infusion of new ideas, passions, and legacies.



Figure 35. Participants prepare designs for Broadway following the field survey.⁵⁹

8.4 Gary's Best Asset

The most important outcome from the workshop is the engagement of Gary's greatest asset, its youth. The workshop provided young people with an opportunity to learn how Gary can re- envision and recreate itself as well as establish sustainable, cultural, economic, and quality-of-life goals.

Involving youth in the redevelopment of Gary sends an encouraging message about Gary's values and hopes for the future. Placing young people at the center of Gary's renaissance will make redevelopment of the city more than just a set of economic and development initiatives. The city that emerges will be a living entity, rich in emotional and cognitive associations; full of meaningful memories of hard work and achievement; and transparent and understandable in ways that are only possible through civic engagement. Potentially, the youth that participated in the technical assistance workshop can be emissaries to educate the larger citizenry, and rally them behind the goals of Broadway's redevelopment.



Figure 36. Participants in the Gary Youth Workshop present their findings.⁶⁰

⁵⁹ Carlton Eley

⁶⁰ Carlton Eley

By investing in its youth, Gary can create a core group of grass-roots leaders and citizens who are accustomed to being deeply involved in their community, and having a deep understanding of, equitable development, sustainability, and economic goals from an early age. They will also have the experience of creating substantive change and being supported by their community in the process. For youth with these experiences, Gary will no longer be the place to leave for building a future. Instead, it will be the place where one can firmly plant their feet for building a future.

9 SUMMARY OF IMPLEMENTATION OPTIONS

To help the city of Gary, GECH, and IUN get started quickly and to address local requests for clear, attainable implementation options, the Team developed a list of steps that local coordinators can take. Short-term options could be implemented within a year. Long-term options may require more examination and planning and may not be implemented for a year or more in the future, although they are not dependent on the completion of the short-term actions. These strategies can apply to the city of Gary as a whole, not just the Broadway corridor study area.

Short-term Implementation Options

- Develop design guidelines for Broadway
- Reuse former rail systems as trails
- Address the inherent problems with urban redevelopment early in the process
- Explore the feasibility of piloting a side lot program for vacant properties
- Identify actionable projects/programs for the Youth Empowerment Zone
- Create initiatives for green collar jobs
- Build alliances for advancing the vision
- Survey the condition of historic structures on Broadway

Long-term Implementation Options

- Establish a speaker series on equitable development
- Consider how to use community benefits agreements in a strategic and appropriate manner
- Encourage stewardship and maintenance through collective leadership
- Explore options for *responsibly* meeting the needs of the “unbanked” or “underbanked”
- Work cooperatively to acquire assets that are relevant to implementing the vision
- Devise fund raising strategies to support building/maintenance projects in the Historic Midtown District
- Establish main street and elm street programs
- Think globally, act locally

9.1 Short-Term Implementation Options

Develop design guidelines for Broadway

The appearance of Broadway is important to its livability and its physical and economic development. Residents, businesses, and property owners recognize the value of an impressionable community and are committed to its betterment. Enhancement of the physical environment heightens the anticipation and enjoyment of daily activities such as shopping, entertainment, and dining. Enhancing the image areas of Broadway, specifically the corridor, the districts, and the gateways, can entice people to visit, stay longer, and return often.

With design guidelines, the city of Gary can guide land development, along Broadway, to achieve a desired level of quality for the physical environment. Design guidelines will provide a clear set of design policies to projects sponsors, such as developers, property owners, and architects. Clear guidelines can make the planning process more expedient by clearly stating the city's desire for quality design that complements rather than detracts from the community.

The city of Gary can look to the following resources to help with developing design guidelines.

- ITE's Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities -- www.ite.org/css/FactSheet7.pdf
- North Meridian Street Strategic Improvement Plan -- www.focusindy.com/pdf/download.php?file=focus_nmeridianst_plan_summary.pdf
- East 10th Street Design Guidelines -- hundredyear.org/10th.aspx
- Scenic America -- www.scenic.org/planning/strategies_cd

Reuse former rail systems as trails

Railroad lines represent monumental infrastructure investment. Today, many rail corridors have fallen into disuse and already have disappeared through neglect or lack of vision. However, inactive rail corridors are valuable assets that can be utilized and provide enjoyment for a new generation of Americans.

For the last 20 years, rails to trails projects have been going on all over the country. The purpose is to take abandoned rail lines and turn them into nature trails for outdoor fun. The paths are open to cyclists, runners, in-line skaters, hikers and any others interested in getting out and into nature. In Gary, the Chicago South Shore and South Bend (CSS & SB) railroad line that traverses Broadway near East 10th Avenue could be converted into a trail and support community goals for recreation, tourism, conservation, and flexibility in transportation mode choice.

To learn more about rail-to-trail programs, consult:

- Rails-to-Trails Conservancy -- www.railstotrails.org/index.html
- Indiana Trails -- www.indianatrails.org/
- Friends of the High Line -- www.thehighline.org/

Address the inherent problems of urban redevelopment early in the process

Encouraging healthy and vibrant communities are important to all residents, regardless of background. Citizens share the desire for good schools, personal and household safety, decent housing, convenient shopping, and access to public services and employment, and they want the power to influence how these goods are provided.

Further, citizen concerns about failures in the public involvement process; the potential loss of treasured institutions to new development; or worry about involuntary displacement are legitimate concerns. Public officials and developers can minimize push back by addressing these issues upfront, rather than treat them as an after-thought. By being attentive to issues of social equity, local participation, and collaboration, the public and private sector can build goodwill and support for proposed development.

There are many resources to help encourage successful planning and development that involve starting at the grass roots:

- Center for Disease Control's Health Effects of Gentrification -- www.cdc.gov/healthyplaces/healthtopics/gentrification.htm
- Urban Land Institute's Breaking the Development Logjam -- www.publishersrow.com/Stores/detail.asp?WS=0&spoc=&issoc=0&shid=56&id=478&String=&curcatid=365&cursecid=365&onskr=9&TN=123346800000
- EPA's Environmental Justice Collaborative Problem-Solving Model -- www.epa.gov/NCEI/collaboration/Local_Regional%20Partnerships/EnvironmentalJusticeCollaborativeProblem-SolvingModel.htm

Explore the feasibility of piloting a side lot program for vacant properties

Vacant properties are a public nuisance. Across the nation, abandonment seems beyond the control of local officials, and it rarely incites a sense of urgency beyond the neighbors on the block where it occurs. However, vacant properties are an expense that local governments cannot afford. Such properties produce little property tax income, but they require plenty of time, attention, and money.

On Broadway, vacant and abandoned properties are interspersed among open businesses, service providers, and offices. In some instances, the adjacent property isn't a derelict building. Instead, it is a vacant lot. Vacant lots don't have to remain eyesores. With property oversight, local governments can encourage them to be reused as community gardens, green space, or pocket parks. In some instances, vacant side lots can be transferred to adjacent property owners which would help to: bring such properties back onto the tax rolls; improve the quality of neighborhoods; and reduce the public costs associated with property maintenance.

During the technical assistance meeting, the youth workshop revealed there may be opportunities to apply this approach within the Midtown section of the Broadway corridor. For example, vacant lots adjacent to barbershops could be converted into "fresh-air waiting rooms" for customers. Currently, some communities have side lot programs for residential property. The city of Gary can explore the feasibility of piloting a side lot program to encourage neighborhood stabilization along Broadway.

Communities with side lot/side yard programs include:

- Genesee County Land Bank -- www.thelandbank.org/Landuseconf/GreeningStrategy.pdf (2 pp)
- City of Decatur, Illinois -- www.ci.decaturn.il.us/publicinformation/sideyardprogram.html
- Allegheny County, Pennsylvania -- www.alleghenycounty.us/vacprop/

Identify actionable projects/programs for the Youth Empowerment Zone

When asked to identify the resources that could support the revitalization of Broadway, participants included “the citizens of Gary” in their inventory of local assets. Of course, Gary’s youth represent an important asset, and it would be wise to leverage them. A Youth Empowerment Zone (YEZ) was proposed to increase the sense of civic engagement and responsibility among youth living within the city by involving them in the decision-making processes of their local government.

Participants in the youth workshop expressed they were quite concerned about Gary’s image. The city of Gary has an opportunity to leverage youth as responsible advocates and agents for positive change within the city.

Great programs don’t materialize by accident. They require an investment of time, energy, resources, and planning. True youth empowerment requires participating youth of the community or neighborhood to act in a leadership capacity as their own advocates. In the case of Gary, the Team advised integrating youth in the revitalization strategies of the Broadway corridor as entrepreneurs for programs including and not limited to: recreation; entertainment; tourism; neighborhood beautification; and/or bicycle repair. See Appendix C for additional details. In order to actualize this goal, the Local Organizing Committee could work with local youth to survey activities/programs that can be implemented. Based on this survey, local youth and the community can work on program development that is long-term and sustainable. Please see footnote about ongoing YEZ project on page 51.

To learn more about youth empowerment programs, visit:

- America’s Promise Alliance -- www.americaspromise.org
- YouthBuild -- www.youthbuild.org/site/c.htIRI3PIKoG/b.1223921/k.BD3C/Home.htm
- Empower New Haven Inc. -- www.empowernewhaven.org/index.php/initiatives/youth

Create initiatives for green collar jobs

Over the past few decades, urban centers have been negatively impacted by the failure to invest in their growth. The legacy of urban disinvestment is the economic divide between citizens with means and those without means. Some advocates are encouraging “green collar jobs” as a way to address the dual challenges of an economic downturn as well as the ecological crisis confronting our nation. Green collar jobs include and are not limited to: installing solar panels; retrofitting buildings to make them more energy efficient; constructing transit lines; refining waste oil into biodiesel; erecting wind farms; building green rooftops; planting trees; and the like.

Much of the work for greening the economy involves transforming the places where we live and work as well as the way we get around. The Local Organizing Committee can create new training programs and/or retool existing training programs to meet the demand for workers with new skill sets. Across the country, green collar job programs are helping to establish a pathway out of poverty.

To learn more about green collar jobs visit:

- Imagining Newark's Green Future -- apolloalliance.org/downloads/newarksgreenfuture.pdf (24 pp)
- Green for All -- www.greenforall.org/

Establish New Partnerships

Collaboration takes many forms and can be either formal or informal, but it is distinct from other forms of engaging stakeholders and the public, such as informing, consultation, involvement, or empowerment. In all of its forms, collaboration can foster superior outcomes.

Many groups have a stake in the success of the Broadway corridor. The city of Gary, GECH, and IUN can establish partnerships with groups like the Calumet Environmental Resource Center, the Lake Michigan Forum, the Department of Energy, the Community Capacity Development Office of the Department of Justice, the National Center for Cultural Resources for the National Park Service, the National Trust for Historic Preservation Main Street Program, or the National Endowment of the Arts.

To meet affordable housing goals and encourage development that is more equitable, local officials could collaborate with the Local Initiatives Support Corporation, the Enterprise Foundation, or community development financial institutions like ShoreBank. Establishing new partnerships will present the Local Organizing Committee and other stakeholders with mutual benefits as well as results beyond those any single organization or sector could realize alone.

Survey the condition of historic structures on Broadway

Implementing the ideas of historic preservation is no easy task. The advantage that Gary has over many municipal governments is the rich history that Broadway represents and the sheer number of original structures in need of rehabilitation. One of the first steps that must be undertaken annually is a survey of these existing structures to monitor their condition, and overall structural viability. The city of Gary has done well concerning this effort through the work of Chris Myers. As city planning director, Myers has established a web site, Indiana Historic Architecture. The site chronicles the history of Indiana buildings while placing each building in a category. These categories define those buildings which are outstanding, notable, and supporting buildings. They are categorized based on their historical significance. The site also provides opportunities for people to get involved in the process of historic preservation and consequently promote the dialogue of preservation along the Broadway corridor. To learn more visit:

- The Indiana Historic Architecture Homepage -- www.preserveindiana.com
- National Trust for Historic Preservation -- www.preservationnation.org/

9.2 Long-Term Implementation Options

Establish a speaker series on equitable development

Speaker series represent an effective means to create a public forum on development issues. A speaker series on equitable development could introduce a variety of approaches and tools for: meeting the needs of underserved communities; effectively reducing disparities; and fostering places that are healthy and vibrant. The series could explore topics such as heritage preservation, cultural tourism, faith-based development models, capacity building programs, advisory service programs, environmental stewardship, healthy community design, local activism, regional approaches as well as other topics related to encouraging community and economic parity. Local partners could host speakers on a monthly basis to facilitate an ongoing discussion, explore specific strategies, foster community engagement, and identify opportunities for positive change in growth and development patterns to ensure everyone has a safe and healthy environment in which to live, work, and play.

Consider how to use community benefits agreements in a strategic and appropriate manner

Community benefit agreements (CBAs) can greatly improve the approval process for development projects by promoting values for inclusiveness, enforceability, transparency, coalition-building, efficiency, and clarity of outcomes. At the same time, CBAs can be a complex tool pending: poor organization on the part of neighborhood groups; difficulty for developers and community groups to reach consensus; legal expenses incurred by community groups; and coalition politics. In light of these benefits and challenges, community groups need to think carefully about their commitments before entering into a CBA.

While CBAs may hold promise to empower communities and their residents to advocate for themselves, CBAs can not be construed as a “silver bullet.” If CBAs are overburdened with unattainable expectations, they will almost certainly fall short. For this reason, CBAs represent one tool, among many, that communities have at their disposal to encourage more responsible development.

- Community Benefits Agreements: The Power, Practice, and Promise of a Responsible Redevelopment Tool -- www.aecf.org/upload/PublicationFiles/AECF_CBA.pdf (51pp)
- Community Benefits Agreements: Making Development Projects Accountable -- www.goodjobsfirst.org/pdf/cba2005final.pdf (131 pp)

Encourage Stewardship and Maintenance through Collective Leadership

Cities are more than just the amalgamation of buildings, streets, and parks into a dense, critical mass. What really makes a city are the people who live in it.

Communities that encourage equitable development are healthy and vibrant, but they won't remain desirable places if citizens take them for granted. Stewardship of public assets, property, and/or services such as public transportation is everyone's responsibility. By being respectful of and taking pride in the appearance of public and private spaces, citizens can maintain great places for residents and visitors.

An approach for achieving these goals is collective leadership. Through collective leadership, local people work together to improve their communities for the collective wellbeing. Moreover, collective leadership is relational. The group as a whole is a leader in the community just as members within the group can be leaders within the group.

Neighborhood associations are a practical example of collective leadership, and effective associations often prepare a statement of community expectations in order to specify values and norms that will undergird community success.

To learn more about collective leadership, consult:

- The Collective Leadership Framework: A Workbook for Cultivating and Sustaining Community Change -- www.wkkf.org/DesktopModules/WKF.00_DmaSupport/ViewDoc.aspx?LanguageID=0&CID=276&ListID=28&ItemID=5000338&fld=PDFFile.
- Downtown Minneapolis Neighborhood Association Community Expectations -- www.thedmna.org/CommunityExpectations.html.

Explore options for responsibly meeting the needs of the “unbanked” or “underbanked”

Limited access to traditional banking and financial services has long been a barrier to wealth creation in marginalized communities. The lack of access often translates to driving further to reach financial service establishments; excessive fees for basic financial services; susceptibility to high-cost predatory lenders; or difficulty acquiring assets such as a home or a loan to start up a small business.

Following fifty years of disinvestment in America’s cities, there are enough physical reminders in the form of empty storefronts, deteriorating housing stock, and crumbling community facilities that send a clear message that creating roadblocks which inhibit underserved communities from accessing capital is not an astute fiscal strategy for combating urban decline and blight.

The capital and financial service needs in underserved communities do not have to go unmet.

- The Community Development Financial Institutions (CDFI) Fund provides monetary awards for financial assistance and technical assistance to CDFIs to serve communities lacking adequate access to affordable financial products and services. Support can further goals such as: economic development (job creation, business development, and commercial real estate development); affordable housing (housing development and homeownership); and community development financial services (provision of basic banking services to underserved communities and financial education training). To learn more, visit www.cdfifund.gov/what_we_do/programs_id.asp?programID=7.
- There may be times when voids for housing, economic development, and services may be left unattained by government and the private sector. In these instances, communities may need to build the very services that they stand in need of. For example, ShoreBank created a niche for community development banking during an era when banks routinely denied loans to underserved communities. Today, ShoreBank has two billion dollars in

assets, and the banking sector that they created has expanded. To learn more about community development banking, go to www.cdbanks.org/.

Work cooperatively to acquire assets that are relevant to implementing the vision

American humorist Will Rogers once said “buy land because God isn’t making anymore of it.” The logic in the levity is “whoever owns the land wields the power.” Put another way, you can not claim, in perpetuity, what you do not own. In a like manner, you can not claim a neighborhood or ‘*district*’ absent of investing the sweat equity or financial equity to improve it. This is the sobering lesson of capitalism.

The vision for Broadway will not be realized by accident. It will require an investment of time, resources, energy, preparation, and planning. Will Gary rebound is not the question, instead it is a matter of when the city will recover.⁶¹

One community leader, entrepreneur, and philanthropist who understands the value of seizing the opportunities that are available in the place where you are is Kenneth Gamble, founder and chairman of Universal Companies in Philadelphia, Pennsylvania. Since 1993, Gamble has been a driving force for community development within his native South Philadelphia neighborhood. Instead of waiting for the neighborhood to change, Gamble opted to rebuild the community by taking ownership of vacant and idle property. As a result, Universal Companies has more input regarding what happens in the community.

The bottom-line message is ownership is not a prerequisite for achieving the vision for Broadway, but it is more probable that the vision will be realized if coalitions or affinity groups work together to secure the assets that are central to the vision. To learn more about redevelopment initiatives in South-Central Philadelphia, visit -- findarticles.com/p/articles/mi_m1365/is_5_33/ai_94672527.

Develop fund raising strategies to support projects/programs in the Historic Midtown District

Residents and affinity groups can draw together and focus attention on how to fill gaps for improving communities. In some instances, it will require the development of fund raising strategies to support local projects/programs.

In Kansas City, Missouri, renovation of the 18th and Vine Jazz District was launched with \$24 million dollars in support from the City in 1997. In contrast, Kansas City’s Power and Light District, launched in 2005 and approximately two miles from the Jazz District, is billed as being a \$850 million dollar entertainment district. While the imbalance in funding committed to both Districts could be subject to debate and scrutiny, the Jazz District Redevelopment Corporation (JDRC) has directed their focus to fundraising with proceeds benefitting the Historic 18th and Vine Jazz District.

⁶¹ In the March 10, 2009, issue of *USA Today*, an article on urban areas see revival in housing construction reported “in more than half of the 50 most populous metropolitan areas, communities at the urban core have captured a significantly larger share of their region's new residential building permits since 2002 than in the first half of the 1990s.”

Since 2005, the annual Rhythm & Ribs Jazz Festival has blended two of Kansas City's rich traditions, jazz and barbecue. In the process, the event showcases and supports the Jazz District. Rhythm & Ribs is a collaborative effort by the American Jazz Museum, the Negro Leagues Baseball Museum, the Jazz District Redevelopment Corporation, the Black Economic Union, the Kansas City Convention and Visitors Association, the Downtown Council of Kansas City, and the city of Kansas City, Missouri.

The festival welcomes more than 30,000 visitors to the Jazz District each Father's Day weekend for 40 musical performances and the sampling of local cuisine. The annual festival gives local residents and visitors the opportunity to experience the best of the city's traditions and heritage.

Establish Main Street and Elm Street programs

One major step that citizens of Gary can undertake is to work with the National Trust for Historic Preservation (NTHP) to create a local Main Street program. The Main Street approach is a component of NTHP that facilitates the process for establishing a not for profit for the sole purpose of revitalizing historic districts. This program provides technical assistance, and it has several guiding principles and initiatives which are helpful for revitalizing and sustaining a historic district. Also, NTHP's website features many examples similar to Gary such as Clarksville, Missouri, and Manassas, Virginia that suffered similar deteriorating circumstances but initiated the process of revitalization with the support of the local Main Street affiliate.

This could be a key step for the city of Gary since they have obtained or they are in the process of obtaining historical designations for many buildings. The establishment of a group whose interests only pertains to economic development and historic preservation of Broadway will keep them focused and provide much needed energy or resources to re-energize the Broadway corridor.

An alternative program can target "Elm Streets." Elm Streets are the residential neighborhoods that surround main street areas. Their proximity supports business activity downtown, and makes them great places to live for people who want to live near work. Their housing stock tends to be affordable and when restored brings money back into the community and expands homeownership opportunities and housing choice. Reinvestment in Elm Street stabilizes and strengthens Main Street redevelopment.

In the end, Main Street and Elm Street programs transcend the preservation of assets. The essential goal of both programs is to make existing assets productive. If there is local support for a Main Street and/or Elm Street program, the endeavor will require a administrator who is trained in non-profit governance and organizational leadership. For additional information, go to:

- The National Trust Main Street Center -- www.mainstreet.org
- Pennsylvania Downtown Center Elm Street Program -- www.padowntown.org/programs/elmstreet/default.asp

Think Globally, Act Locally

Gary is more than just a city in Northwest Indiana. Gary is part of a larger network of municipal governments that constitutes the global community. Gary can enhance its redevelopment ambitions by participating in the global discussion on sustainability. The international stage

presents Gary with more opportunities to share and receive transferable best practices for improving quality of life.

For example, One Planet Living is a global initiative that subscribes to ten principles for sustainability, including “culture and heritage” as well as “equity and fair trade.” The desire to encourage fairness in planning and development practice is a common interest that transcends jurisdictional boundaries. Further, sustainability isn’t a “cookie-cutter” approach. As a result, cities around the globe are interested in learning about equitable development. In a like manner, U.S. cities are interested in learning about the renewable energy solutions of their international counterparts. The opportunities for harvesting international lessons are plentiful.

The city of Gary is encouraged to explore the plethora of international programs on sustainability. For additional information on One Planet Living, go to -- www.oneplanetliving.org/index.html.

10 CONCLUSION - - “YES WE CAN!”

This report presents a vision that was developed using the ideas and input of Gary’s residents. As a vision, it is only the first step in a larger process. Achieving the vision will require the involvement of citizens, neighborhood associations, *community organizers*, local stakeholders, government staff, and elected officials. As plans move forward, Gary can take advantage of the lessons learned by other communities.

As the central arterial for the city, Broadway has many competitive advantages. Economically, politically, and strategically it makes sense to direct investments to improving the corridor, particularly within Downtown and Midtown. Above all, Gary has an enthusiastic core of neighborhood and community individuals that are committed to the revitalization of Broadway. Many have fond memories of how Broadway once was the focal point in their everyday lives. These groups are an important constituency that can support the improvement of Broadway if the city encourages development that captures their affections or respects their vision.

The areas aligning Broadway are not unlike other urban core neighborhoods that experienced great commerce and success prior to the period of prolonged urban flight and suburbanization. And like other urban centers, there are signs that the budding downtown redevelopment efforts are attracting segments of the market that desire convenience and options.

At the same time, Gary has an opportunity to balance the objectives of economic development and cultural development. The distinct connections between Broadway and Gary’s African-American community have produced assets that can be used to create a “place-making dividend” for the city. These assets can be a driver for future developments and an opportunity for communities, organizations, and individuals to collaborate, build relationships, and embrace a common story for sustainable success in city design and development.

Through hard times and good, Gary remains one of the cultural centers of the nation’s Heartland. Gary is in a very good position to grow, enhance its quality of life, and maintain its sense of place, particularly if the city can get ahead of the pace of development with a positive vision that is designed to accomplish multiple sustainability goals, including: green buildings; good jobs; affordable space for community-based businesses; and a lasting cultural presence that keeps the historic essence of Broadway alive for the enjoyment of generations to come. By creating clear expectations about the type of development desired by the city and citizens, and facilitating that development with a predictable and fair process, Gary can create a good environment for development and better outcomes for its citizens.

II RESOURCES

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APPENDIX A: PBCD TECHNICAL ASSISTANCE PROGRAM

Many communities around the country want to foster economic growth, protect environmental resources, and plan for development, but they may lack the tools, resources and information to achieve these goals. This is particularly true in communities that are environmentally, economically, and socially distressed. In response to this demand, the Planning and the Black Community Division (PBCD) of the American Planning Association has implemented a program to provide technical assistance to communities that host the biennial PBCD Conference.

Since 1980, PBCD has pursued its mission of providing a forum for discussion, research, and action by African-American planners, citizens, and students. PBCD is committed to the “social responsibility of planners” as articulated by American Planning Association policy and under the 1981 American Institute of Certified Planners Code of Professional Ethics.⁶²

PBCD believes the objectives of urban redevelopment and meeting the needs of underserved communities are not mutually exclusive. Both objectives can be met through approaches like equitable development.⁶³ Equitable development encourages fairness in planning and development practice to ensure everyone has a safe and healthy environment in which to live, work, and play (see box for principles).⁶⁴

PBCD assembled a team of practitioners with expertise in meeting community needs for equitable development, smart growth, context sensitive design, place making, urban design/architecture, and vacant property reclamation. In 2007, the city of Gary, GECH Empowerment Zone, and Indiana University Northwest requested assistance with forming a vision for arterial enhancements along a one-mile span of Broadway. Through a series of collaborative planning exercises and workshops, the Team worked with the public to identify solutions. The Team consisted of allied professionals in the fields of urban planning, architecture, community development, public policy, and environmentalism. PBCD managed the technical assistance project.

Principles of Equitable Development

1. Housing choice.
2. Transportation choice.
3. Personal responsibility.
4. Capacity building.
5. Healthy communities.
6. Heritage preservation.
7. Stewardship (environmental).
8. Entrepreneurship.
9. Sustainable wealth creation.
10. Civic engagement.
11. From good to great through planning/design, standard of excellence.

Source: Carlton Eley, PBCD

⁶² [to] strive to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of disadvantaged groups and persons, and must urge the alteration of policies, institutions, and decisions which oppose such needs.

⁶³ PolicyLink introduced the concept of equitable development -- www.policylink.org.

⁶⁴ PBCD acknowledges the previous principles could be further refined. The principles represent commonalities for communities that practice equitable development.

**FACILITATORS FOR THE PLANNING AND THE BLACK COMMUNITY DIVISION
TECHNICAL ASSISTANCE WORKSHOP IN GARY, INDIANA**



Sanford Garner is a founding Partner and COO of A2SO4. He has a wealth of experience in project management, and his professional passion remains rooted in Urban Design and Historic Preservation. Sanford's passion is reflected in his work on the *Fall Creek Place Home Ownership Zone* in Indianapolis, Indiana. This urban redevelopment project has received accolades from the National Association of Home Builders, the Urban Land Institute, and the American Planning Association. Sanford's strong commitment to community service and community development keeps him active with several boards such as the American Institute of Architects, Citizens Health Center, Historic Landmarks Foundation of Indiana, and the National Organization of Minority Architects. Currently, Sanford and his firm are involved in projects in Abu Dhabi, United Arab Emirates, Nigeria and Morocco. Sanford's experiences and interests were honed by his studies at Howard University; Helsinki University; and the University of California at Los Angeles.



Denise E. Gilmore is President and CEO of the Jazz District Redevelopment Corporation (JDRC). Denise leads the historic 18th & Vine Jazz District's effort to attract developers and tenants for mixed-use redevelopment of the area. She collaborates with the major district stakeholders to manage the overall activities in the district. In addition to the redevelopment activities, Denise is actively involved in the planning and execution of the annual 18th & Vine Rhythm & Ribs Jazz Festival. She serves on the board of the Black Archives of Mid-America, Inc. and Komen for the Cure – Kansas City. Denise holds a Master of Business Administration in Finance and Business Administration from Rockhurst University and a Bachelor of Science degree in Accounting and Business Administration from the University of Kansas. She has a daughter, Rebecca who is a sophomore at Harvard University.



Mike Hill is currently completing a Masters of Landscape Architecture at Virginia Tech's Alexandria Center campus. Mike received a Bachelor of Science degree in Architecture from Catholic University in 1987. In 1993, Mike went to work at the National Building Museum (NBM), where he developed programs that used design to teach youth critical thinking and visual literacy. In 2002, Mike became executive director of the Shaw EcoVillage Project. This program trained DC youth in sustainable development concepts; design and construction skills; entrepreneurship; and community organizing. Mike has taught workshops and served as a visiting critic at the NBM, George Washington University, the Cooper-Hewitt National Design Museum in New York City, and the Glasgow College of Building and Printing in Scotland. Currently, Mike is working in Sustainable Operations at the US Forest Service on green schoolyard projects around the Metropolitan Washington area, and on the USDA's People's Garden project. Mike lives in the Brightwood neighborhood of Washington, DC with his wife Mychalene and daughter Lucia.



Daniel Kildee is the founder of the Genesee Land Bank - Michigan's first land bank - and serves as its Chairman and Chief Executive Officer. He is also President of the Genesee Institute, a research and training institute focusing on smart growth, urban land reform, and land banking. In 2003, Governor Granholm appointed Daniel as one of the initial directors of the Michigan Land Bank Fast Track Authority, the nation's first statewide Land Bank. He is a member of the Michigan Economic and Environmental Roundtable, is Co-chair of the Michigan Redevelopment Readiness Advisory Council, and serves on the Board of Directors of the Land Information Access Association and the Board of Directors of Automation Alley, southeastern Michigan's regional technology cluster designed to attract technology based industry to the region. Daniel has served as Genesee County Treasurer since January 1997, and he is Chairman of the Fifth Congressional District Democratic Party. Daniel attended Mott Community College and the University of Michigan-Flint. He recently accepted a month-long Fellowship at the Harvard University Kennedy School of Government. Daniel and his wife Jennifer have three children.



Jennifer Leonard is the National Vacant Properties Campaign Director at Smart Growth America. In this position, she coordinates the Campaign's activities including technical assistance, publication and dissemination of model practices and strategies for reclamation, expanding a nationwide network of practitioners and experts, and communication efforts through e-newsletters and the Campaign web site. Prior to joining the Campaign, Jennifer spent four years as the project manager for a community development corporation in Baltimore, where she became an expert at building private and public partnerships for using the property reclamation tools and revitalizing her East Baltimore neighborhood. She also managed the corporation's grant and loan efforts, raising several million dollars for the CDC's programs. With her leadership, the Baltimore Commission for Historical and Architectural Preservation designated a new historic district within this neighborhood; after decades of disinvestment, the private market is starting to return. Jennifer has a Bachelor of Fine Arts degree from the University of Arizona and a Master of City and Regional Planning from the University of Pennsylvania.



Steven McCullough was born and raised on the Westside of Chicago, where he now serves as the President and CEO of Bethel New Life, a thirty year old, faith-based community development corporation. Under McCullough's leadership, Bethel has sharpened its focus to building a "Community of Choice" on the Westside by targeting its annual budget of \$17 million and over 350 employees to deliver quality affordable housing options, increase educational options, and create wealth building strategies for over 150,000 residents. McCullough is active in the Chicago community where he is a board member of the Chicago Rehab Network, Greater Chicago Food Depository, Center for Neighborhood Technology, Garfield Park Alliance, and the Woodstock Institute. He was selected as a British American Project Fellow (2007) and a Leadership Greater Chicago Fellow (2002). Currently, he is an Annie E. Casey Foundation Fellow. Steven McCullough holds a Bachelor of Business Administration degree from Loyola University of Chicago and a Master of Business Administration from the University of Chicago. Steven's immediate family includes his wife and daughter.



Eric D. Shaw is Director of Community Planning for Louisiana Recovery Authority where he works on long term planning issues related to state rebuilding efforts after hurricanes in 2005 and 2008. Before joining the authority, he worked as a Program Officer with the Silicon Valley Community Foundation where he helped the foundation develop its land use and transportation planning grantmaking strategy, and managed the neighborhood grants portfolio. Eric has pursued a number of challenging economic and community development assignments in positions held in San Jose, California; Miami, Florida; and Washington, DC. He graduated from UCLA with a Bachelor of Arts in International Development Studies and a minor in Public Policy Studies, and earned a Master of Urban Planning from the Harvard University Graduate School of Design.



Dave Walker is an Urban Designer and Assoc. Architect for W A L K Studio. Dave works with other studio members on master plans, urban design plans, strategic planning, feasibility studies, conceptual design, design guidelines and standards, and various components of architectural design. In his past career as the Executive Director of Near West Side Community Development Corporation, Dave led the day to day tasks of redeveloping an entire community. Along with his professional career as an Architect and Urban Designer, Dave also serves as an adjunct professor with the University of Illinois-Chicago (UIC) and runs various studios geared around sustainable Urban Design. He also helps in a number of volunteer activities which expose children to design careers, including the Newhouse Architecture Competition, a revamp of the CPS Architecture Curriculum through the Chicago Architecture Foundation, and a national board member for Project Osmosis. As owner of his architecture and planning firm, Dave is guiding the office for future growth, and strengthening the practice of environmental Urban Design and eco-friendly architecture.



Carlton Eley works for the U.S. Environmental Protection Agency (EPA) in the Office of Policy, Economics, and Innovation. He's been commended by the Ford Foundation as a national expert on Regional Equity and Sustainable Metropolitan Communities. Carlton has served on community advisory service teams to Pamlico County, North Carolina, and the Vecht River Valley in the Netherlands. In 2003, Carlton participated in the Ian Axford (New Zealand) Fellowship in Public Policy becoming the first American to conduct research on the topic of smart growth in Aotearoa/New Zealand. Carlton serves on the advisory board for the Washington, DC Chapter of the National Organization of Minority Architects, and he assists the Planning and the Black Community Division of the American Planning Association with strategic partnerships. Carlton is a graduate of Elizabeth City State University and the University of Iowa.

APPENDIX B: SITE VISIT DETAILS

List of Participants

Consultant Team

Sanford Garner, AIA, NOMA, A2SO4 Architecture, LLC
Denise E. Gilmore, Jazz District Redevelopment Corporation
Mike Hill, Virginia Tech/Washington-Alexandria Architecture Center
Daniel Kildee, Genesee County Land Bank
Jennifer Leonard, National Vacant Properties Campaign
Steven McCullough, Bethel New Life
Eric Shaw, Louisiana Recovery Authority
Dave Walker, Assoc. AIA, AICP, W A L K studio

Local Coordinating Team

Letty Almodovar, City of Gary
Dorreen Carey, City of Gary
Venus Cobb, City of Gary
Vanesse Dabney, City of Gary
Christopher Myers, City of Gary
Ben Clement, GECH Empowerment Zone
Jared Forte, Gary Public Transportation Corporation
Earl R. Jones, PhD, Indiana University Northwest / Historic Midtown Project
John W. Gunn, Jr., MPA, Indiana University Northwest / Historic Midtown Project
Carolyn L. Jordan, MPA, Indiana University Northwest / Historic Midtown Project
Jihad T. Muhammad, MS CED, Indiana University Northwest / Historic Midtown Project

PBCD Staff

Carlton Eley, Project Manager, U.S. Environmental Protection Agency

Workshop Participants

Participants in the workshops represented a wide range of viewpoints and interests, including property owners, businesses, elected officials, interested citizens, educational institutions, and others. The participants listed have been consolidated from sign-in sheets that were circulated during the public meetings and are included for reference purposes only. This list may not represent the full number of attendees. Individuals may not have seen the sign-in sheet at the meetings, or they may have chosen not to sign in.

Geraldine Tousant	Sondra Ford	Rodney Littleton
Cara Spicer	Steve Strains	Audrea Davis-Gant
Minnie Porter	Norma Coleman	Brenda Scott-Henry
Johnathan Moorehead	Michael Paulson	Jacqueline Cheairs
Tiffany Tolbert	Mary Mulligan	David Wright
James Nowacki	Dolly Millender	Scott Upshaw
Joel Rodriguez		

Schedule

PBCD Facilitated Meetings			
August 9 - 11, 2007			
	Thursday, August 9	Friday, August 10	Saturday, August 11
8am – 9am			
9am – 10am		City of Gary Aspirations / Public Meeting with City of Gary Municipal and Community Leaders	Public Workshop: Historic Preservation/Economic Development on the Broadway Corridor
10am – 11am			Public Workshop: Report out from the Gary Youth Workshop
11am – 12pm		Working Lunch	Design Workshop & Final Presentation: Broadway-Historic Midtown Corridor
12pm – 1pm		Public Workshop: The Benefits of Equitable Development for Broadway Street	
1pm – 2pm		Public Workshop: Context Sensitive Design and Place-making for Broadway Street	PBCD TA Team Departs
2pm – 3pm			
3pm – 4pm		Public Workshop: Vacant Property Forum for Broadway Street	
4pm – 5pm			
5pm – 6pm		Design Workshop: Preliminary Design for the Broadway-Historic Midtown Corridor*	
6pm – 7pm	PBCD Opening Reception		
7pm – 8pm	Public Briefing on PBCD Technical Assistance Project		
8pm – 9pm			
*Activity shifted to Saturday			
*The Gary Youth Workshop was held on Friday from 8:30am to 3:00pm			

Special Thanks to

- Martin J. Brown of the city of Gary for GIS support.
- N’Jeanna Brown of Indiana University Northwest (IUN) for assisting with the Gary Youth Charrette.
- Pastor Dwight Garner of Trinity Baptist Church for support with transportation.
- Lourenzo Giple of Ball State University for preparing renderings of Broadway.
- Rodney Littleton of GroundWork Gary for assisting with the Gary Youth Charrette.
- Mary Mulligan of the city of Gary for audio recording.
- Sef Okoth of the Chicago Metropolitan Agency for Planning for assisting with the Gary Youth Charrette.
- Ryan Shelton of IUN for preparing the PBCD Conference and Technical Assistance booklet.
- Cara Spicer of the Legacy Foundation for assisting with interviews of local citizens.
- David Wright of Wright Visioning and Planning Concepts for assisting with the Gary Youth Charrette and technical assistance support.
- Staff of the Genesis Convention Center for hospitality, use of their facilities, and audio/visual support.
- William M. Harris, Sr., FAICP, Ph.D. of the Massachusetts Institute of Technology for serving on the PBCD academic review panel for the technical assistance report.
- Jeffrey S. Lowe, Ph.D. of Florida State University for serving on the PBCD academic review panel for the technical assistance report.

APPENDIX C: TOOLS, REPORTS, AND RESOURCES

The city of Gary, GECH, and IUN can consult these tools as implementation options are developed for the vision. Additional tools are in Section 11, “Resources.” The tools are grouped into the following categories:

- Heritage Preservation
- Equitable Development
- Context Sensitive Design
- Vacant Property Strategies
- Green Collar Jobs
- Trails and Greenways
- Youth Programs

Heritage Preservation

- Draft Development Framework for a Cultural Destination District within Washington, DC’s Greater Shaw / U Street
ddot.dc.gov/ddot/frames.asp?doc=/ddot/lib/ddot/information/studies/duke/7_uptowndraft_final-public_p38-48.pdf. (11 pp)
- A Walk Through Harlem
www.thirteen.org/harlem/
- A Position Paper on Cultural and Heritage Tourism in the United States
www.nasaa-arts.org/artworks/cultural_heritage_tourism_paper.pdf. (18 pp)
- African Reflections on the American Landscape
www.nps.gov/history/crdi/publications/African%20Reflections.htm
- Tivoli Theatre
www.dcch.org/html/hcdd_commercial.html
- Kaiser Wilhelm Memorial Church
www.aviewoncities.com/berlin/gedachtniskirche.htm

Equitable Development

- Environmental Justice, Urban Revitalization, and Brownfields: The Search for Authentic Signs of Hope
www.epa.gov/oecaerth/resources/publications/ej/nejac/public-dialogue-brownfields-1296.pdf. (85 pp)
- Active Living and Social Equity: Creating Healthy Communities for All Residents, A Guide for Local Governments
bookstore.icma.org/freedocs/Active%20Living%20and%20Social%20Equity.pdf. (24 pp)
- Commonwealth of Massachusetts Sustainable Development Principles
www.mass.gov/Agov3/docs/smart_growth/patrick-principles.pdf. (1 pg)
- Equitable Development: Untangling the Web Through Collaborative Problem Solving
law.gsu.edu/metrogrowth/files/2008/urban_development_conference/Carlton_Eley_-_Equitable_Development.pdf. (24 pp)

Context Sensitive Design

- Indianapolis Cultural Trail
www.indyculturaltrail.org/about.html
- Indiana Safe Routes to School Program
www.in.gov/indot/6090.htm
- 125th Street Rezoning
www.nyc.gov/html/dcp/html/125th/index.shtml

Vacant Property Strategies

- A Guide for Policy Makers and Practitioners: Abandoned Property in Indiana: Legal, Practical, and Policy Effects of 2006 Statutory Amendments
www.vacantproperties.org/technical/programs/indianapolis.html
- Public Investment Strategies: How They Matter for Neighborhoods in Philadelphia
gislab.wharton.upenn.edu/silus/Papers/GreeninGStudy.pdf. (24 pp)
- The Determinants of Neighborhood Transformations in Philadelphia – Identification and Analysis: The New Kensington Pilot Study
www.upenn.edu/penniur/pdf/Public%20Investment%20Strategies.pdf. (12 pp)
- Pennsylvania Horticultural Society/Philadelphia Green
www.pennsylvaniahorticulturalsociety.org/phlgreen/city_strategy.html
- Economic Impacts of Residential Property Abandonment and the Genesee County Land Bank in Flint, Michigan
geneseeinstitute.org/reports/index.html

- Genesee County Land Bank Side Lot Transfer Program Evaluation
www.thelandbank.org/planning.asp#two
- Banking on Flint: County Treasurer Dan Kildee Collects National Attention for Land Bank Program
www.domemagazine.com/features/july08/cover_july08.html?ArticleURL=
- Indianapolis Land Bank
www.indylandbank.com/
- Refreshing the Heart of the City: Vacant Building Receivership as a Tool for Neighborhood Revitalization and Community Empowerment.
www.vacantproperties.org/resources/ppts/Kelly_Refreshing.pdf. (29 pp)
- Vacant Properties: The True Costs to Communities
www.vacantproperties.org/resources/reports.html
- Managing Neighborhood Change: A Framework for Sustainable and Equitable Revitalization
vacantproperties.org/resources/documents/Mallach_NeighborhoodChange_FINAL.pdf. (28 pp)
- Building a New Framework for Community Development in Weak Market Cities
community-wealth.org/_pdfs/articles-publications/cdcs/paper-brophy-burnett.pdf. (32 pp)
- Greyfields to Goldfields
www.usmayors.org/brownfields/library/greyfieldstogoldfields.pdf. (6 pp)
- Reviving the Pulse of Commercial Corridors
www.vacantproperties.org/presentations.html
- LISC Urban Forum 2008 in Indianapolis, IN
www.lisc.org/urbanforum/

Green Collar Jobs

- The Green Economy is Coming
www.youtube.com/watch?v=R5uS6BVdTe8
- 1Sky New Mexico PSA
www.youtube.com/watch?v=4v1OQorolYc

Trails and Greenways

- Indiana Trails
www.indianatrails.org/

Youth Programs

- Eden Place
www.fullerpark.com/My_Homepage_Files/Page1.html
- Youth Outreach for Performing Arts and Technology
yopat.org/
- FabLab (Fabrication Laboratory) of Sustainable South Bronx
www.sbxfab.org/
- RelightNY
www.relightny.com/
- Project Row House
projectrowhouses.org/
- Gallery 37 Center for the Arts
egov.cityofchicago.org/gallery37center/
- Manchester Craftsmen's Guild
www.manchesterguild.org/About_mcg.htm
- National Building Museum Teens and Young Adult Programs
www.nbm.org/families-kids/teens-young-adults/
- Hester Street Collaborative
www.hesterstreet.org/
- Community Cycling Center
www.communitycyclingcenter.org/
- Teens and Youth in the City: Research on Urban Forest Stewardship & Positive Youth Development
www.cfr.washington.edu/research.envmind/CivicEco/SAF%20Youth.pdf. (8 pp)

APPENDIX D: CASE EXAMPLES: EQUITABLE DEVELOPMENT IN PRACTICE

Case Study: Bethel Center – Chicago, IL

Summary Profile

- \$4 million, 23,000-square-foot transit center that includes shops and restaurants on the first floor, a day-care center and employment office on the second floor, and a walkway that connects the building to Chicago's elevated rail line for the Lake-Pulaski station.
- Awarded LEED Gold Certification by the U.S. Green Building Council (USGBC).
- Bethel Center's green roof reduces stormwater runoff, and photovoltaic cells provide clean energy.
- Transit-oriented development, green technology, and focused affordable housing combined with strong community participation prove that equitable development is consistent with the goals of sustainable urban revitalization.

In 1996, the 23,000 residents of Chicago's West Garfield Park neighborhood faced the proposed closure of their Green Line transit station. Because the neighborhood was struggling economically, the station represented an important community resource that residents couldn't afford to lose.

In response, Bethel New Life, Inc., a local faith-based non-profit organization that has served the community for 27 years, led the creation of a Transit Village Plan. Bethel collaborated with residents, churches, public officials, public school principals, the Garfield Park Conservatory, and local organizations to develop the plan. The plan focused on improving quality of life by addressing residents' needs for a walkable neighborhood and better community services. At the heart of the plan was a two-story, 23,000-square-foot, environmentally friendly facility dubbed "Bethel Center."

Bethel Center opened its doors in May 2005. It was developed with grant funding from the Chicago Department of Planning and Development. Total construction costs were \$4.9 million.

Neighborhood residents helped determine what services would be offered at Bethel Center. Because employment opportunities are important for residents in the West Garfield Park neighborhood, Bethel Center's Employment Services site provides employment counseling, job training, and placement services. Approximately 600 visitors seek help each month, and retail tenants at Bethel Center hire from the employment training program. Bethel Center also houses a child development center for 106 children, offering affordable childcare to parents who work or attend school.

The ground floor of Bethel Center includes six retail spaces that provide the community with better community services, such as local dry cleaning; job opportunities; and contribute to local economic growth. Equally important, a Financial Services Center was set up in January 2006 to offer lower income residents an alternative to currency exchanges and payday lenders. This center is a full service bank that offers free financial counseling to members.

Bethel Center is designed to provide visitors with direct access to the Green Line “L” stop via a connecting bridge. Also, Bethel Center is a model of environmentally friendly design. The structure was built on a former brownfield, and it replaces a former eyesore with a smart, green building that is being hailed as a national model. The development incorporates green building technology and features a green roof, photovoltaic cells, and recycled and non-toxic building materials. Bethel Center has received a LEED Gold Certification from the U.S. Green Building Council.

Bethel Center represents a first step in the revitalization of West Garfield Park. The Transit Village includes affordable energy-efficient homes, traffic calming strategies, bicycle racks, greening and parks. Bethel New Life has already built 50 affordable homes within walking distance of Bethel Center and the train station.

Community members believe these changes have benefitted their neighborhood tremendously. Developing the Green Line (Pulaski) transit station as a transit oriented development has helped to bring a diversity of funds and technical assistance into the community and energized the local residents as well as their community associations. The Chicago Chapter of the American Lung Association estimates the Transit Village Plan will eliminate 17.5 percent of neighborhood vehicle trips to work and 20 percent of all other neighborhood vehicle trips, saving 1,556 miles of vehicle travel every day or 567,940 miles per year (Benfield 2001).

Mary Nelson, the founder of Bethel New Life, willingly acknowledges that developing in neighborhoods like West Garfield Park takes a lot more than assembling land, financing, and a marketing strategy. In part, it requires being methodical, patient, and farsighted. It also requires reaching out to influential civic leaders, other nonprofit organizations, lenders, and city agencies (Keith Schneider, March 3, 2002).

Representing community planning at its best, Bethel Center has received several citations, including the Metropolitan Planning Council’s Burnham Award for Excellence in Planning and the U.S. EPA’s National Award for Smart Growth Achievement. According to Steven McCullough, President and CEO of Bethel New Life, “transit-oriented development, green technology, and focused affordable housing combined with strong community participation prove that these concepts can work in low-income communities across the country.”

Case Study: 18th and Vine Jazz District – Kansas City, MO

Summary Profile

- Project conceived to balance the objectives of economic development and cultural development as a tribute to the historical significance of Kansas City's jazz legacy and Negro League Baseball. Launched with \$24 million in support from Kansas City in 1997.
- Phase I completed in 2002 with 32,000 sqft of commercial and retail space, 73 apartment units. Phase II completed in 2006 with 78 additional residential units in three buildings designed to complement the historic character of the Jazz District.
- The American Jazz Museum and Negro Leagues Baseball Museum celebrated their 10th Anniversary in the fall of 2007. Since their inception, they have attracted over 300,000 visitors annually. The U.S. Congress officially designated the sports museum as America's National Negro Leagues Baseball Museum in 2006.
- Rhythm & Ribs Festival – began in 2005, attracting over 30,000 visitors. The proceeds from this annual festival help to support the cultural attractions in the District.

The 18th and Vine Historic District is the African-American cultural district in Kansas City. It earned the name, "Jazz District" during the period from 1920 to 1940 when it became the center of jazz music. People could attend performances by jazz greats such as Count Basie, Ella Fitzgerald, Louie Armstrong and others. The neighborhood was important to the evolution of jazz which is recognized as a truly American art form.

The heart of the district is about two miles southeast of downtown Kansas City. By the turn of the twentieth century, the 18th & Vine neighborhood had become a city within a city, and it flourished as a thriving African-American community. In addition to retail businesses, the neighborhood became a popular office address for the growing number of black professionals within Kansas City. Schools, entertainment venues, social clubs, churches and recreational facilities rounded out the activities in the area.

By the late 1950's, this district entered a period of decline. Many of the jazz clubs, which provided work for local musicians closed. As African-Americans began to move out of the area and expand their business transactions, the community encompassing 18th & Vine began to deteriorate. By the 1970s and 1980s, the 18th and Vine District resembled an urban ghost town with vacant storefronts, crumbling buildings, and only a few businesses still hanging on waiting for the area to be redeveloped.

Kansas City's passage of a sales tax revenue package in 1989 is a milestone associated with the "rebirth" of the Jazz District. Also known as "The Cleaver Plan" and named after Councilman Emanuel Cleaver, the package included \$22 million for the renovation of the 18th & Vine District. This funding would renovate the GEM Theater, a 1912 facility that currently serves as a performing arts center. Funding was also committed to constructing the American Jazz Museum, the Blue Room which functions as a museum exhibit and jazz club, the Negro Leagues Baseball Museum, and the Horace M. Peterson Visitors Center.

The renovated 550-seat GEM Theatre Cultural and Performing Arts Center, jazz and baseball museums, and the visitors center, each located along 18th Street, were opened in 1997. In August of the same year, the Jazz District Redevelopment Corporation (JDRC) was formed to spearhead the economic development efforts within the 18th & Vine area. Mayor Emanuel Cleaver's desire was to bring the mainstream business community of Kansas City into redevelopment efforts while balancing the goals of cultural development and economic development.

JDRC's redevelopment plans called for recreating the architectural style, streetscape, character and vitality that the district had during the heyday of the Jazz Era. Beginning in 2000, JDRC developed and constructed 197 residential units and 30,000 square feet of commercial/retail space. Three-story buildings feature commercial space on the ground floors and apartments on the second and third. Jazz District Apartments Phase I was completed in 2001. It includes 73 affordable and market rate units and 46 senior housing units.

Jazz District Apartments Phase II was started in August 2005, and completed in 2006. Monarch Apartments, named in honor of the Kansas City Monarchs Baseball Team, has 53 units. There are also 19 townhome units. Jazz District Apartments, Phase I and II, have 100% occupancy.

In 2007, the 18th & Vine Jazz District became the official new home for the Kansas City Friends of Alvin Ailey organization. Their offices and dance studio will anchor the east side of the Jazz District and will be home to many of Kansas City's future young performers.

Presently, the Jazz District is poised for continued growth and success. JDRC is seeking a variety of commercial tenants, including restaurants, nightclubs, jazz clubs and retail for visitors and neighborhood services. Future projects include:

- Redevelopment of Attucks School for educational use as a charter school and a University jazz conservatory program;
- Collaboration with the Greater Kansas City Chamber of Commerce as well as the Convention and Visitors Association to help establish a branding and marketing campaign for the district;
- Addition of gateway signage for the historic district; and
- The groundbreaking for the Black Archives of Mid-America.

The efforts of JDRC demonstrate how developing a cultural tourism strategy can help draw visitors back to underserved communities. For the past twelve years, JDRC has effectively identified and capitalized on cultural assets within the community. The restoration efforts of the 18th and Vine Jazz District reinforce the message that the society of the United States is great because people of varying races and/or ethnic backgrounds have contributed to the cultural heritage of the society. Moreover, community leaders have leveraged the unique assets of the Jazz District to create a "place-making dividend" which will offer visitors an authentic experience.

Case Study: Fall Creek Place – Indianapolis, IN

Summary Profile

- Fall Creek Place encompasses 26 city blocks and covers a gross area of approximately 160 acres.
- 357 new homes and 54 housing rehabilitations completed. 51% of all home sales to date to low/moderate income households.
- \$20 million investment by the City of Indianapolis for this initiative has leveraged over \$60 million in private investment for residential uses, over \$6 million in new commercial development, and generated over \$1.2 million per year in additional property tax revenue.
- Fall Creek Place balances new construction with rehabilitation, new residents with existing residents, low income homes with market rate homes, and new infrastructure upgrades within the confines of the existing street network, while making the entire 26 blocks look and feel like one cohesive neighborhood.

Following a prolonged period of suburban flight and urban disinvestment, the Indianapolis neighborhood Fall Creek Place became the poster child for the failed policy of urban renewal through slum clearance. For most of the 1990s, Fall Creek Place resembled a ghost town due to the prevalence of empty homes and vacant lots. Also, this section of Indianapolis acquired the nickname “Dodge City” due to the level of violent crime in the neighborhood. Today, an innovative public/private endeavor has transformed Fall Creek Place from a deteriorating urban neighborhood with a waning population into a healthy, attractive, mixed-income residential community.

The turning point for Fall Creek Place was the city’s receipt of a HUD Homeownership Zone grant in 1998. The grant provided seed money for reclaiming vacant neighborhoods, to increase homeownership and to promote economic revitalization. In Fall Creek Place, rehabilitation of existing homes began in 2000, followed by new construction on vacant lots in 2001.

By leveraging additional subsidies and incentives, the city provided solid footing for the private development community to build and market 360 new single-family homes (including both detached houses and townhomes) on the 26-block site, and for nonprofit partners to stabilize and/or restore 58 existing houses. The endeavor succeeded without the need to buy out any existing homeowners, and it left intact the urban neighborhood’s existing street grid and alley network. The project balances affordability with high-quality design; all of the new homes were designed to fit into the context of the urban neighborhood—which is located less than two miles from the heart of downtown Indianapolis—and those built for low- and moderate-income households are identical to the market-rate homes.

“Two very important design principles were paramount to the success of the development,” says Chris Palladino, Fall Creek Place project manager for master developer Mansur Real Estate Services, Inc. “The first is that homes sold to low- and moderate-income households were indistinguishable from market-rate homes; the second is that newly constructed homes must be difficult to distinguish from rehabilitations of historic homes. Conventional subdivisions normally set aside different segments for specific home types and price points. This practice was

discouraged in redeveloping Fall Creek Place. Concentrating all of the low- and moderate-income households in one area would have been counterproductive to the overall goal of creating a mixed-income community. For example, in one section of the neighborhood, a home sold for more than \$100,000 higher than the home adjacent to it, but the exterior design guidelines make sure it all fits together. Realtors told us this approach would never work, yet it is the overall diversity—not only of buyers but also of product type—that frequently leads people to choose to live in Fall Creek Place.”

While the transformation of Fall Creek Place is important, the process for facilitating the change is particularly noteworthy. For example:

- Community leaders encouraged broad community involvement in the project, and this helped residents to understand that Fall Creek Place was not a broad based gentrification effort that would displace incumbent residents;
- The project surpassed the popular baseline of 20% affordable housing as a new construction project. In this instance, 51% of all homes were sold to households earning at or below 80% of the city’s median income. Also, low to moderate income buyers were provided with down payment assistance; and
- A builder’s guide was prepared for encouraging residential infill that honored the heritage fabric of the neighborhood and to ward-off spotty infill development.

Fall Creek Place has been recognized by the American Planning Association and the National Association of Homebuilders. Also, the project has received the “Best in American Living Award.” Nelson Bregon, HUD's Deputy Assistant Secretary for Community Planning and Development, has described Fall Creek Place as a model for how the federal-local partnership can work to restore hope and opportunity to once proud neighborhoods.

The \$20 million total investment by the city of Indianapolis for this initiative is expected to yield more than \$60 million in private investment for residential development, more than \$6 million in new commercial development, and more than \$1 million annually in new property taxes. While the initial market study called for 48 homes to be sold the first year, contracts were executed for nearly 200 homes within the first 12 months, and Falls Creek Place will be completed three years ahead of schedule.

Former U.S. Congresswoman Julia Carson deserves credit for contributing to the success of Fall Creek Place for her role in securing the \$4 million Homeownership Zoning Grant that helped to jumpstart the project. Congresswoman Carson ensured that the subsidies went to people of a variety of incomes. Her attention to detail ensured that the neighborhood would be affordable to the people who already lived there, and not just to wealthy households that wanted to move into historic neighborhoods downtown.

Julia Carson was not an urban planner; she was a law maker. However, Fall Creek Place was redeveloped with the same sense of compassion and empathy that Representative Carson demonstrated throughout her career as an advocate for society’s least advantaged. As a public servant, Carson simply found a way to put into practice what many planning experts, urban scholars, and community developers have been saying for quite some time about improving the condition of physical, social, and human capital.

Indianapolis Mayor Bart Peterson considers Fall Creek Place to be the story of a unique public/private partnership that transformed a once troubled area into a vibrant, healthy, and diverse community. The overwhelming support for this revitalization effort—from local private developers, existing residents in the neighborhood, and local community leaders—was key to the

success of Fall Creek Place. Peterson also believes that with continued community support for neighborhood revitalization and our successful experience in Fall Creek Place, the city of Indianapolis can carry out other sustainable neighborhood redevelopment efforts.

APPENDIX E: RENDERINGS OF BROADWAY

These renderings were prepared by Lourenzo Giple.⁶⁵ At the time of the technical assistance workshop, he was a student at Ball State University. The renderings reflect the ideas and input offered by Gary residents for restoring Downtown and Midtown.



Figure 37. Southern view of The Palace Theatre and enhancements to the Broadway streetscape.

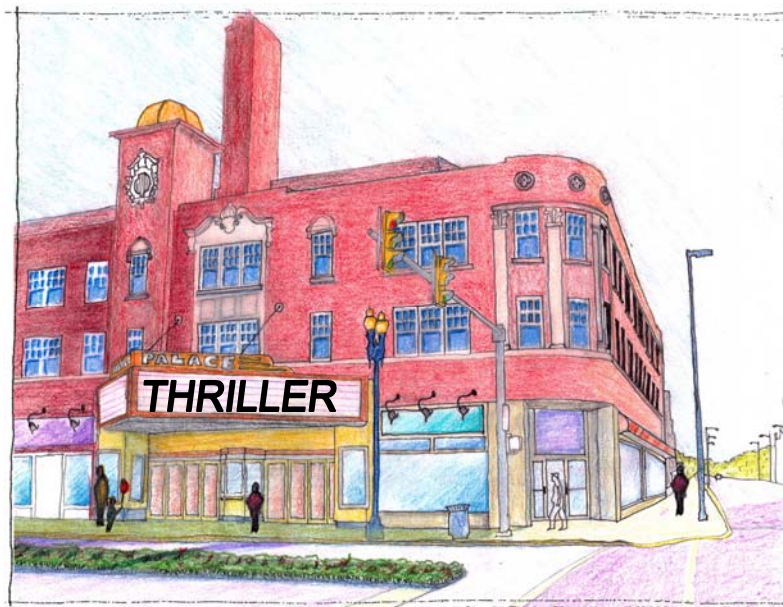


Figure 38. Street level view of the renovated Palace Theatre at the intersection of Broadway and 8th Avenue.

⁶⁵ Renderings, Lourenzo Giple, A2SO4 Architecture, LLC



Figure 39. Former vacant lots filled in with new development that features active ground floors.



Figure 40. The exterior travel lanes of Broadway are converted to bicycle lanes. The overpass now serves as a gateway, and it incorporates aesthetic treatments that remind the public of the city's past as a "Steel Town."



Figure 41. Northern view of Broadway in the Midtown district. The streetscape accommodates multiple modes of transport.



Figure 42. Another view of renovations along Broadway in the Midtown district. Historic structures in the district have been retained.