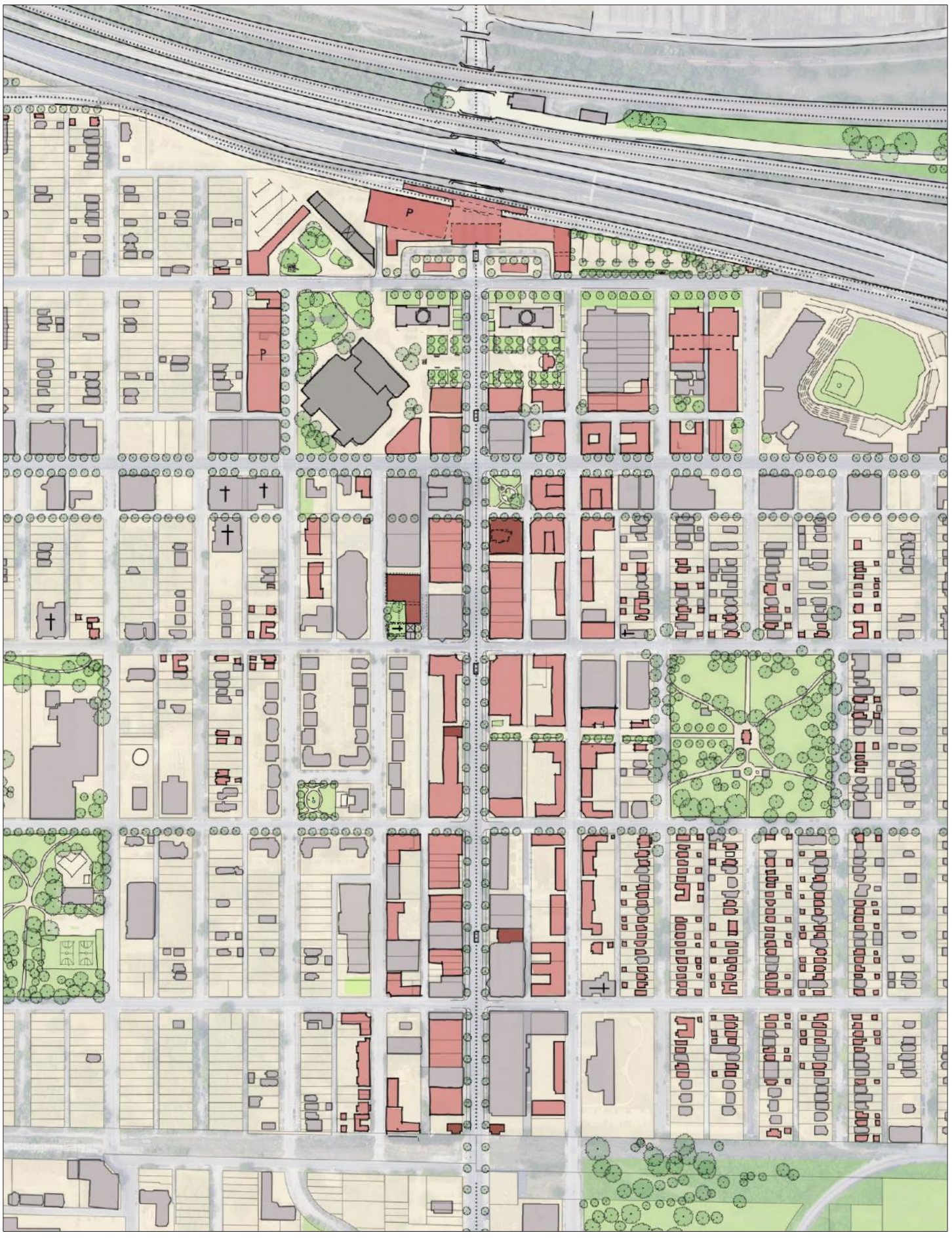
DEAN'S CHARRETTE #8

Downtown Gary

A Vision & Action Plan

Final Report

MAY 2025



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The University of Notre Dame School of Architecture's Housing and Community Regeneration Initiative is a "Think-and-Do Tank" that provides assistance to municipalities and nonprofit organizations to improve economic development by reimagining the built environment. Our work targets immediate local impact as well as national and global influence through three interrelated activities: actionable projects, research, and education. Faculty, students, and collaborating professional teams carry out these activities under the leadership of the school's dean, Stefanos Polyzoides, and the initiative's director, Marianne Cusato. The work carried out under the Housing and Community Regeneration Initiative is grounded in the principles of New Traditional Architecture and New Urbanism. Central to this initiative is the belief that, as stewards of our built environment, we must seek to facilitate a robust social infrastructure and create a better world for future generations by developing and promoting beautiful, enduring buildings within human-scale, walkable communities.

Walsh Family Hall of Architecture, University of Notre Dame.

TABLE OF CONTENTS

Gary, Indiana in 1939, Source: Indiana Geological Survey

PART 1:
INTRODUCTION

EXECUTIVE SUMMARY

Gary, Indiana has faced a remarkable history of metropolitan glamour, industry collapse, and a slow decline at the hands of disinvestment and discrimination. Today, despite population loss, Gary has a tenacious community of engaged residents: elders who remember the thriving city of the past, the middle generation who are building momentum to revive their home, and younger citizens ready to move into a brighter future.

While this community has fruitlessly been promised a renaissance many times over the last few decades, this moment is poised to be different. The combined energy of a new mayor, an active Redevelopment Commission, and an engaged public – paired with new sources for grant funding and a renewed appreciation for walkable downtown development in cities nationwide – positions this study to break through where others have not been successful, and achieve both immediate and lasting change for the city.

About This Study

The City of Gary engaged the University of Notre Dame School of Architecture's Housing and Community Regeneration Initiative (HCR), to develop a vision and implementation plan for the regeneration of downtown Gary. The impetus for this study is multiple growth catalysts:

1. ***Senate Bill 434:*** A $12 million economic development package for blight remediation in downtown Gary and $90 million match for a new Multimodal Transit Facility.
2. ***New TIF District:*** Establishment of a Transit Development TIF (Tax Increment Financing) District.
3. ***Placemaking Grant Funding:*** Potential READI 2.0 and Lilly Endowment grants for placemaking and infrastructure projects.
4. ***Developer Interest in Gary:*** Growing interest from the development community in investing in constructing place-based, mixed-use buildings in Gary.

In August of 2024, the HCR team traveled to Gary to facilitate onsite activities, including: hosting community listening sessions, conducting a week-long charrette, and presenting concepts to the community for feedback. This study focuses on downtown Gary, with particular emphasis on the Broadway Corridor, as well as two neighborhood centers to the east and west.

A Vision for Gary

The report is divided into six overlapping areas of focus:

1. ***Historic Preservation & Blight Reversal Strategies:*** Methods for evaluating and protecting Gary's historic structures, as well as for the frameworks and workforce needed to carry out this process.
2. ***Zoning Code & Regulatory Framework:*** Immediate recommendations for removing barriers that limit the supply of housing as well as guidance for a comprehensive overhaul of the zoning code.
3. ***Urban Intervention Proposals:*** An overall growth strategy for downtown regeneration, as well as specific masterplanning recommendations designed to focus development in concentrated areas to accelerate economic impact.
4. ***Street Design Proposals:*** Safe street design proposals that encourage the conversion to two-way streets and the removal of truck traffic from main commercial thoroughfares to support local businesses and prioritize pedestrian safety.
5. ***Architectural Identity & Design Standards:*** A guide for designing mixed-use buildings that draw inspiration from the architectural design principles of historic downtown Gary in order to facilitate a vibrant public realm.
6. ***Pre-Approved Template Plans:*** Streamlining the process of construction by providing a series of building designs that serve a range of household configurations. These homes, designed to fit on Gary's narrow 30' lots, draw inspiration from historic Gary residences, while providing modern living conveniences.

An Action Plan for Gary

With multiple catalysts converging on a city poised for growth, achieving the vision outlined in this report must be guided by a deliberate strategy and a clear sequence of actions. This study offers a comprehensive framework for the city's long-term revitalization. The proposed actions in this document can be adopted as an integrated whole or as a set of standalone strategies. Lasting change requires immediate, targeted, action – removing barriers to development, stabilizing historic structures, and leveraging the Transit Development District to jumpstart growth in downtown Gary. These initial steps will lay the groundwork and build momentum for sustained progress toward a thriving future for the city.

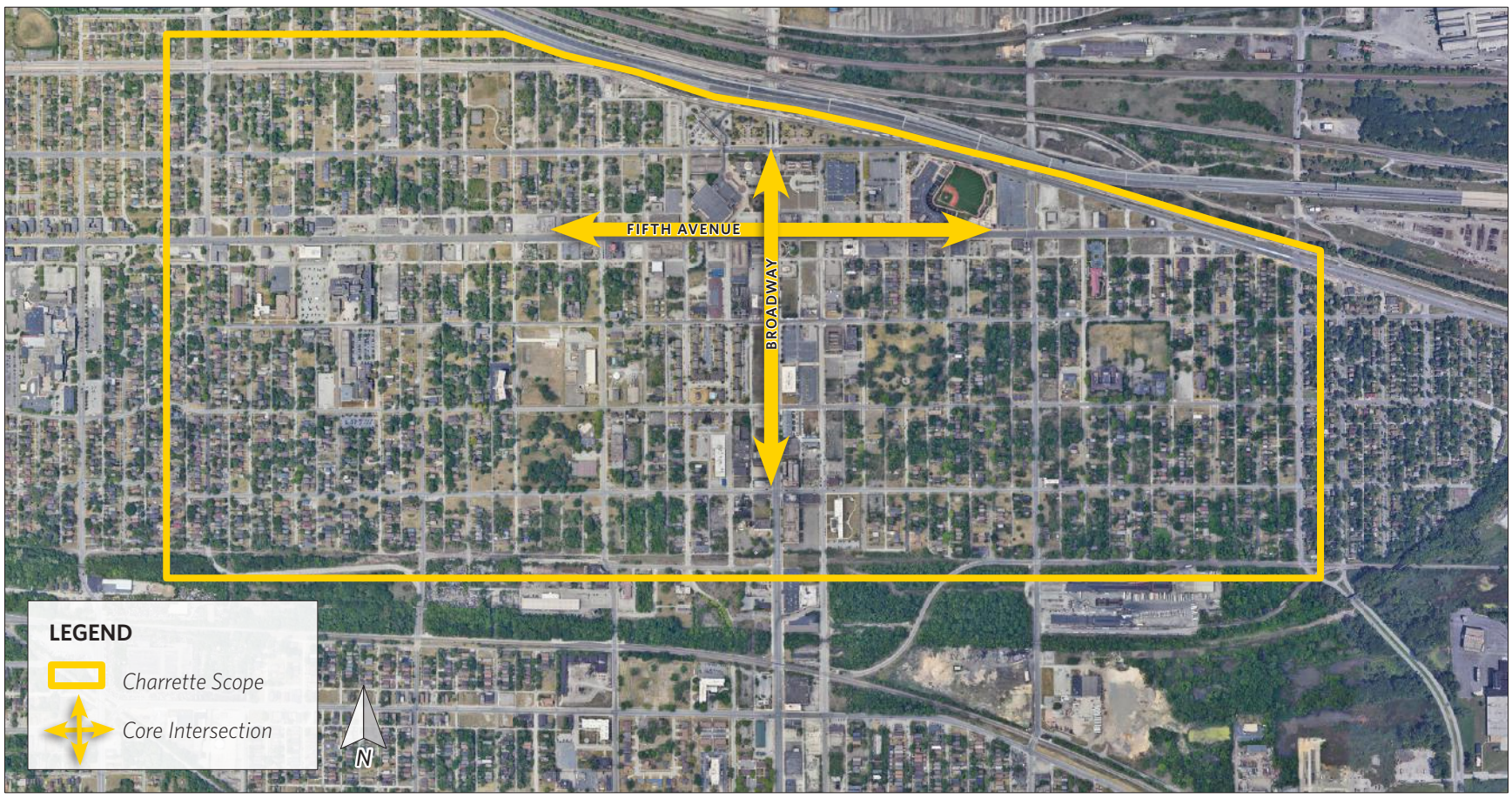


FIGURE 1: Aerial View of Overall Study Area

The focus of this study is downtown Gary, with its heart at the intersection of Broadway and Fifth Avenue. The series of recommendations in this report are applicable to the scope above as a whole, but particularly address the heart of downtown, and one neighborhood center each to the east and west. Focusing development in key areas can kickstart momentum that expands to the city as a whole, and can establish growth patterns to emulate throughout.

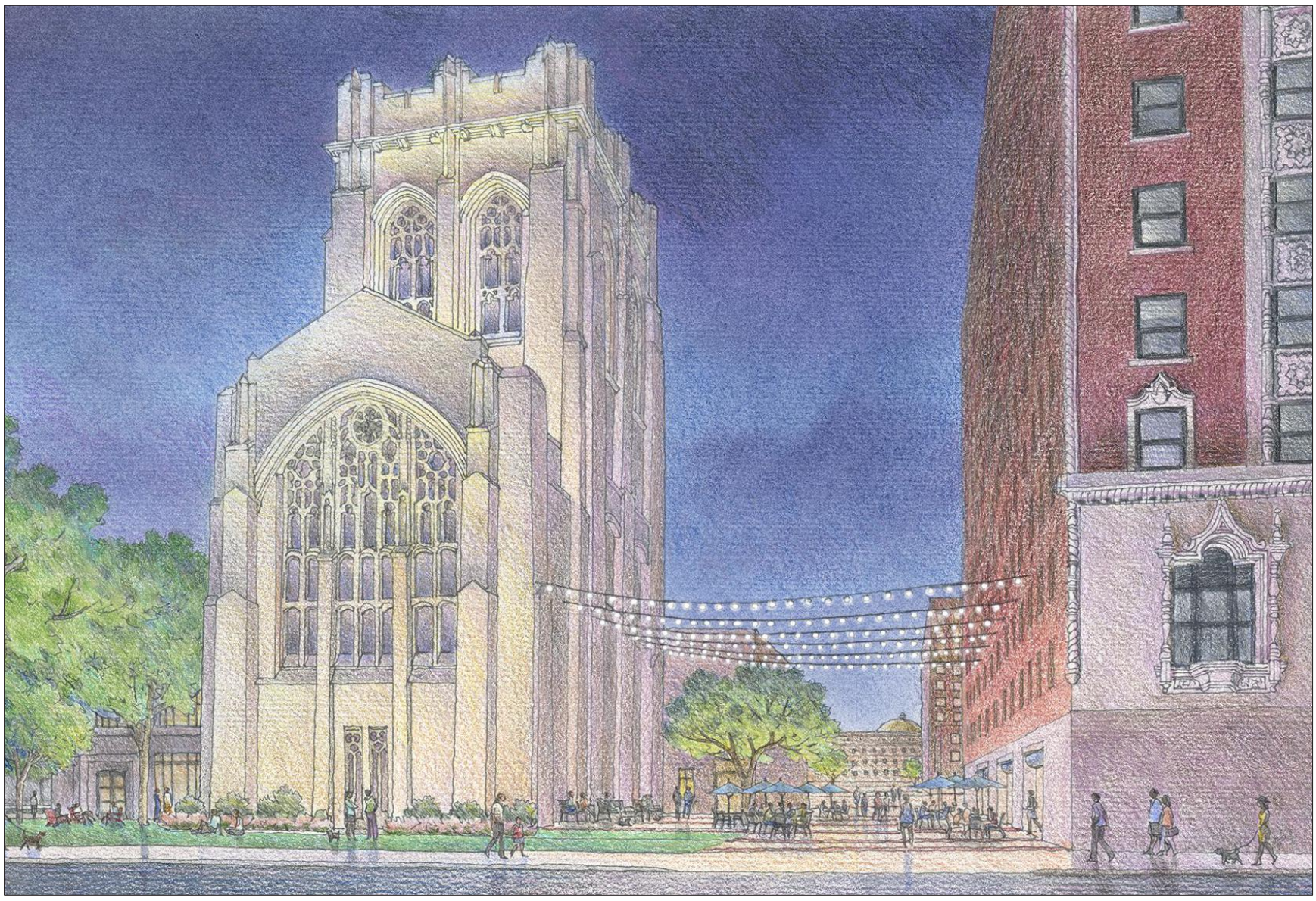


FIGURE 2: Revive – Bringing New Energy to the Past
Historic sites, such as City Methodist Church, represent a chance to honor Gary's heritage, reclaim the narrative of a disinvested city, and provide hope for a better tomorrow by converting a blighted structure into a vibrant public park.

FIGURE 3: Evolve – Growing for the Future
In tandem with restoring its historic fabric and developing new traditional city fabric buildings, Gary can reach into the future with iconic contemporary structures.

Charrette team photo in front of historic Hotel Gary, now the Genesis Towers, with City Methodist Church to the left – both iconic downtown structures.

PROCESS

The results of this study were developed using the charrette process. A charrette is a method of design collaboration developed by New Urbanist practitioners over several decades. At the heart of the process is the idea that complex design questions are best answered by assembling an interdisciplinary team of experts and stakeholders to participate in an intense workshop setting that generates a continuous loop of design collaboration and immediate feedback.

The charrette for this study was held on site in Gary, Indiana, from August 12-16, 2024. The interdisciplinary team included faculty, staff, and students from the University of Notre Dame School of Architecture, as well as numerous professionals from the field of architecture world and adjacent disciplines.

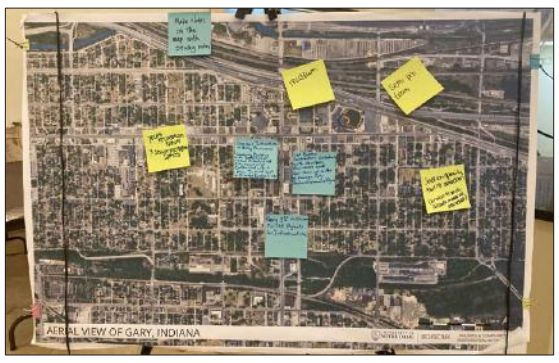
In the week leading up to the charrette, the design team and Redevelopment Commission co-led two listening sessions with the Gary community. The charrette itself began with a comprehensive tour of the city, followed by a five-day design and feedback process. During these five days, the team iterated proposals at a variety of levels, from a masterplan for downtown to historic preservation strategies to template housing plans. The team presented this work to the city three times, each time hearing feedback and making calibrated changes. A detailed description of this sequence can be found in the opposite page.

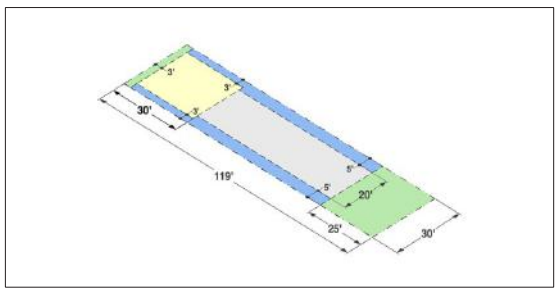
Dean's Charrettes are educational charrettes – a unique variation of the typical process. While the work and findings are professionally led, we employ the forum to educate the students who are working side-by-side with faculty and visiting industry guests, as colleagues. Throughout the process, students experience the dynamics of a real-world project, employ skills learned in the classroom, and have one-on-one tutorials with practicing experts in the field.

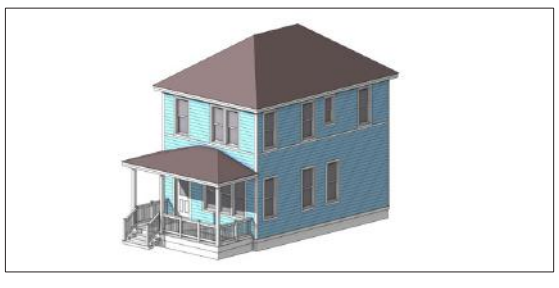
The goal of a charrette is to offer concrete recommendations that can be implemented while remaining general enough to stay relevant as local conditions shift over time; it also aims to strike a balance between short and long-term goals. While the holistic strategies presented through this method represent a general recommendation for how to move forward strategically, many of the specific concepts proposed are only the beginning of a long and evolving operation.

The charrette process is characterized by eight actions:

1. ***Site & Program Assessment:*** Work with city staff to clearly understand the issues the design seeks to solve.
2. ***Tour and Analyze the Site:*** Know the context for the project at a much deeper level by fostering a connection between team members and the area of study.
3. ***Iterations & Collaborations:*** Work as a team to generate design concepts and ideas, then continually revise these concepts in response to feedback.
4. ***Community Engagement:*** Present work to city officials and local stakeholders to share concepts and get feedback.
5. ***Continuous Feedback Loops:*** Meet frequently, both internally with the design team and externally with stakeholders, to garner feedback regarding the designs.
6. ***Short & Intense Timeline:*** Maximize work product by using the short timeline and continuous feedback loop to produce a large volume of high-quality work in only a few days.
7. ***Education & Experiential Learning:*** Create a forum for students to engage with faculty and industry experts in a professional setting. This "teach by doing" method exposes students to experiences not possible in a classroom setting.
8. ***Professional Collaborations:*** Engage with industry experts and professionals to provide expertise in a range of disciplines, including architectural design, urban planning, traffic engineering, architectural illustration, and finance.







PRE-CHARRETTE

Meetings with Gary Redevelopment Commission; Analysis of the City

The Gary Redevelopment Commission held meetings with the design team to discuss the scope of work, needs of the city, and charrette structure. In tandem, the team studied the history of the city, documented existing conditions, generated analytical diagrams, and compiled precedent images of historic structures.

First Local Listening Session

Gary citizens and neighbors gathered at 504 Broadway, the former Gary National Bank, for an evening of idea building. The design team and Redevelopment Commission presented the goals of the charrette, and facilitated the event to learn the aspirations and priorities of the community. Engagement took several forms: surveys, annotated maps, small-group discussions, full-group idea sharing, and question-and-answer with the presenters.

Second Local Listening Session

This second session provided an opportunity for citizens who were unable to attend the first gathering, as well as those who wanted to return with further thoughts on the strong culture, historic losses of their city, and aspirations for the future.

CHARRETTE

DAY ONE
Site Tour and Initial Concepts; First Presentation

The team gained insight into Gary's urban, architectural, political, and social history during a bus tour led by Redevelopment Commission Executive Director Chris Harris. Following the tour, team members divided into groups to begin analyzing designated focus areas. The day concluded with a presentation of the pre-charrette analysis and initial design concepts, shared with the community for feedback and a thoughtful question-and-answer session.

DAY TWO
Stakeholder Meetings and Concept Development

The team integrated feedback from the previous evening's community session and engaged with a variety of stakeholders and local experts to better understand program requirements and technical needs. Concurrently, a focus group convened to explore strategies for empowering local residents to become incremental developers within the city. The day concluded with a presentation of this work to Mayor Eddie Melton for his input.

DAY THREE
Production and Coordination; Second Presentation

After a full day of production, the team gave a second public presentation to a full room of Gary citizens, and listened intently to reactions. This evening's feedback was particularly critical, leading to masterplan adjustments to reinforce the unique identity of the City of Gary in a way that honors the past, thrives in the present, and reaches for the future.

DAY FOUR
Production and Continued Stakeholder Meetings

As feedback from the night before was incorporated into the design, teams continued to meet with stakeholder groups, local small scale developers, and industry professionals, and prepared for the final presentation.

DAY FIVE
Production; Final Presentation

After finalizing graphics, the team gave a final presentation of the week's work, with introductory remarks by Mayor Melton and Chris Harris, followed by a reception where attendees were invited to interact with the drawings and full design team, and concluding with one last question-and-answer session.

POST-CHARRETTE

Issuing of "Gary Vision & Action Plan" Charrette Report

In the months following the charrette, the Housing & Community Regeneration Initiative staff worked closely with city staff to identify critical path priorities and issue key content ahead of the production of the full report. These materials included a historic preservation report to support the city's efforts to save iconic historic structures; zoning 911–an analysis of the existing zoning to identify barriers to growth; the design of template plans to encourage new residential growth; and implementation priority diagrams.

Immediate Actions

While it is important to feel progress, long-term success will require methodical implementation of immediate actions that will create sustainable growth overtime. These actions include identifying catalytic development opportunities which encourage future growth, reestablishing a culture of city building, saving as many historic structures as possible, and continuing to engage the public to ensure the vision for the future includes a wide range of voices.

COMMUNITY ENGAGEMENT

Community engagement is a central aspect of a charrette. The residents of a community will be the ones who experience any new development firsthand, who walk through the study area as a part of their daily lives, and whose safety and stability are directly affected by any changes near their home. For these reasons, citizens also have the most insight towards the challenges, opportunities, needs, and barriers that accompany city life.

The design team held two listening sessions in the week before the formal charrette took place, on Monday, August 5 and Friday, August 9. During the course of the charrette, there were three more public presentations: Monday the 12th, Wednesday the 14th, and the final presentation on Friday the 16th. All of these events were held at the same time and in the same place: 5pm in the lobby of 504 Broadway, the former Gary National Bank. Many citizens came to multiple events, and some to every one, continuing to contribute ideas as the project evolved. Each event included the opportunity to share thoughts, ask questions, and voice concerns. All feedback was immediately applied to the next round of design work, and the results shown for further feedback at the next presentation.

The two pre-charrette listening sessions and three public charrette presentations fostered conversations at several levels: between the team and Gary locals, among attendees, and between citizens and city staff. Building trust at all of these levels of interaction is critical to the ongoing success of this emerging project.

KEY FINDINGS

1 Gary has a long history of unrealized plans

Over the last few decades, there have been numerous plans proposing the revitalization of downtown Gary; none of these have come to fruition, and citizens have no reason to expect this project to be any different.

2 Citizens of Gary are passionate, but wary

After numerous broken promises, the Gary community simultaneously wants change and is unlikely to trust the next group that offers it; in spite of this reasonable hesitation, citizens exemplify a strong enthusiasm for progress.

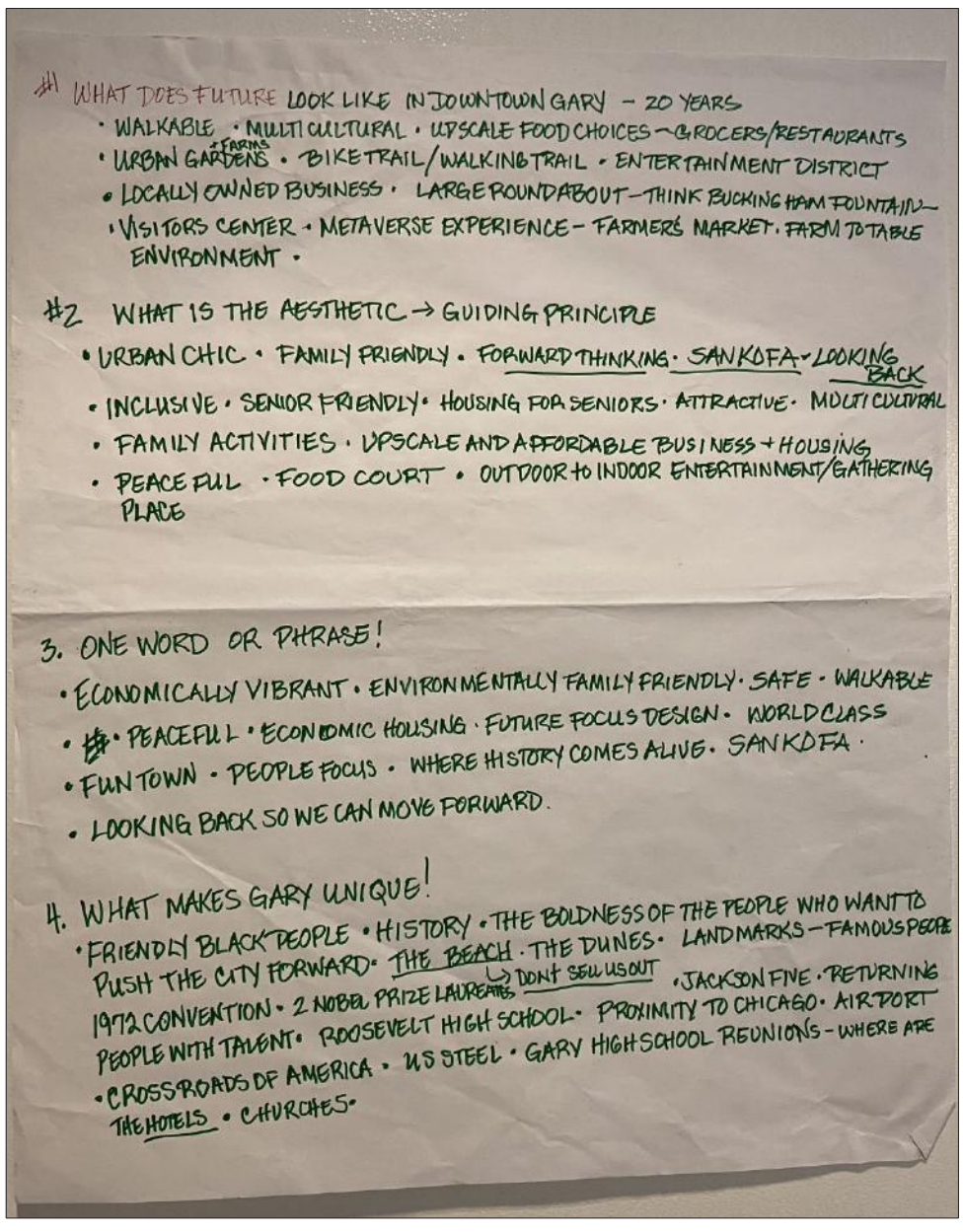
RECOMMENDATIONS

1 Foster a strong, enduring relationship with the city

In order to generate an achievable plan, the city must not only listen consistently to Gary citizens during the charrette process, but establish lasting trust by maintaining a consistent relationship with the community in the future.

2 Prioritize the voices and needs of the community

Community stories, needs, and lived experiences must remain central to the regeneration process. Additionally, new development must include opportunities for existing residents to increase rates of homeownership and become business owners.



A brainstorm sheet from one of the listening session table groups, recording shared ideas for questionnaire answers; the contents from these sheets were presented at the end of each evening by one group member from each table

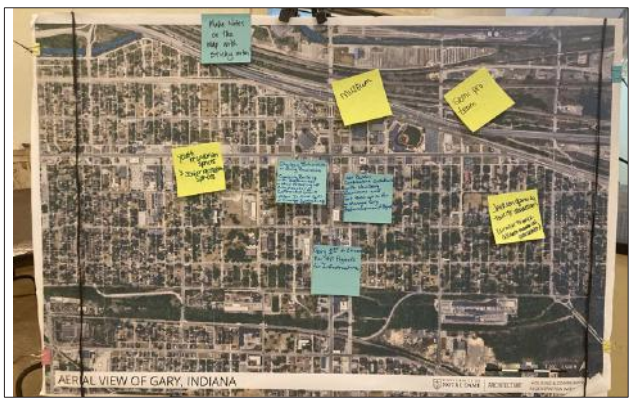
Word cloud of answers from completed questionnaires:
"What makes Gary unique?" (above)
"In 20 years, how does it feel to live in Gary?" (below)

FIGURE 4: Listening Session Takeaways

The two pre-charrette listening sessions and three public charrette presentations fostered conversations between the team and Gary locals, among attendees, and between citizens and city staff.

PRE-CHARRETTE LISTENING SESSIONS

Small-group discussions focused on a list of questions



Attendees annotated maps of downtown Gary

Each group shared their views on the future of Gary

The room was arranged as a series of round tables, to sit groups of 6-10 people. Near these tables were several aerial maps on easels, with post-it notes for attendees to mark location-specific comments. A microphone and presentation screen were set up at the center of the room.

The following questionnaire was provided to attendees:

1. In 20 years, what does it feel like to live in downtown Gary?
2. What is the Theme, or Guiding Principles for downtown Gary?
3. If you were to describe a revitalized downtown in one word or phrase, what would it be?
4. What makes Gary unique?
5. What significant structures within downtown Gary aesthetically resonate with you?
6. If you were to fill a travel bag full of items for a trip to downtown Gary what would those items be?
7. Is there anything else you would like to share with us?

Each evening began with an introduction by Gary Redevelopment Commission Executive Director Chris Harris, who explained the nature of the project and the goals of working with the Notre Dame team, followed by a brief presentation of context and scope of work by Housing and Community Regeneration Initative Director Marianne Cusato, and an opportunity for crowd comments. After this, the table groups discussed the above questions, taking notes on large sheets of paper. To close out the night, a member of each group presented their answers to the room.

CHARRETTE PRESENTATIONS

Mayor Melton shared thoughts on early design work

Public presentations were open to questions and feedback

The final presentation was a direct result of citizen input

The team gave three public presentations during the week of the charrette. The presentations offered a mix of formats – formal presentation with projected images for a large audience, drawings and posters pinned up around the room on boards to allow residents to engage with members of the team, and large group question-and-answer sessions.

The Monday and Wednesday events began with an extended digital presentation by the team, followed by an opportunity for feedback and questions. This question-and-answer session was jointly led by Cusato and Chris Harris, and addressed a number of critical fears and hopes voiced by audience members. Following this group discussion, attendees were invited to tour the boards in the room, and ask specific questions of team members stationed next to their evolving work.

Many important changes to the masterplan emerged from these interactive presentations. Audience members highlighted what the team had correctly diagnosed, what solutions made sense, what situations remained unaddressed, and what proposals were not well suited to the needs of the city.

At Friday's final presentation, Mayor Eddie Melton introduced the event, highlighting the necessity of the team's work as community-oriented and feedback-driven, followed by a summary presentation highlighting the work of the week. At the core of this presentation was the idea of identity in Gary, and the dual task of preserving what is valued of the past while moving towards a strong future, where the built environment truly reflects the culture and energy of its people. After the presentation, the public circulated through the room to look at presentation drawings and engage with members of the team. The evening concluded with a final question-and-answer session.

Gary Steel Works, United States Steel Corporation, 1959 - Gary, Indiana, Source: Stephen R. Shook

PART 2:
CONTEXT

POLITICAL & SOCIAL HISTORY

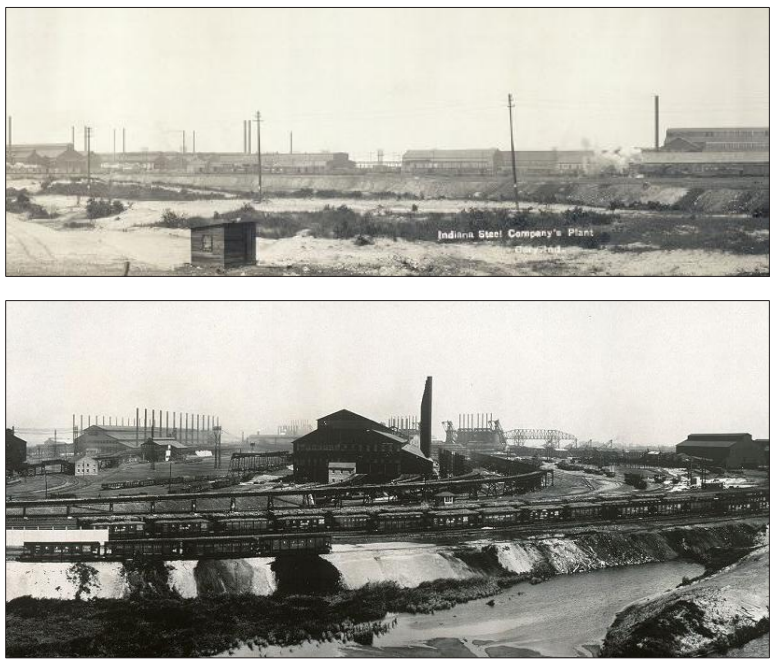
Since its founding in 1906 as the company town for U.S. Steel, Gary has simultaneously been a cultural hub of social opportunity and a segregated city of social division. Gary hit the ground running with a rapidly growing downtown, but low wages for steel workers excluded them from full participation in the city's advantages.

Between 1910 and 1920, the population in Gary skyrocketed, growing from 16,800 to 55,400 in the span of a decade. This inpouring of residents, many of whom worked for U.S. Steel, solidified social divisions among Gary citizens. Downtown Gary was primarily accessible to white Americans, pushing everyone else south to "The Patch," also known as the Central District. This district quickly emerged as a second node of activity, with its own transit stop, and was widely considered the social center of the city.

Tension built around the city's inextricable connection to U.S. Steel, culminating with a strike in October of 1919. Rioting steel workers were countered first with strike breakers, and later with federal troops after the governor of Indiana declared martial law. This strained relationship between industry and city ebbed and flowed over the next several decades.

By 1930, after only 24 years, the population of Gary exceeded 100,000 people. It became known across the region and nation as a center of enterprise and entertainment, and earned the nickname, "The Magic City." This magic, however, was not universally available to all Gary's residents; African-American members of the Great Migration from the Jim Crow South, as well as immigrants from Mexico, the Middle East, and Eastern and Southern Europe, continued to be sidelined.

Alongside urban cities throughout the nation, Gary was redlined in the 1930's and 40's. This was a process in which the Federal Housing Administration (FHA) restricted the flow of capital into certain parts of town. The guise of these maps was to evaluate the so-called risk of different areas for investment and mortgage-lending, but in reality this was a prejudice-based tool used to racially segregate Black and minority populations. These boundaries are illustrated in the 1940 Home Owners' Loan Corporation Map of Gary (Figure 8), which categorized 74% of Gary to be "definitely declining" or "hazardous" to investors, including the downtown core.



Details of 1910s Panoramic Views of U.S. Steel Gary Works
Source: Gary Art Studio / Haines Photo Co., via Library of Congress

"Home From the Mills," 1910
Source: Steven R. Shook

FIGURE 5: Images of the U.S. Steel Plant in Gary
U.S. Steel sits north of downtown Gary, between the city and the lake; though Gary was started as a company town, the collapse of the steel industry transformed U.S. Steel from the city's foundation to a bystander.

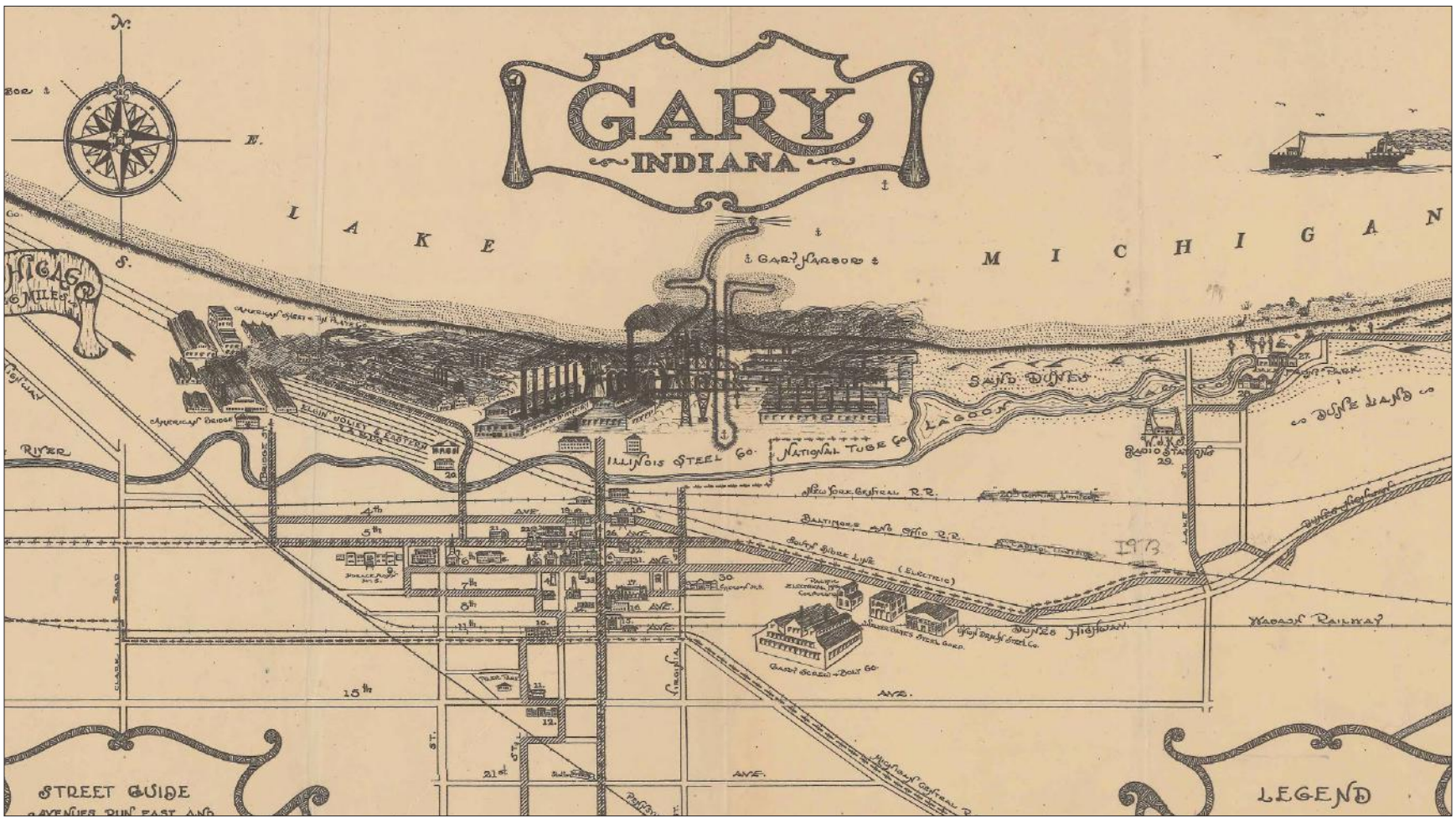
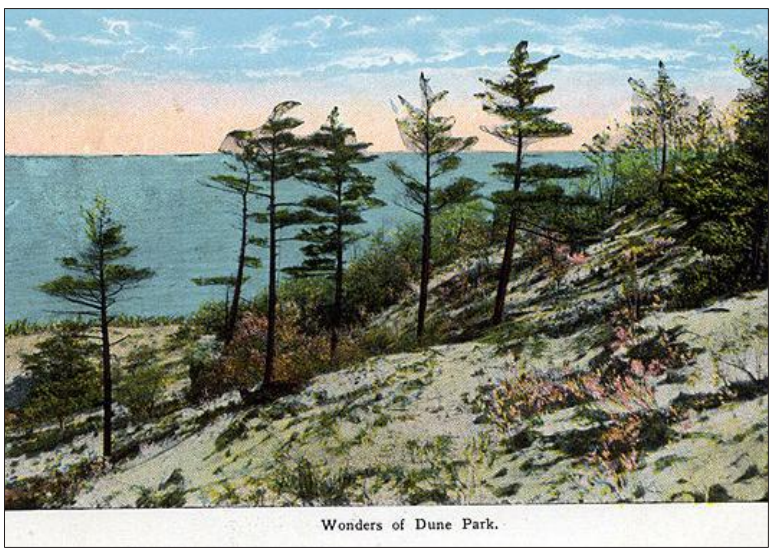


FIGURE 6: Detail of a 1929 Map of Gary
This early map of Gary highlights the massive presence of U.S. Steel to the north, and the prominent civic buildings of downtown to the south.
Source: Indiana State Library, Indiana Map Collection & Gary Chamber of Commerce

Postcard: Multiview Greetings from Gary
Source: Steven R. Shook



Postcard: Wonders of Dune Park circa 1925
Source: Steven R. Shook

FIGURE 7: Images Highlighting the Culture of Gary
At its best, Gary was a destination for visitors, hub of cultural events, and access point for nature.

After the Second World War, the steel industry collapsed, leaving Rust Belt cities across the region in economic crisis. Gary continued to grow well into the 1950s, however, and became the second-most-populous city in Indiana, a population which peaked at 178,000 in 1960. A decade later, however, between 1970 and 1980, U.S. Steel laid off 80% of its workers.

In parallel to both this industry collapse and the discriminatory redlining map that discouraged investments, the African-American population in Gary rose to over 50% by 1970. The city's and nation's first African-American mayor, Richard Gordon Hatcher, was elected in 1967, and oversaw the 1972 National Black Political Convention, a gathering of ten thousand African-American attendees.

At the same time, suburbs were growing in popularity. Gary's white population, dually motivated by the pull of suburban life and prejudice towards their African-American neighbors, began to leave the city in enormous numbers in the early 1980s. The growing lack of economic opportunity in Gary was something they had a choice to leave behind, unlike non-white citizens who had experienced decades of economic inequality. Instead of selling their properties, however, many of these departing people opted to refuse to relinquish their buildings, letting them fall to ruin. This spiteful trend contributed heavily to the dilapidated reputation Gary now holds.

By the late 1990s, Gary's population was 84% African-American, an enormous shift from just under 20% during Gary's heyday in the 1930s. The overall population of the city, however, has shrunk by 61% since 1960, and those 70,000 Gary citizens that remain have endured several decades of stigma as the "murder capital of the nation," originally coined in 1933. The city is now viewed as a hub of crime and neglect by outsiders passing by, who do not realize that this neglect was inflicted upon the city. U.S. Steel, still in operation, has been explicitly documented in administrations as early as the 1950s as taking advantage of the State of Indiana's systemic favorable pro-manufacturing tax climate, subsidizing big business at the expense of its residents.

Despite these challenges, the Gary community is strong and persistent – a people that take pride in their city's more positive histories, from the Jackson Five to a trio of Richard Hunt sculptures. More than their awareness of the past, however, the people of Gary are eager to move forward, charting a new path of opportunity that has been so long denied.

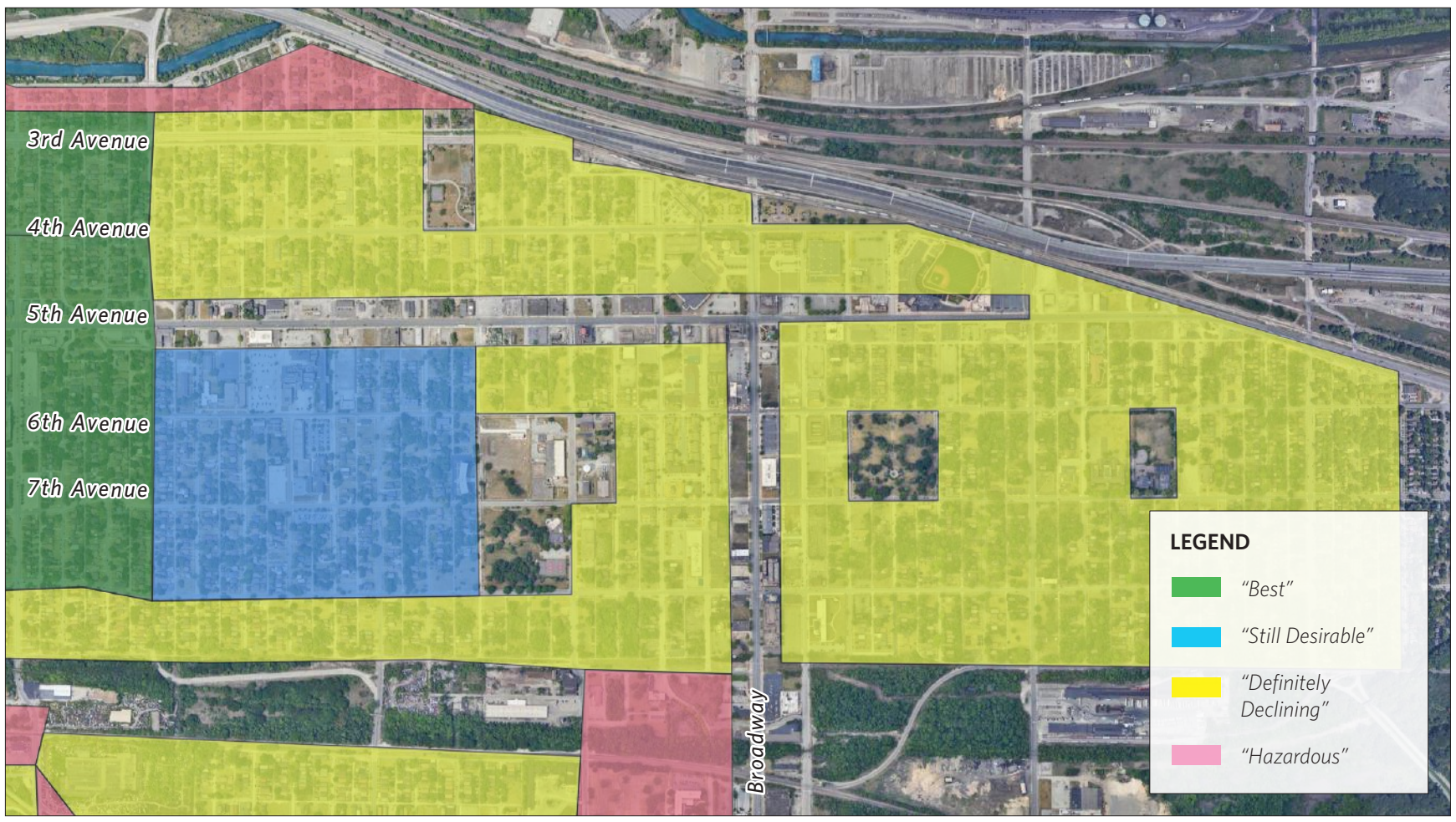


FIGURE 8: Detail of Redlining Map of Gary
This diagram illustrates the zones from the Home Owner's Loan Corporation's map of Gary, IN from 1940. Much of Gary, including its entire downtown, was labeled, "Definitely Declining" or "Hazardous," discouraging investment in mortgages and loans.

URBAN & ARCHITECTURAL HISTORY

The original city plan for Gary was developed in the 1900s by four New York City financial powerhouses: Andrew Carnegie, Charles Schwab, J.P. Morgan, and Elbert H. Gary. They intended to build a National Steel Conglomerate in Manhattan, and designed a company town to support U.S. Steel and Gary Works. Gary's site was ideal, with proximity to Chicago, major rail lines, and Lake Michigan.

Conceived from afar by New Yorkers, the city was designed with New York block and parcel sizes. The primary intersection in Gary's downtown core joins Broadway, running north-south as the prime meridian, and Fifth Avenue, running east-west and expanding along the steel mills. U.S. Steel sits between downtown Gary and Lake Michigan, providing prime access to the mills and cutting off citizens from the lakefront.

As an influx of workers began to populate U.S. Steel, they also settled down to live in Gary. North of Ninth Avenue, the city offered a residential utopia. Because a steel mill salary could not support downtown living, however, residential Gary rapidly expanded south. By the 1910s, the result was a second area of activity to parallel the Broadway / Fifth Avenue business district: the Central District, at Eleventh Avenue and Broadway. This was a social and cultural hub, with saloons, ethnic clubs, dance halls, shops, and restaurants.

Growing fast, Gary was already experiencing a housing shortage by 1913. One solution the city employed was building 86 Edison Concept Houses, a Thomas Edison-patented single-pour concrete design (page 132) used for single homes, duplexes, townhomes, and multiplexes.

Gary continued to grow, annexing four nearby towns by 1921: Aetna, Clarke, Tolleston, and Miller. Gary Railways expanded as well with the construction of Union Station, connecting the Calumet region and industry employment centers to each other, to downtown, and to the Central District – not to mention connecting Gary, by extension, to anywhere in the nation.

In response to the increasing prosperity of the city, Gary instituted its Gateway Plan in the 1920s, commissioning over a dozen spectacular civic buildings in the core with George H. and Phillip Maher as architects. By the 1930s, Gary was considered a commercial center at the regional scale. By the 1950s, it grew to an impressive cultural hub, drawing visitors nationally with major department stores and movie houses.

"Original Site of the U.S. Steel Office," "Broadway from 8th Circa 1912"
Source: Steven R. Shook

Gary City Hall, by George H. and Philip Maher
Source: Library of Congress

FIGURE 9: Evolution of Downtown Gary
From its origins as a wooded plot of land (top), Gary became a hub of commercial activity, culture, architecture, and transportation for the region and the nation.

FIGURE 10: Aggregated Sanborn Fire Insurance Maps of Gary
Gary's original block structure and building density is visible in this stitch of Sanborn Fire Insurance Maps.
Source: Library of Congress

Adam Benjamin Jr. Metro Center, Architect: H. Seay Cantrell Associates
Source: Josh Lipnik

Genesis Convention Center, Architect: Wendell Campbell
Source: City of Gary

Hudson-Campbell Sports & Fitness Center, Architect: Wendell Campbell
Source: City of Gary

FIGURE 11: 1980s Modern Buildings
His work featured in the center and bottom images, Wendell Campbell was a prominent African-American architect whose modern structures are a point of pride for Gary citizens to this day.

Gary's downtown train depot, Union Station, closed in the 1950s, cutting off access to the city both regionally and nationally, and redirecting economic growth elsewhere. The city's prosperity peaked in the 1960s, and began a steady decline. Though interstates 80/94, 90, and 65 were all built during this time, these highways directed cars through the city rather than to it. Direct access to downtown Gary was not provided until a highway interchange was erected in the 1980s.

In 1971, the town of Merrillville was allowed to incorporate, despite being fewer than ten miles from downtown Gary. The appeal of suburban life in tandem with white flight pushed residents and businesses alike to leave Gary. By 1978, Gary had lost three of its major department stores, two of its hotels, and the Palace Theater. Buildings throughout the city, commercial and residential alike, began to sit vacant.

Despite the retrospective memory of mid-century downtown Gary, the Gary Chamber of Commerce developed a report in 1980 documenting drab and outdated storefronts and a lack of accessibility to automobiles. Per this report, if Gary did not act quickly, its downtown would become obsolete in competition with open greenfields to the south and east.

A new wave of growth arrived in the 1980s, when Mayor Richard Gordon Hatcher secured federal funding for three new structures in the downtown core: the Adam Benjamin Jr. Metro Center, Genesis Convention Center, and Hudson-Campbell Sports and Fitness Center. The latter two of these of buildings were designed by modernist African-American architect Wendell Campbell. Though these new structures brought energy to the city, they did not stop the compounding disinvestment and urban decay that Gary was suffering. By the 1990s, blight was widespread throughout the city. A historic district was drawn in 1993 in an attempt to protect some of Gary's heritage buildings on Broadway, but many of these same buildings burned in an extensive 1997 fire.

The early 2000s were characterized by waves of hope and loss. The Genesis Convention Center was put to important but sporadic use, and fell into disrepair over time. The construction of a minor league baseball stadium brought activity downtown, while in parallel, many more historic buildings were closed. Now, Gary's New York blocks are half-collapsed, but the community that remains is anxious to rebuild and move forward.

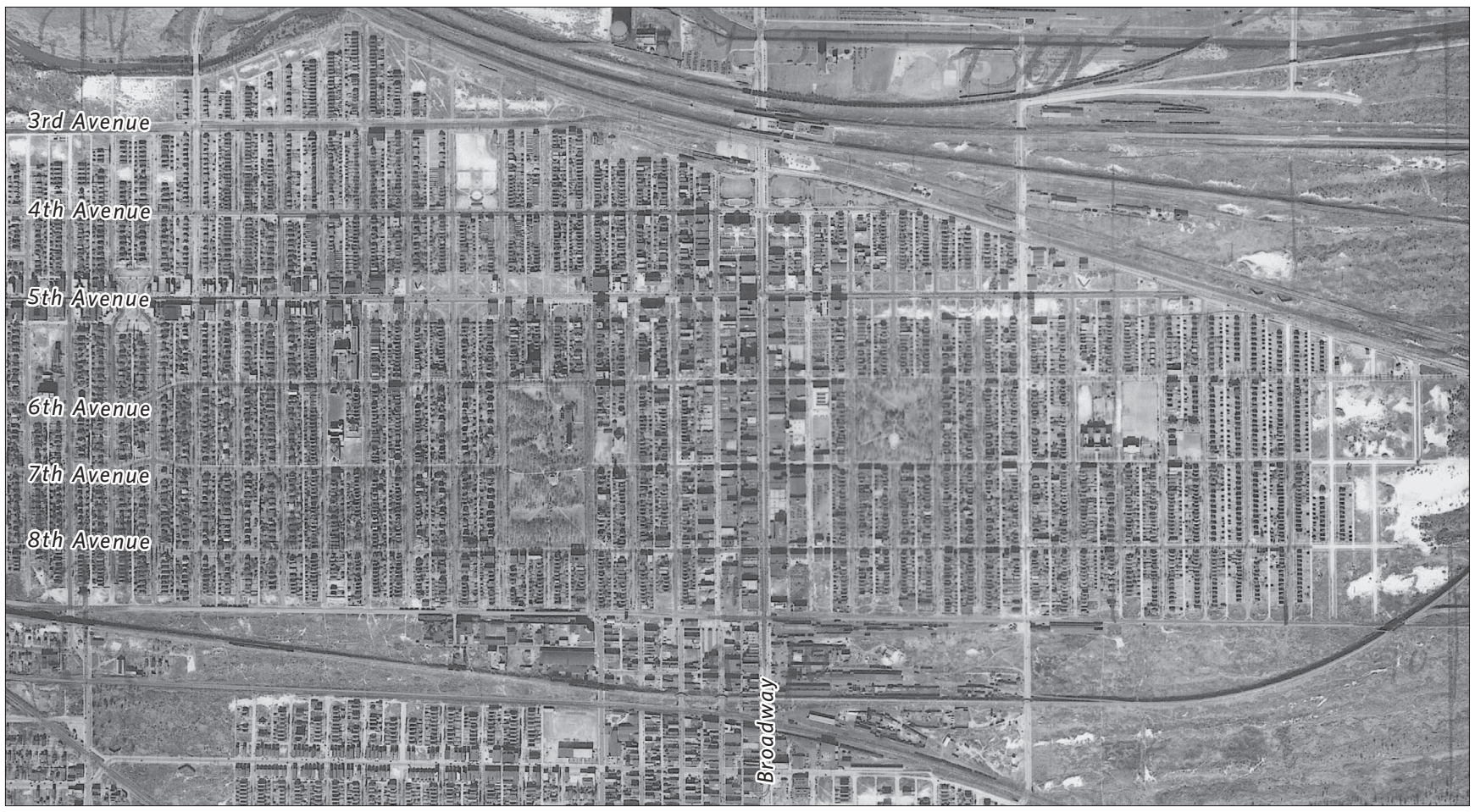


FIGURE 12: 1939 Aerial of Downtown Gary
By 1939, a majority of Gary's buildings were constructed, and the city was on its way to economic prosperity and a population boom.
Source: Indiana Geological Survey

EXISTING CONDITIONS

In 2024, downtown Gary is uniquely empty. The city's existing conditions are akin to those experienced in war-torn WWII European cities, such as Warsaw and Frankfurt. Key structures remain, but much was lost. Gary can replicate how other cities rebuilt from the core outward, in a way that makes one feel new development was original to the city's fabric.

Like other Rust Belt cities, it experienced a shrinking population spurred by industrial collapse, but in comparison to regional neighbors, the city is particularly eroded. A majority of land within a several-block radius of downtown is either vacant, underutilized, or host to vacant buildings. Many buildings still in use are in need of renovation, and many occupied houses have unsafe conditions, or are adjacent to collapsed structures. The reputation of Gary as a city of vacant buildings has created a stigma that continues to discourage visitors and investment.

Though 28,180 people once lived in the downtown study area during Gary's stronger years, the population has since dipped to just 5,142 today. This community lacks amenities in the immediate area, and must commute for groceries and other basic needs. Downtown Gary does not offer functional third spaces, and it is difficult to gather as a community.

There have been sporadic pockets of growth in Gary's downtown core within the last couple of decades, though a majority of these are acontextual and do not contribute to the architectural character of the area. The Frank L. O'Bannon Building at Broadway and Seventh Avenue was founded in 2003 and the 21st Century Charter School at Broadway and Sixth Avenue in 2005. In 2006, the Gary Housing Authority built 123 homes on the blocks between Broadway and Jefferson Street, and Sixth and Seventh Avenues. A half-block of fabric buildings along Broadway was cleared in 2021 to make room for a second phase of the project, but these homes were never constructed, and the land remains vacant. At Broadway and Seventh, the Broadway Lofts were built in 2021.

While downtown Gary has lost a substantial number of buildings, neighborhoods to the east and west remain more intact. The northeast neighborhoods, in particular, not only have most of their buildings, but a majority of these are occupied. This area was one of the few within Gary to be given a "Still Desirable" or "Best" designation when the city was redlined in 1940.

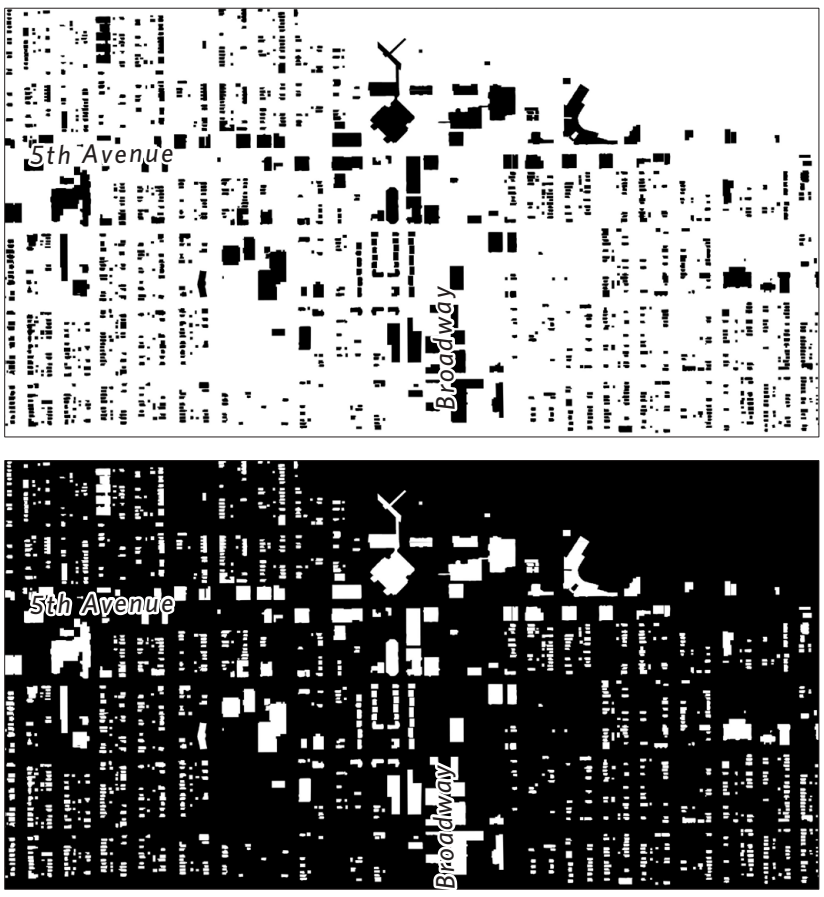


FIGURE 13: Existing Figure Ground & Ground Figure
Existing buildings shown in black highlight areas with spatial containment; Open space shown in black illustrates areas lacking spatial containment.

FIGURE 14: Existing Block Structure
Gary was designed with New York City blocks and a Chicago alley system.

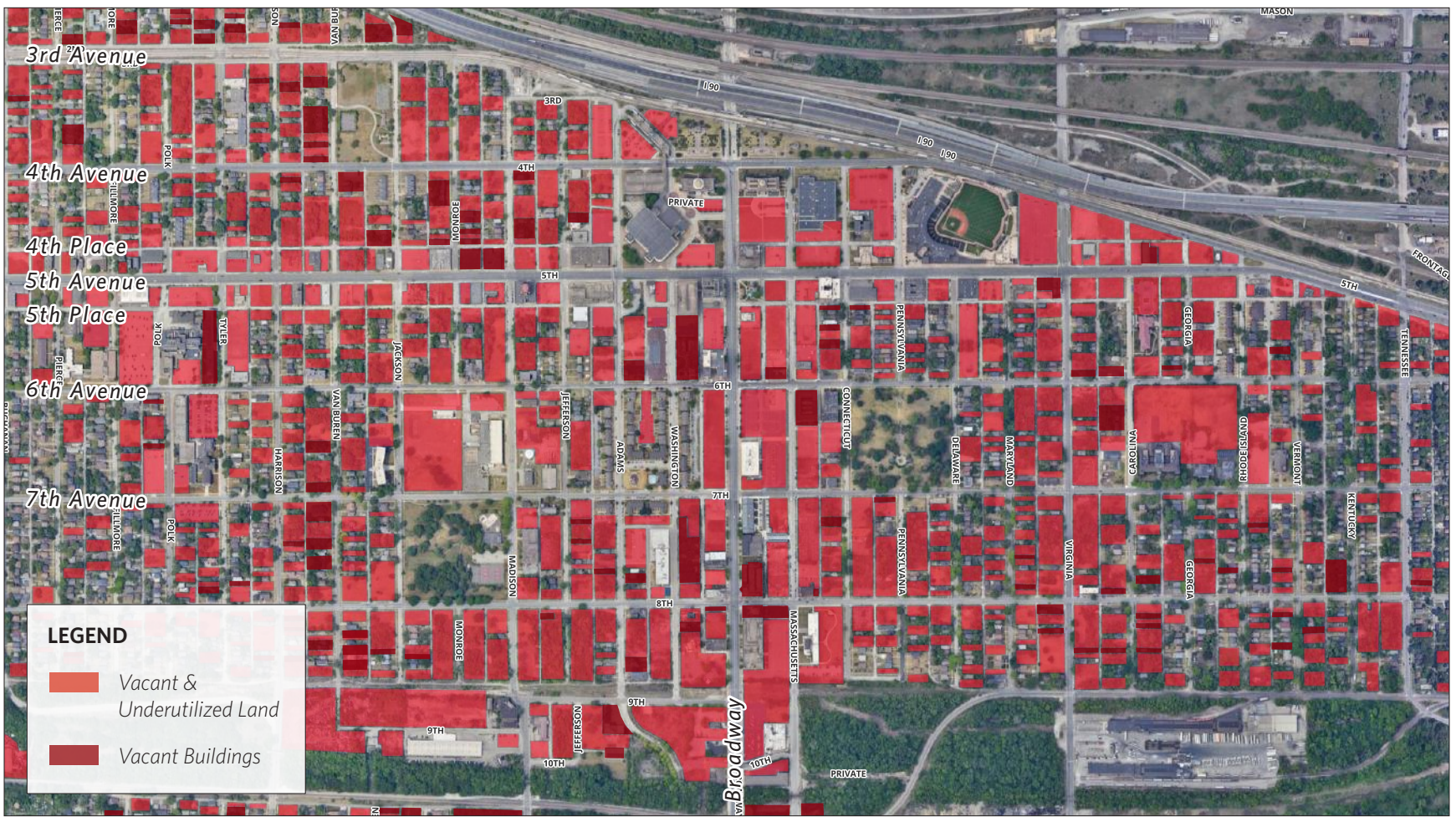
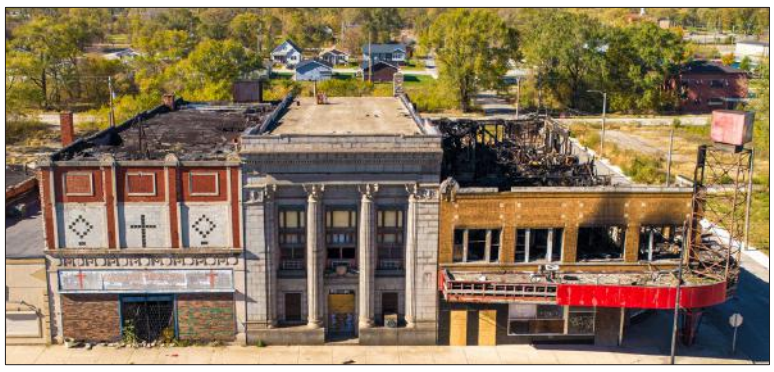


FIGURE 15: Vacant Land & Buildings Diagram
Gary has an unusually high proportion of vacant land and buildings, as a result of decades of disinvestment and decay.



Heritage Buildings at 17th Avenue & Broadway
Source: Adobe Stock

Wig Shop at Eighth Avenue & Broadway

City Methodist Church at Sixth Avenue & Washington Street

FIGURE 16: Building Conditions in Downtown Gary
Gary is full of historic buildings, but many of them face potential demolition due to safety hazards or high costs of renovation.

A 1966 study by the Gary Redevelopment Commission predicted and modeled that without successful code enforcement and blight removal, as a result of systemic socio-economic divisions and disinvestment in the core of the city due to redlining, the city was at risk of becoming the most blighted city in the United States by 1990.

Gary boasts proximity to a variety of natural amenities. Primary among these assets is Lake Michigan and the Indiana Dunes National Park. U.S. Steel's enormous plant stands between the city and its body of water, sending most citizens on a longer journey for access to nature. The mills are a hostile neighbor, uninterested in helping Gary recover financially from the historic layoffs, and equally uninterested in conforming to EPA requirements for environmental repair.

On the way to the lakefront, Gary drivers pass through Miller Beach, a neighborhood originally annexed by the city in 1918. Far enough from U.S. Steel, and with prime access to natural beauty, Miller Beach has a thriving main street, and strong tax base.

Gary is often called the "Crossroads of America," because of its position at the center of state and interstate highways heading south, east, and west. From Gary, drivers can travel east to west from Boston to Seattle, and south to Mobile and the Gulf of Mexico, not to mention all the stops in between. More locally, Gary is connected directly to Chicago via both I-90 and the South Shore Line. U.S. Highways 12 and 20, which pass east-west through Gary, split into one-way streets when they reach downtown, part of a larger one-way street network introduced during Urban Renewal in the 1970s. The legacy of these one-way streets is high-speed truck traffic through the center of the city.

The sheer number of vacant lots in Gary signals two things: first that there is an enormous amount of work to be done to restore a thriving city, but second that there is an uncommonly blank slate to work with, offering the community the chance to design their way forward. Due to the vast amount of land for development, however, it is critical to be strategic about where first seeds are planted. Concentrating growth downtown will boost Gary economically, enabling further development. At the same time, seeding a few select neighborhood centers will create enough momentum that cannot be achieved by spreading initial development too thin across the entire city.

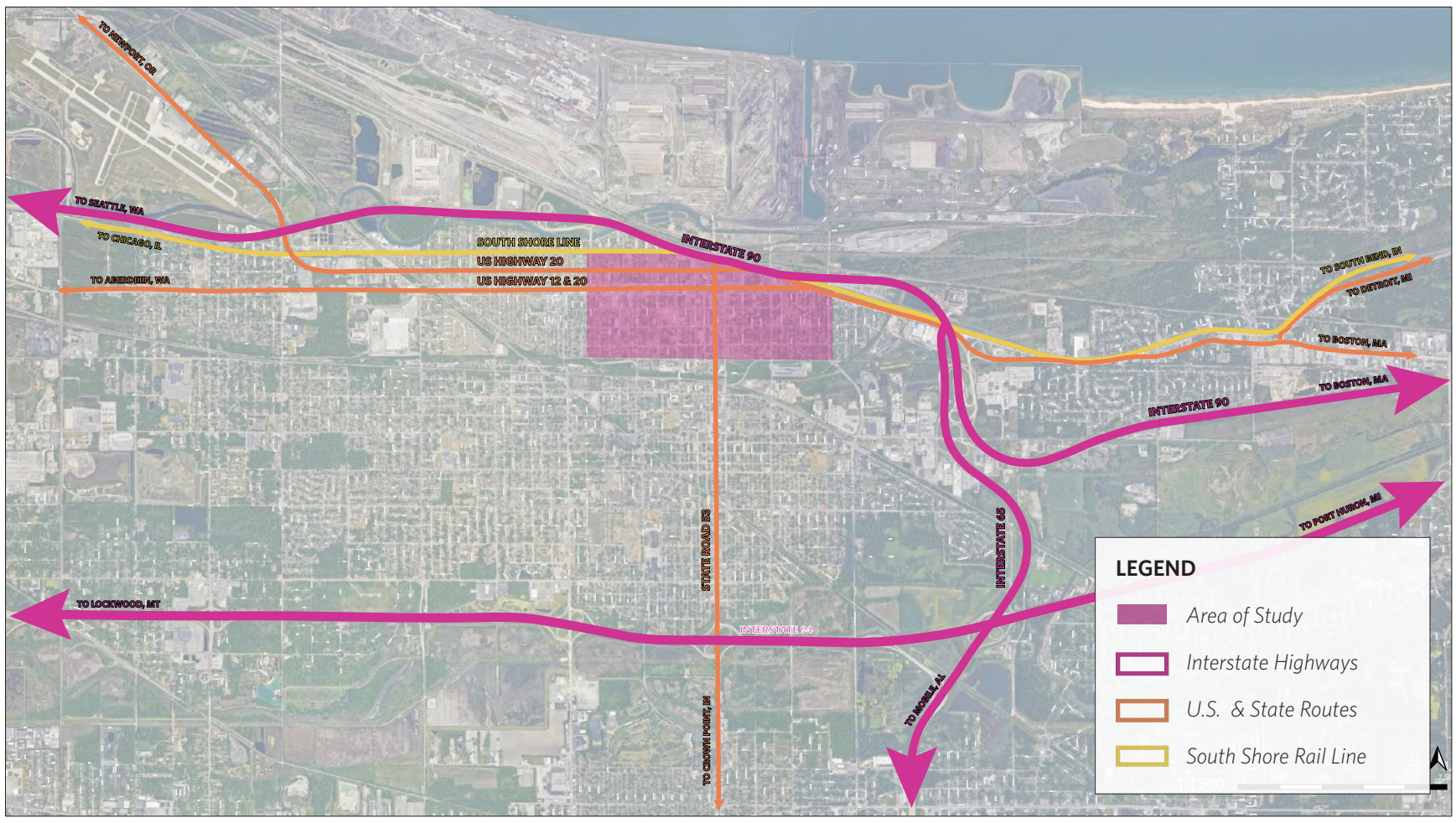


FIGURE 17: Connectivity Diagram
Gary, Indiana is often called the "Crossroads of America" because of its connection to so many major interstate and state highways, as well as its rail line connection. Gary is also proximate to the Indiana Dunes and Lake Michigan.

GROWTH CATALYSTS

Over the past few decades, Gary has been presented with a series of plans, accompanied by promises for change that has never materialized. A new momentum is building, however, from the combination of political transition, recent and potential funding sources, and local energy towards redevelopment.

Mayor Eddie Melton – who was born, raised, and educated in Gary – was elected to the position in 2023 and began work as mayor in 2024. Since assuming office, Mayor Melton has taken on the revitalization of the city with a dynamic enthusiasm, working in collaboration with the Gary Redevelopment Commission. Members of the commission are continuing to expand a list of catalysts for growth both within and external to the city.

Senate Bill 434, authored in part by then-Senator Melton, was enacted in 2023 to enable and shape economic development in Lake County. The bill included the following actions:

1. ***Blighted Property Demolition Fund***: $6 million
2. ***Lake County Economic Development Fund*** towards a convention center in Lake County
3. ***Gary Metro Center Station Revitalization Fund***

In October of 2023, the Indiana Regional Development Authority established the Gary Metro Transit Development District Boundary, a 300-acre area. The TDD was drawn in response to Senate Bill 434's station revitalization fund, which involves a matching grant program for a new multimodal transit station. In tandem with the blight elimination funding, the TDD aims to use city-controlled property and reconceive streets and paths to create an overall plan for transit-oriented development. Also a TIF district, this area is able to put tax revenue towards infrastructure and redevelopment. It is an enormous opportunity for connecting Gary to the region, connecting neighborhoods to downtown, and economic growth.

Mayor Eddie Melton speaks at a joint press conference with the Housing and Community Regeneration Initiative and Gary Redevelopment Commission
Source: Javonte Anderson, Capital B News

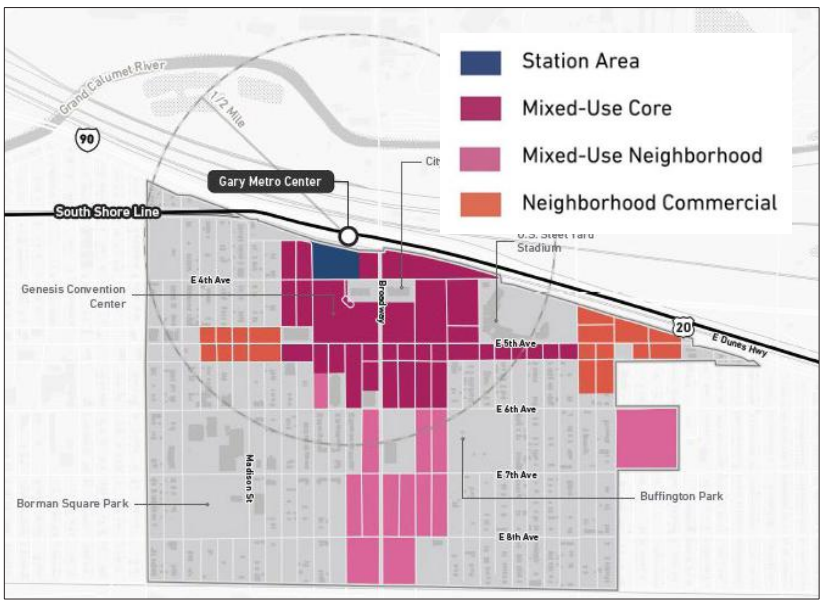


FIGURE 18: Transit Development District Land Use Plan
The TDD area is split among four intended uses.
Source: Northwest Indiana Transit Development Districts, www.nwitdd.com

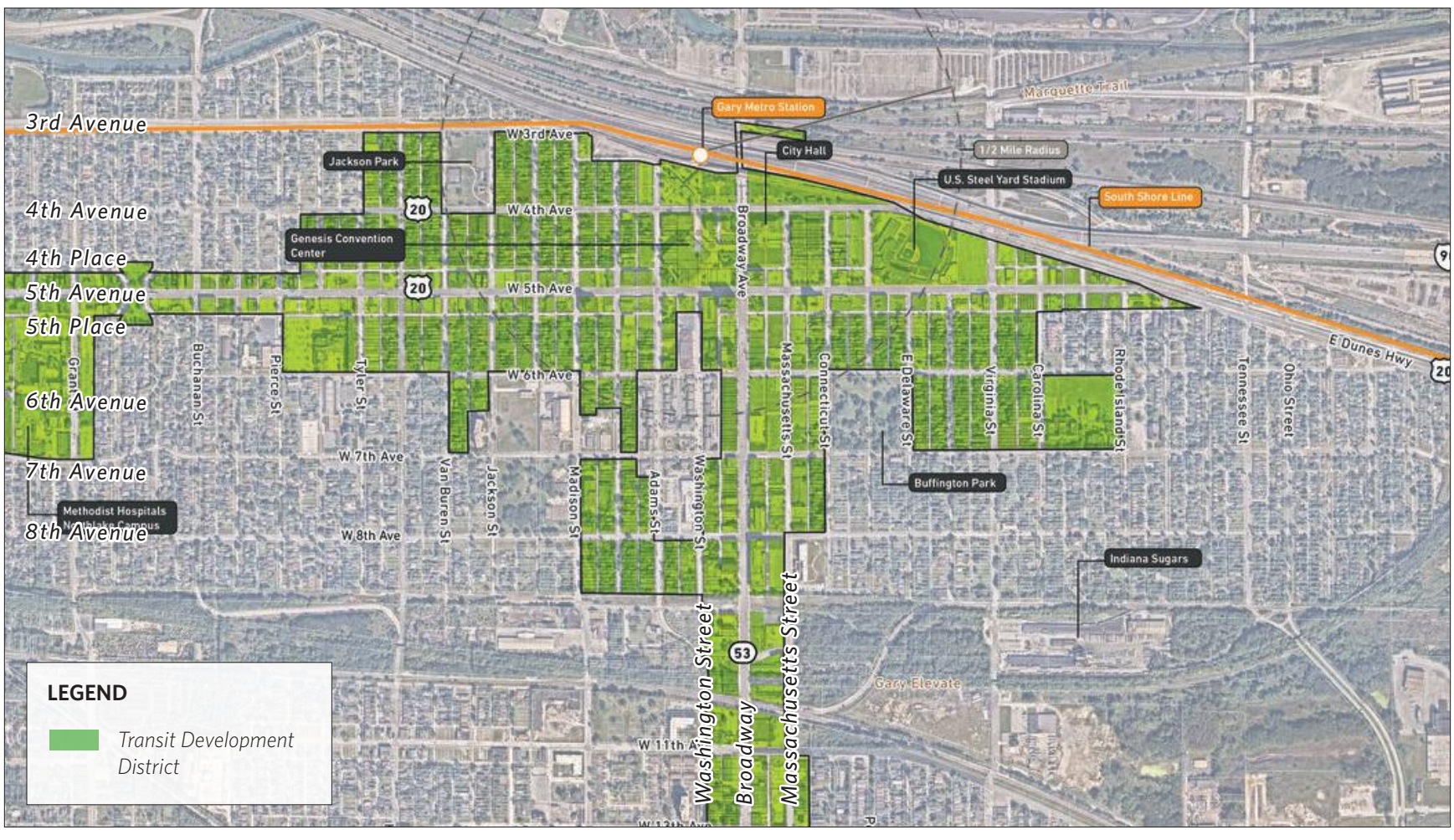


FIGURE 19: Gary Transit Development District Map
The 315-acre Transit Development District (TDD) includes a primary multimodal transit station where Broadway meets I-90 and the South Shore Line, as well as a series of local stops along Broadway and Fifth Avenue.
Source: Northwest Indiana Transit Development Districts, www.nwitdd.com

FIGURE 20: Pilot Planning Grant Graphics
Planning graphics illustrating a proposed land use plan and vision for a downtown Transit-Oriented Development (TOD) Visioning project.
Source: Northwest Indiana Regional Development Authority & MKSK Studios

The Federal Transit Administration awarded Gary a Pilot Planning Grant, which funded a contract between the Regional Development Authority and MKSK, a planning and urban design firm. In collaboration with the expansion of the Northwest Indiana Commuter Transportation District (NICTD), MKSK has developed a land use plan and vision for Transit-Oriented Development (TOD) in the Gary, Indiana TDD (Figure 20).

Blight elimination funding highlights two opposing priorities that Gary is in the process of negotiating: preserving history for the future, and quickly healing the stigma of blight in the present. In some cases, demolition – or an alternative such as deconstruction – is the only viable way of addressing a building that poses safety hazards or would be unrealistically expensive to renovate. In other cases in which a structure can be repaired or adaptively reused, the loss of the historic building and the unique Gary character it embodies far outweighs the benefit of more available land. At the same time, however, Gary's damaged buildings represent more than just the city's architectural character; they embody the disinvestment and neglect inflicted on Gary. The decision of whether and how to preserve buildings is politically and culturally complex.

Another strong catalyst for growth in the city is the potential of state funding towards redevelopment. At the time of this report, the city awaits information about possible allocated funds via a READI 2.0 or Lilly Endowment grant.

In early August of 2024, the Legacy Foundation of Lake County submitted an Eli Lilly Regional Proposal to connect Gary and the wider Northwest Indiana region with the Marquette Greenway – National Lakeshore Connector Route Proposal, originally released in 2009 by the Northwestern Indiana Regional Planning Commission (NIRPC). The new investment proposed for downtown Gary would emerge in conjunction with the new multimodal station, creating a "Discovery Hub" that connects visitors to the Indiana Dunes National Park.

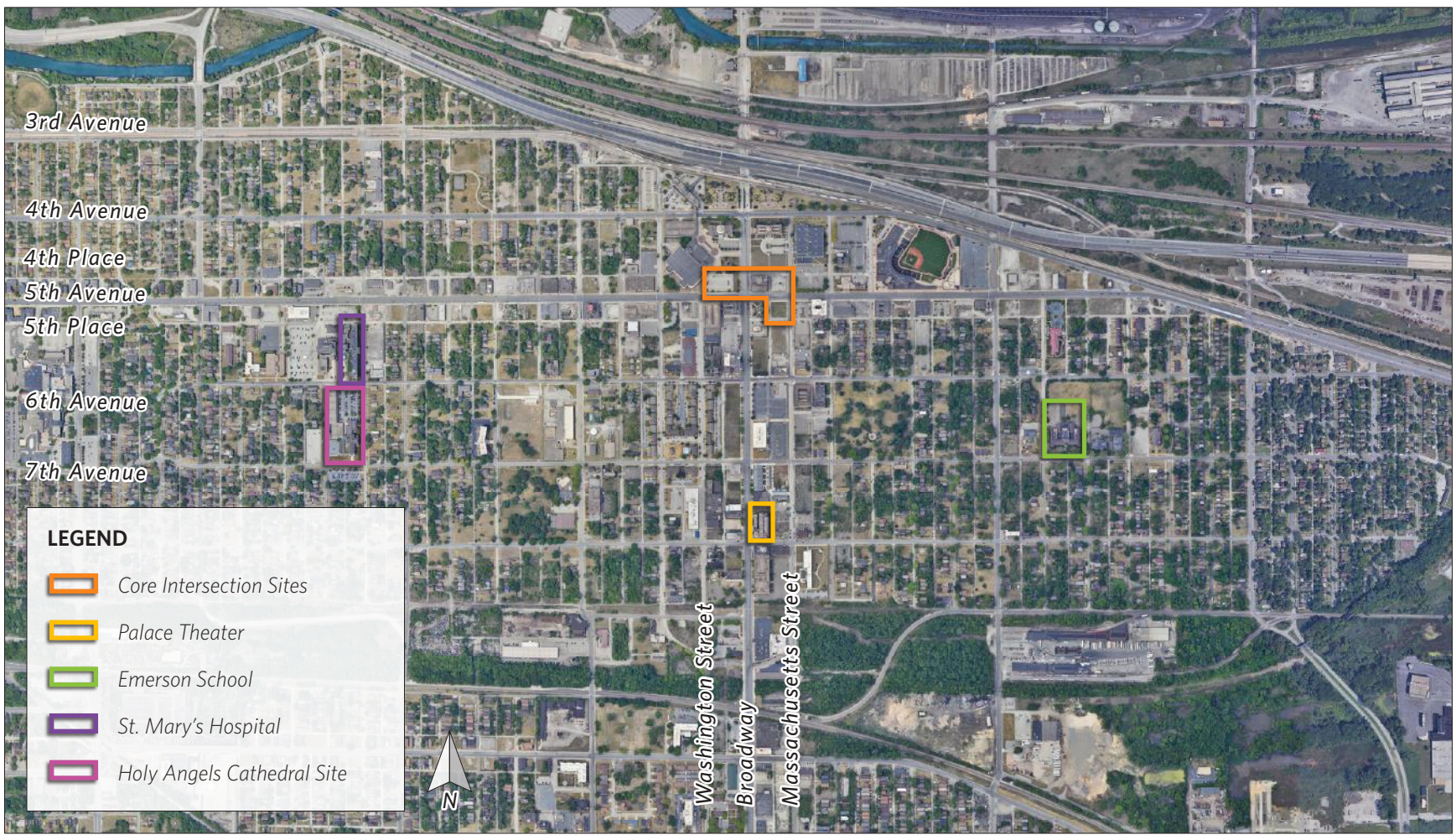
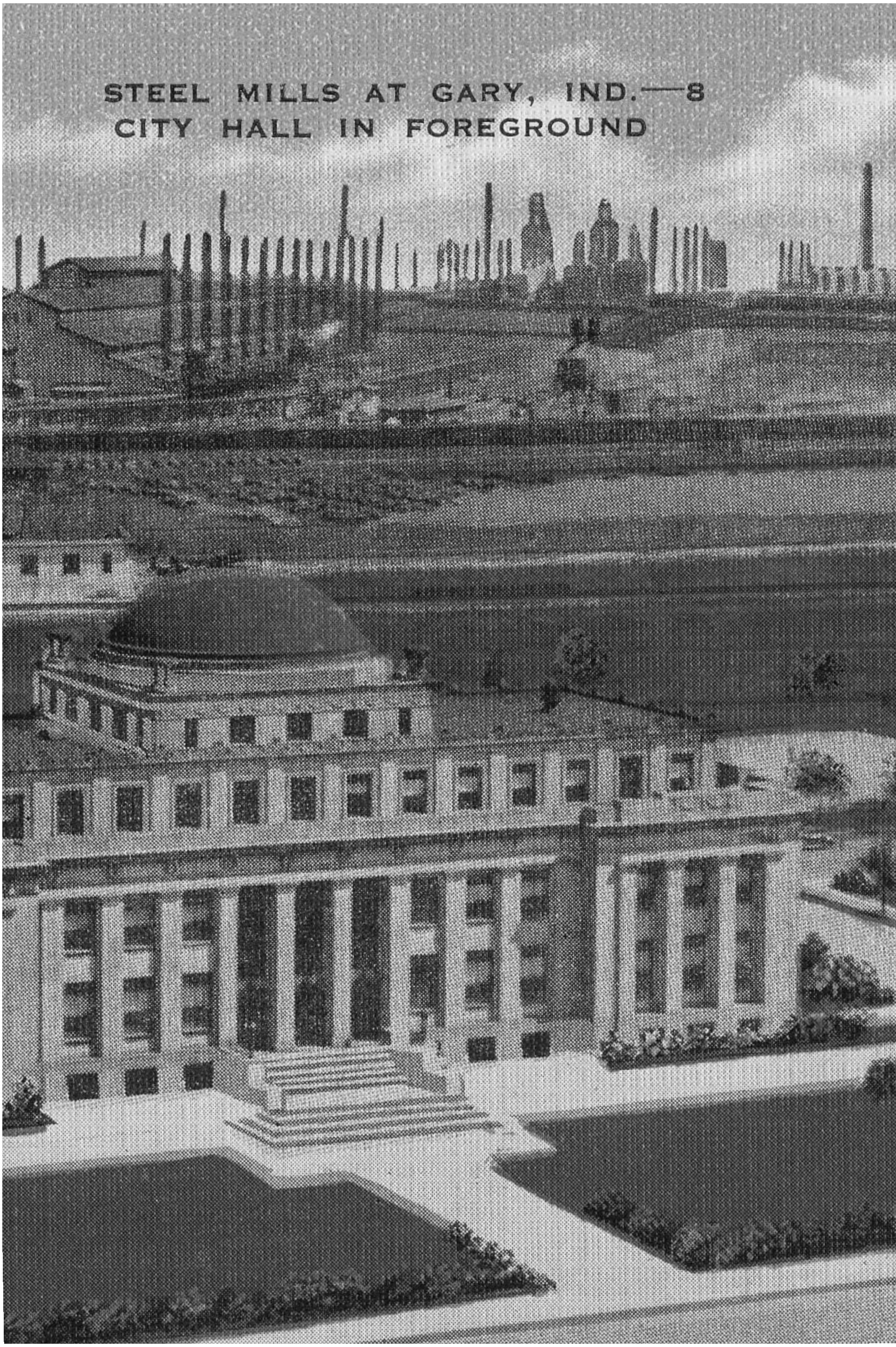
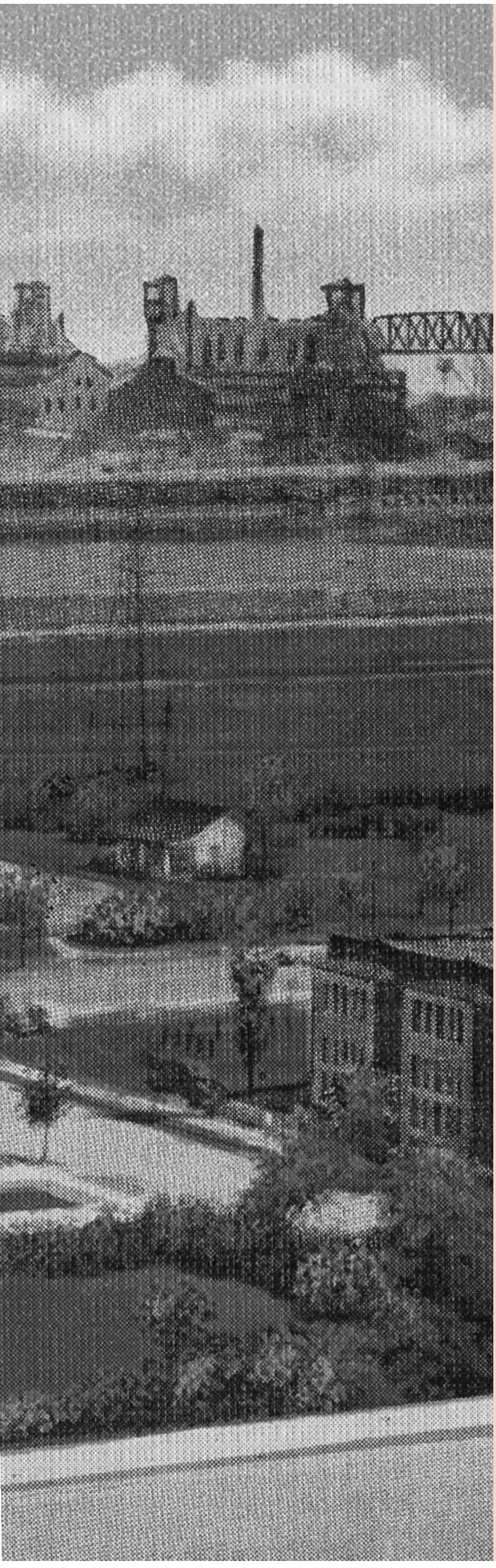


FIGURE 21: Priority Sites for Catalytic Development
Factors such as cultural relevance, location in the heart of downtown, potential for rehabilitation, and available land make these key areas a priority for short-term, catalytic development. Refer to pages 140-141 for an in-depth look at implementation priorities.



Steel Mills, City Hall in Foreground, 1940 - Gary, Indiana, Source: Stephen R. Shook



PART 3:
KEY FINDINGS

KEY FINDINGS

The following Key Findings draw on information collected through stakeholder meetings, community listening sessions, and conversations with Redevelopment Commission staff, as well as site tours and analysis by the professional team. These findings jointly address the past, present, and future of the city. Each represents an individual challenge or opportunity within the city, but can be considered together as a holistic approach to diagnosing the current state of Gary.

1

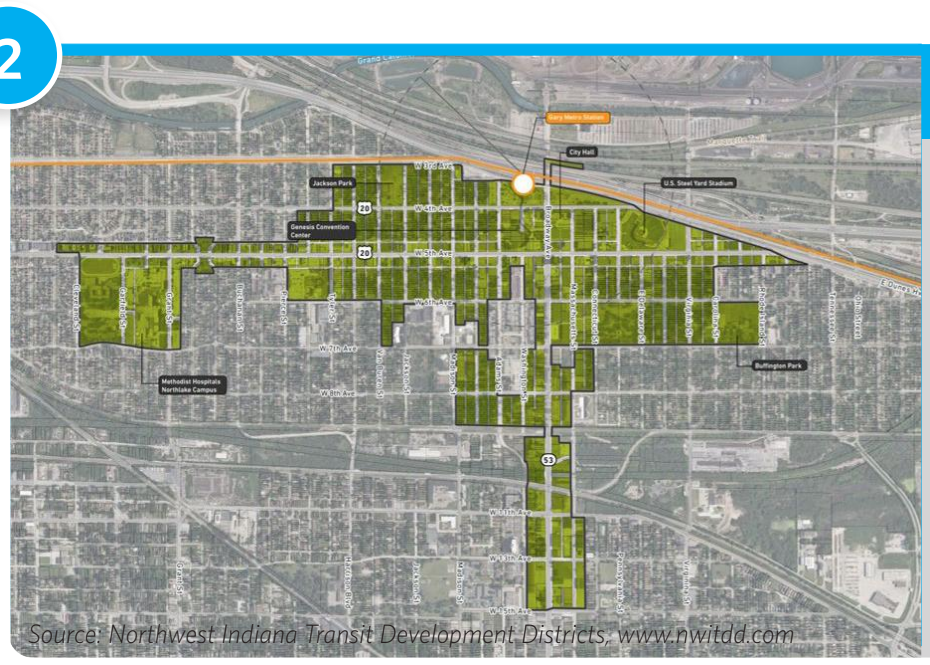
Source: Steven R. Shook

KEY FINDING 1:

THE CITY HAS A RICH HISTORY AND IS FORWARD-LOOKING

In spite of the decades of challenges inflicted on the city, Gary remains proud of its many triumphs. From a cultural perspective, the city boasts a robust arts and music scene, and was the birthplace of the Jackson Five. Gary has continued to hold one of the nation's largest Black populations, which has generated a legacy of historical accomplishments. Architecturally and urbanistically, Gary once had a remarkable urban fabric full of stunning historic buildings. ***The community is asking for a new built environment that honors the past while also looking to the future.***

2



Source: Northwest Indiana Transit Development Districts, www.nwitdd.com

KEY FINDING 2:

THE TRANSIT DEVELOPMENT DISTRICT IS A CATALYST FOR GROWTH

In October of 2023, the Gary Metro Transit Development District (a TIF district) was established in response to Senate Bill 434, to fund a multi-modal station replacement program. This financial investment at the heart of downtown Gary will plant the seed of development at the city's core, and the citywide transit system will build momentum for further growth in the area. ***A new station in Gateway Park will be highly visible to citizens, visitors, and passersby alike as a critical symbol of the reversal of Gary's negative reputation in the region, and will connect citizens to Chicago, nearby cities and towns, and the Indiana Dunes.***

3

KEY FINDING 3:

THE CITY HAS A STRONG GROUP OF VISION KEEPERS

The heart of Gary is its community. Even after a long history of oppression and loss, the people of Gary believe in their city, and want to see it thrive. Among these citizens is Mayor Eddie Melton, who is determined to usher Gary into a new era of healing and progress, and City Redevelopment Commission Executive Director Chris Harris, who has tirelessly fought for the rebirth of Gary. Successful regeneration will depend on continued community engagement and ongoing leadership from elected officials and city staff. ***Even more important than a comprehensive urban plan for the city is a wise communication plan, with clear expectations and a consistent feedback loop between city and citizen.***

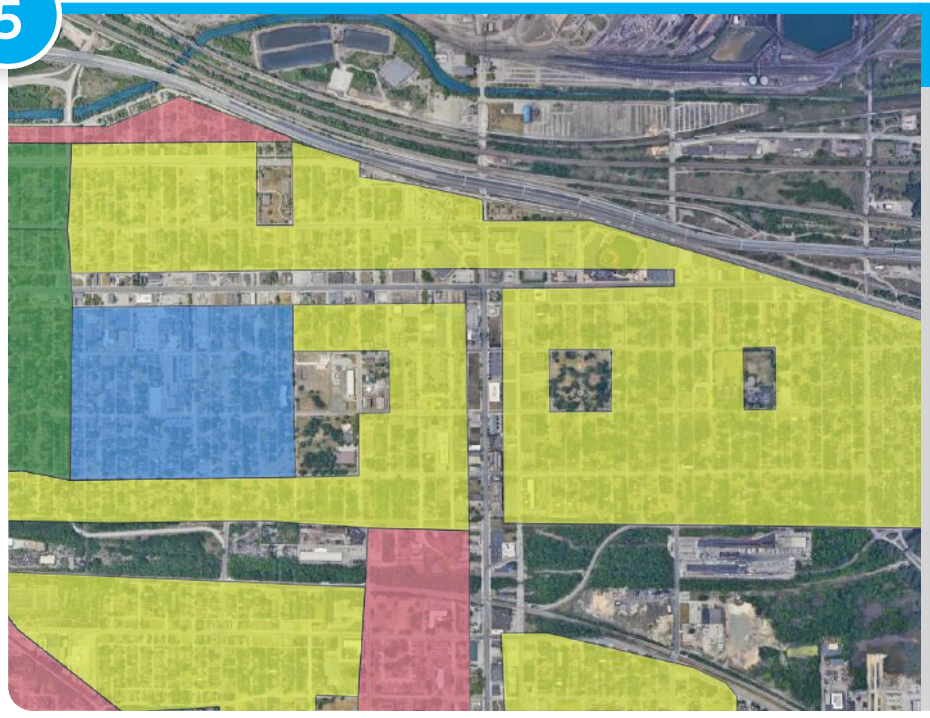
4

KEY FINDING 4:

CAPACITY BUILDING IS CRITICAL TO SUPPORT FUTURE GROWTH

To carry forward the momentum of the charrette, it is essential that city staff have the capacity to maintain a reliable presence and consistent relationship with citizens. At the time of the charrette, the small staff was severely overwhelmed, yet working tirelessly towards revitalizing Gary. ***A larger team is necessary for the long-term success of this project.***

5

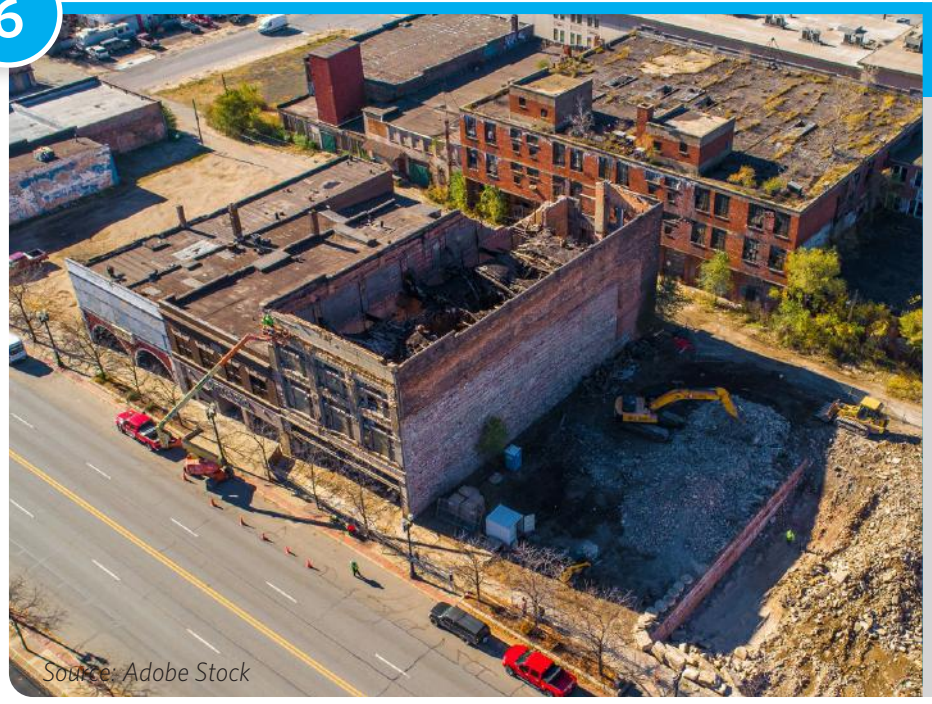


KEY FINDING 5:

GARY FACES HISTORIC DISINVESTMENT AND CURRENT STIGMAS

Gary was once a thriving metropolis. The collapse of the steel industry led to population loss, disinvestment, and urban decay. Racist zoning and redlining strategies, in tandem with white flight, compounded with economic collapse to create near-impossible conditions for Gary's large African-American population. Nevertheless, many of these citizens stayed in Gary, confronting continuous economic and urban decline. The declaration that Gary was the "murder capital of the nation" perpetuated the cycle of disinvestment and decay. ***The reputation of neglect and dilapidation, especially to outsiders passing by on I-90, created stigmas that remain today. Fortunately, a new era of repair and growth will provide the chance to rewrite this narrative, and present Gary as a city of opportunity and beauty.***

6



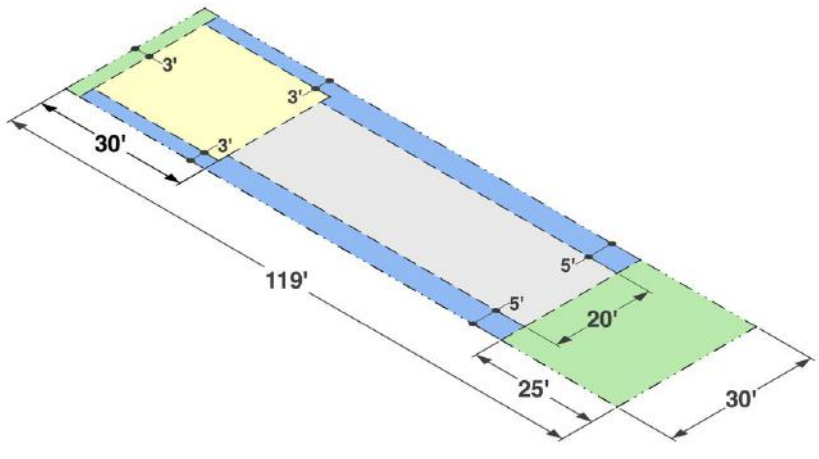
Source: Adobe Stock

KEY FINDING 6:

DEMOLITION THREATENS REMAINING HERITAGE BUILDINGS

Gary has received recent financial support for blight elimination, which initially is limited for use as demolition money to remove buildings that have deteriorated or collapsed. Pressure to carry out demolitions is increased by the stigma generated by certain structures that have gained popularity as urban ruins. Because so much of the city is in disrepair, however, viewing only through the lens of demolition will result in the destruction of the very little that remains of the city's urban fabric, and much of its architectural history. ***It is essential to seek funding opportunities that are not restricted to demolition, to enable a more sustainable, productive, and nuanced approach to Gary's downtown buildings. Saving historic structures will start to heal the community while also creating economic opportunities for the city.***

7



KEY FINDING 7:

DEVELOPMENT FACES POLITICAL, ECONOMIC, AND REGULATORY BARRIERS

Gary has many deeply-rooted challenges. Decades of disinvestment have left it economically unstable and unable to attract external investors; a legacy of inconsistently reliable elected officials has led to distrust between city and citizen; regulatory barriers have been both thoughtlessly and systematically established to limit growth; and, at the same time, the city faces the same economic real estate challenges found in other cities, such as a skyrocketing cost of construction and appraisal gaps. ***Zoning reform and template plans will remove some barriers to new construction, but economic assistance will be necessary to incentivize new growth.***

MASTERPLAN OVERVIEW

This report proposes a vision for the revival and evolution of downtown Gary and its immediate surroundings. The work seeks to regenerate the dense, thriving downtown of the past, support dynamic future growth, and synthesize several simultaneous catalysts for development. In order to fully address these challenges, both holistically and with specific proposals, the masterplan combines six layers:

1. ***Historic Preservation & Blight Reversal Strategies***
2. ***Zoning Code & Regulatory Framework***
3. ***Urban Design Interventions***
4. ***Street Design Proposals***
5. ***Architectural Identity & Design Standards***
6. ***Template Plans***

This plan represents a response to the era of change and growth emerging in Gary. With the number of moving parts and unpredictability of stakeholders, it is likely that the needs of downtown and the role it plays in the city will change over time. In lieu of one rigid, overarching vision, this set of design proposals, regulations, and typologies can be interpreted as a set of flexible, symbiotic recommendations that will evolve in tandem with the evolution of the area of the city.

The repair, revitalization, and growth of Gary will take time, trust, and stamina. This report acts in support of the city's emerging capabilities to identify barriers, crowdsource solutions, generate funding, and implement change. Conversations and confidence among city staff, local stakeholders, and active citizens will be critical to enabling robust, holistic regeneration.

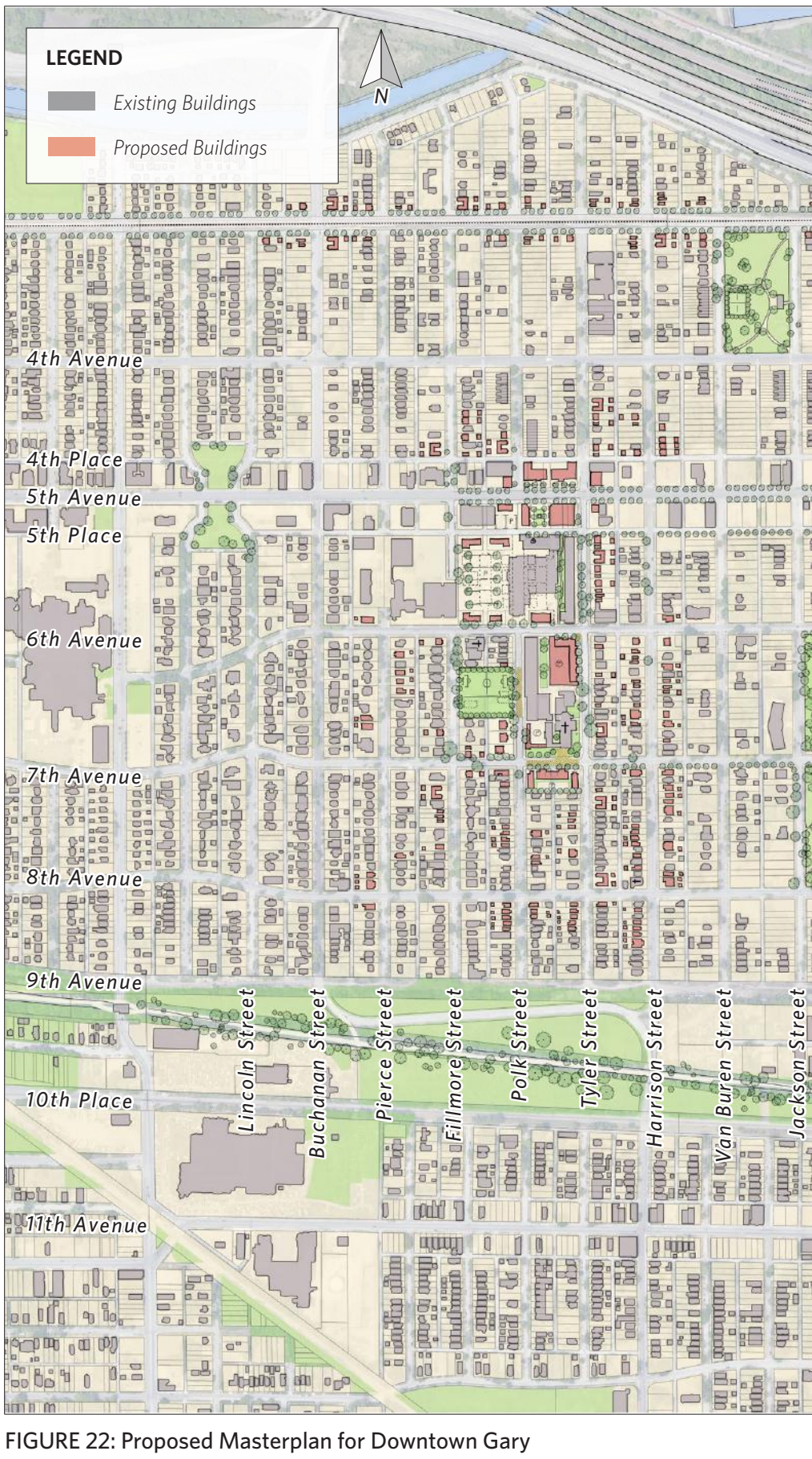


FIGURE 22: Proposed Masterplan for Downtown Gary

LAYER 1

HISTORIC PRESERVATION

Blight reversal starts with the evaluation of at-risk structures with the goal of first stabilizing, then restoring them as possible. This section provides preservation frameworks and a roadmap for the development of a skilled workforce to support this process.

Pages 26—39

LAYER 2

ZONING CODE

The current zoning code makes new construction difficult. This section proposes immediate action that will remove the barriers that limit the supply of housing downtown, as well as recommendations for key elements needed in the comprehensive, city-wide overhaul of the zoning code.

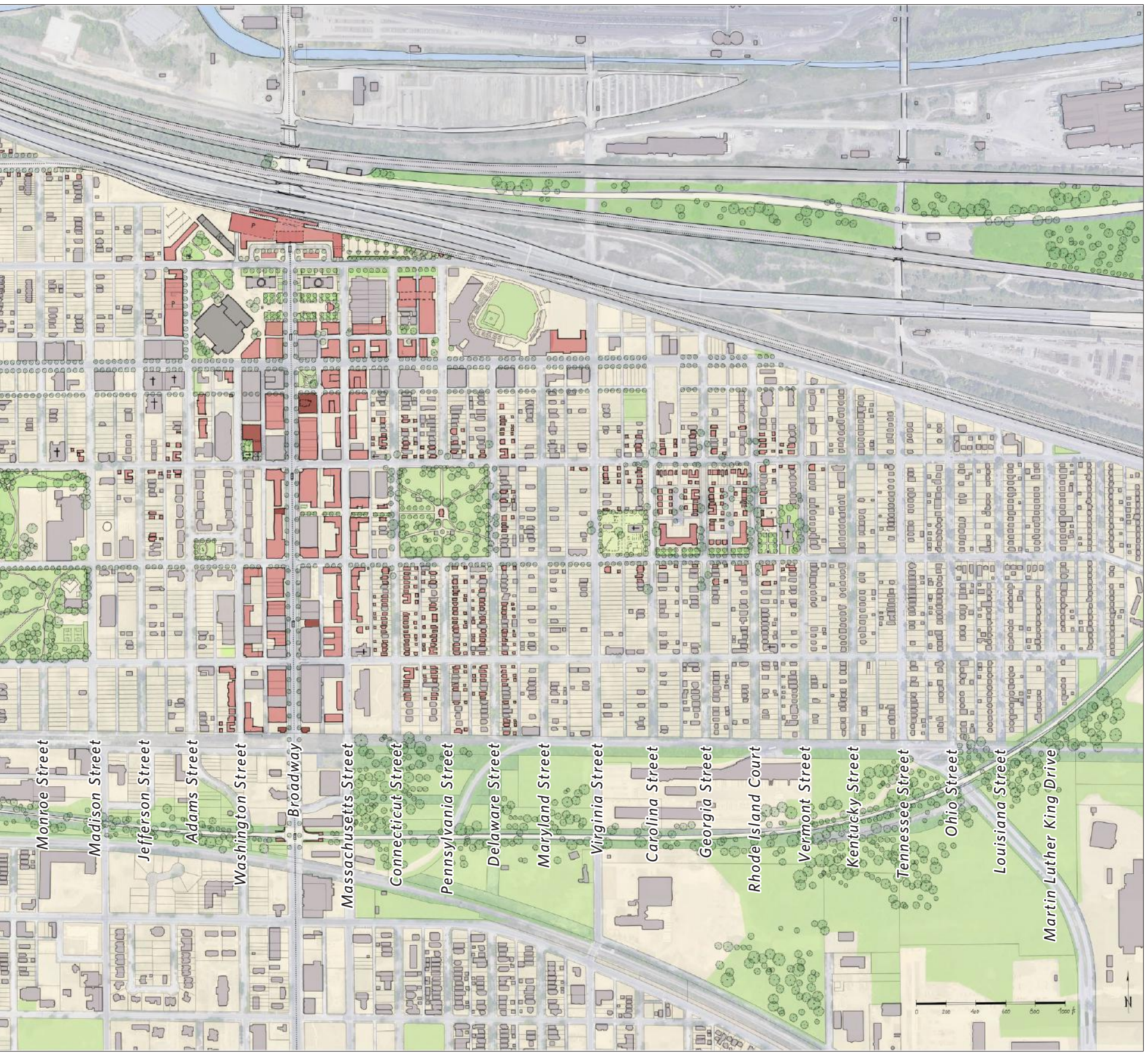
Pages 40—59

LAYER 3

URBAN INTERVENTIONS

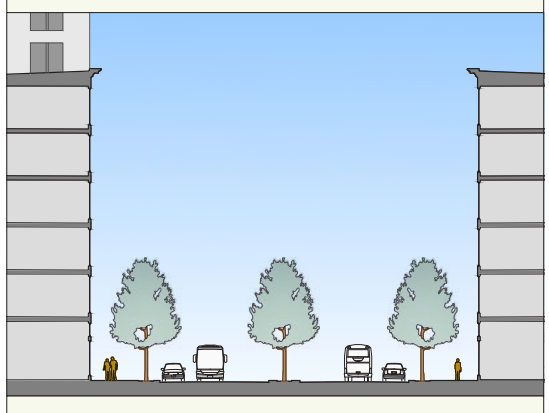
Urban proposals for the city emphasize the downtown core, Broadway corridor, and two neighborhood centers. These recommendations celebrate historic Gary, while intentionally leaving room for new buildings that cue a future of creativity and innovation.

Pages 60—89



LAYER 4

STREET DESIGN



The heavy volume of truck traffic along 5th Avenue is dangerous for pedestrians and is a barrier to growth. This section illustrates proposed two-way restoration as well as road diets for streets throughout the network. The goal of these changes is to provide safe, pedestrian-friendly streets.

Pages 90—99

LAYER 5

IDENTITY & STANDARDS

Gary's block structure, urban buildings, and residential neighborhoods all exhibit the character and identity of the city. This section provides guidelines for the design of new place-based urban buildings that draw from the past to create vibrant places that attract commerce and social interaction.

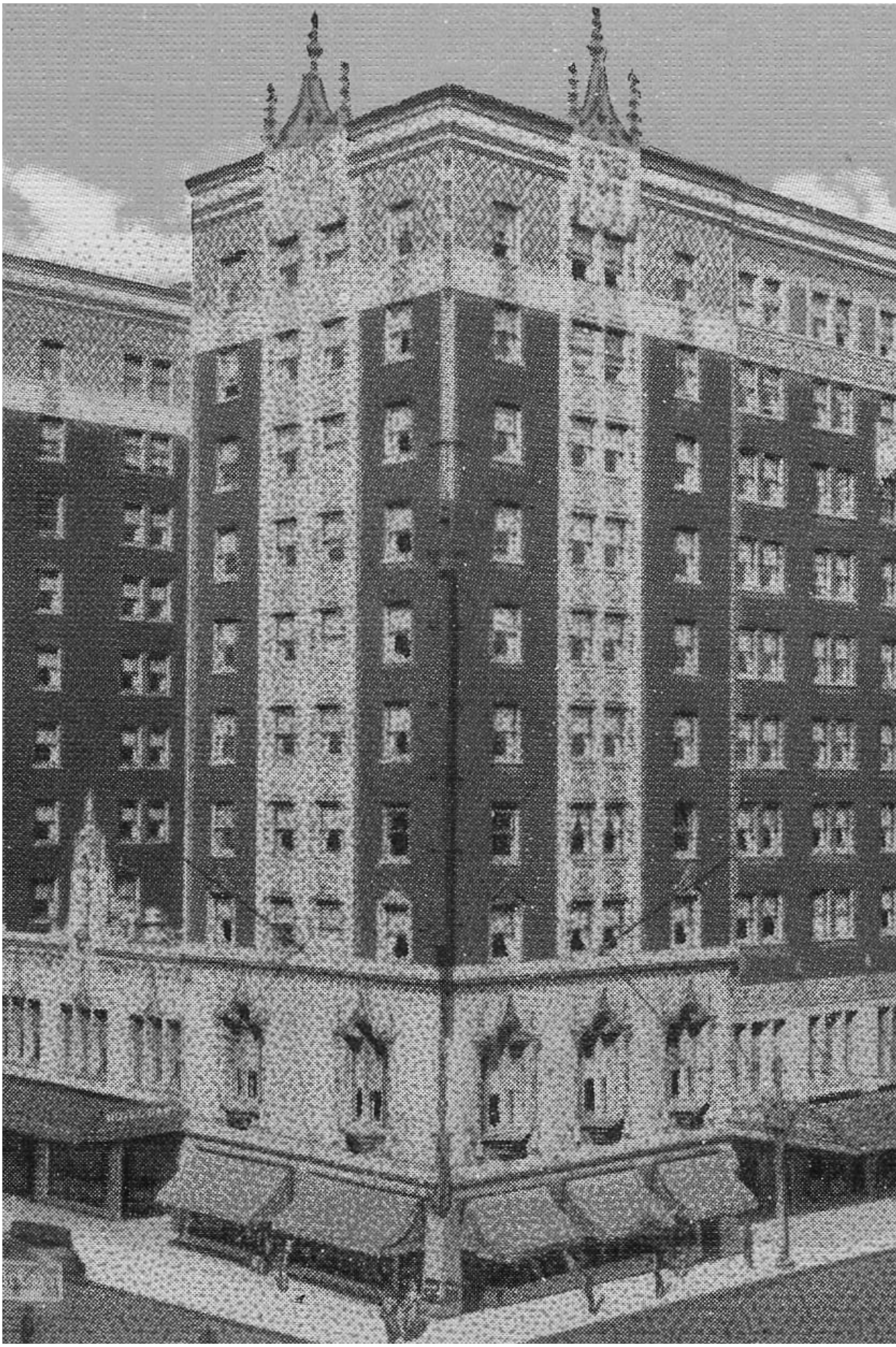
Pages 100—117

LAYER 6

TEMPLATE PLANS

Reactivating a culture of building homes on Gary's narrow 30' lots will require designs that balance the character of existing neighborhoods with modern floor plans. This section provides context-sensitive infill residential building templates designed to meet a range of household configurations.

Pages 118—135



Gary Hotel, 1931 - Gary, Indiana, Source: Stephen R. Shook

PART 4:
HISTORIC PRESERVATION

PRESERVATION FRAMEWORKS

The built environment in Gary poses a uniquely urgent preservation challenge. After decades of disinvestment and decay, much of the city's urban and residential fabric has crumbled. Some is beyond repair, and must be demolished in order to protect the health and safety of residents, but much is salvageable with the right preservation frameworks.

Currently, Gary lacks a strong culture of preservation, despite its citizens' overall pride in their home. Disinvestment and strategically unjust planning have inflicted a reputation of danger and neglect; Gary bears the burden of this stigma, and nothing is more symbolic than visibly crumbling buildings.

The blight elimination funding from Senate Bill 434 places the city in a difficult position. These funds are restricted to demolition only, which limits their ability to be utilized towards reversing blight. Instead, these funds can only wipe the slate clean, erasing architectural treasures in the process. As pressure mounts to deploy these funds and demonstrate visible progress towards healing the city, historic structures are at high risk for demolition.

At the time of writing this report, the future of several of Gary's iconic structures is uncertain. Historic buildings are a challenge to save, but the fight is worth the effort. The presence of historic structures in a city increases property values[1], increases tax revenue[2], reduces crime[3], and creates jobs[4].

Blight must be removed, but the loss of the few remaining historic structures in downtown Gary will undermine efforts to regenerate the central business district of the city. We strongly recommend seeking additional grant funding to save as many structures as possible, and in parallel request the state to edit the wording of Senate Bill 434 to allow funds to go towards the stabilization of blighted structures of economic and cultural significance. With this changed language, funding can be allocated beyond demolition. This adjustment will produce the following outcomes:

1. ***Blight Removal:*** Removal of blight without the comprehensive loss of structures.
2. ***Produce Visible Progress:*** Show visible progress towards regeneration of downtown Gary while maintaining culturally iconic buildings.
3. ***Build Investor Confidence:*** Give confidence to current property owners and potential investors that Gary is coming back.
4. ***Encourage New Growth:*** Provide a context for new growth to build on. It will be more difficult to attract development and investment if more buildings are lost, especially those that hold meaning.
5. ***Create Future Development Opportunities:*** Economic conditions don't currently allow for the adaptive reuse of these structures. Stabilizing and securing historic structures now allows the market to strengthen enough to provide a future development opportunity when conditions are right.
6. ***Faster Activation:*** Existing buildings activate investment faster than new construction.

[1] "Economic Impacts of Historic Preservation in Arkansas" (Advisory Council on Historic Preservation, 2006).
[2] Ibid
[3] "Twenty-Four Reasons Historic Preservation Is Good For Your Community" (PlaceEconomics, 2020).
[4] "Heritage Tax Credits: Maryland's Own Stimulus to Renovate Buildings for Productive Use and Create Jobs, an $8.53 Return on Every State Dollar Invested" (The Abell Report, March 2009).

KEY FINDINGS

1 Gary's historic buildings symbolize blight, but add value to the city

Structures such as the City Methodist Church, which was originally an architectural and cultural point of pride for the city, now contribute to a stigma of neglect and danger. This discourages citizens from seeing heritage buildings as worth the energy to preserve, despite their high potential to revive.

2 Gary has some National but no Local Historic Districts

Though a National designation does provide incentives to discourage demolition, it comes with no legal protection. In order to fully shield a building from demolition, a local designation is needed.

RECOMMENDATIONS

1 Establish a historic commission to change the culture and policy structure surrounding heritage buildings

Creating a committee of citizens, city staff, and historic experts who care deeply about Gary's historic buildings will not only put in place the framework to protect these buildings, but will also shift the culture of stigma surrounding blight.

2 Protect historic buildings as robustly as possible by drawing Local Historic Districts

Gary has recently received Blight Elimination Funding, which encourages the demolition of dilapidated structures. When the city begins to grow again, there will be pressure to demolish buildings to make room for newer development. The strongest possible protections will be needed for historic buildings.

PROTECTING MODERN BUILDINGS

Adam Benjamin Jr. Metro Center, Architect: H. Seay Cantrell Associates
Source: Josh Lipnik

Landmark Status for All Cultural Icons

Preservation is not just for traditional buildings. Iconic structures of any era, especially when beloved by and symbolic of the local community, are equally deserving of landmark status. Gary's modern buildings hold cultural weight in the city and community, and should be protected as such.

The Adam Benjamin Jr. Metro Center is the current gateway to Gary for visitors arriving by train, and is a prominent structure in the downtown core. The Hudson-Campbell Sports & Fitness Center, commissioned by Gary's first Black Mayor, Richard Gordon Hatcher, and designed by prominent Black Modernist architect Wendell Campbell, is a symbol of Black history in Gary and a point of pride for citizens.

Both of these buildings have the potential to be placed on the country's National Registry of Historic Places, as well to become National Historic Landmarks.

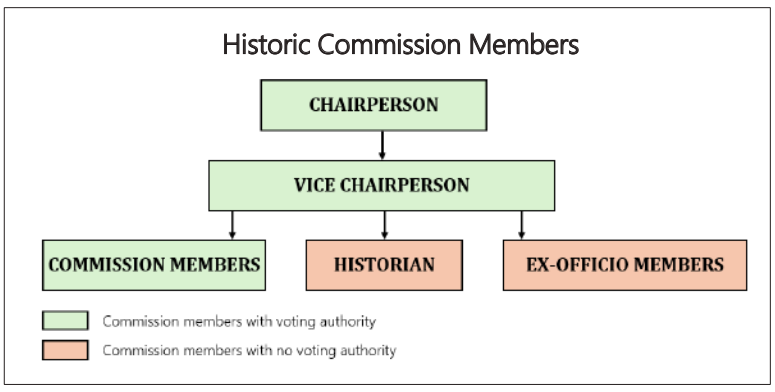
ELEMENTS OF A STRONG HISTORIC COMMISSION

Structure of the Commission

- Seven volunteer members who: are residents, have no economic conflict of interest, and have a vested interest in the future of Gary. These members must complete a training course, and will serve a three-year term.
- Chairperson and Vice-Chairperson, voted on internally by the commission members.
- Historian, who advises on site history and architectural value but holds no voting powers.
- Ex-officio members: Directors of Redevelopment, Building Department, Venues, Parks & Recreation, Planning & Zoning.
- Monthly meetings, open to the public, with at least five members.

Roles & Responsibilities of the Committee

- Review of all proposed renovations and new construction within the National Historic District, in two phases:
  - Height and Mass: Footprint of the structure, floor-to-area ratio, number of stories, wall-to-window ratio, setback, and proposed use.
  - Materiality: Masonry, wood, windows roofing, siding, paint colors. New construction may present a "mockup" for review.
- Public discussion of all proposed actions at the monthly meeting, and decision-making in a public forum.
- Issuing of a "Certificate of Appropriateness" upon approval.



Roles & Responsibilities of the Owner of a Historic Property

- Apply for a "Certificate of Appropriateness" before any work begins.
- Attend commission meetings concerning the property, to address questions and concerns.
- Complete all work proposed and approved by the commission.

A "Commonsense" Preservation Ordinance

Preservation often presents barriers to repairing structures, especially when economically burdensome. The establishment of commonsense, practical preservation standards can protect both historic fabric and economic stability. The City of Gary can work with Indiana Landmarks and other partners to develop standards that align with community needs.

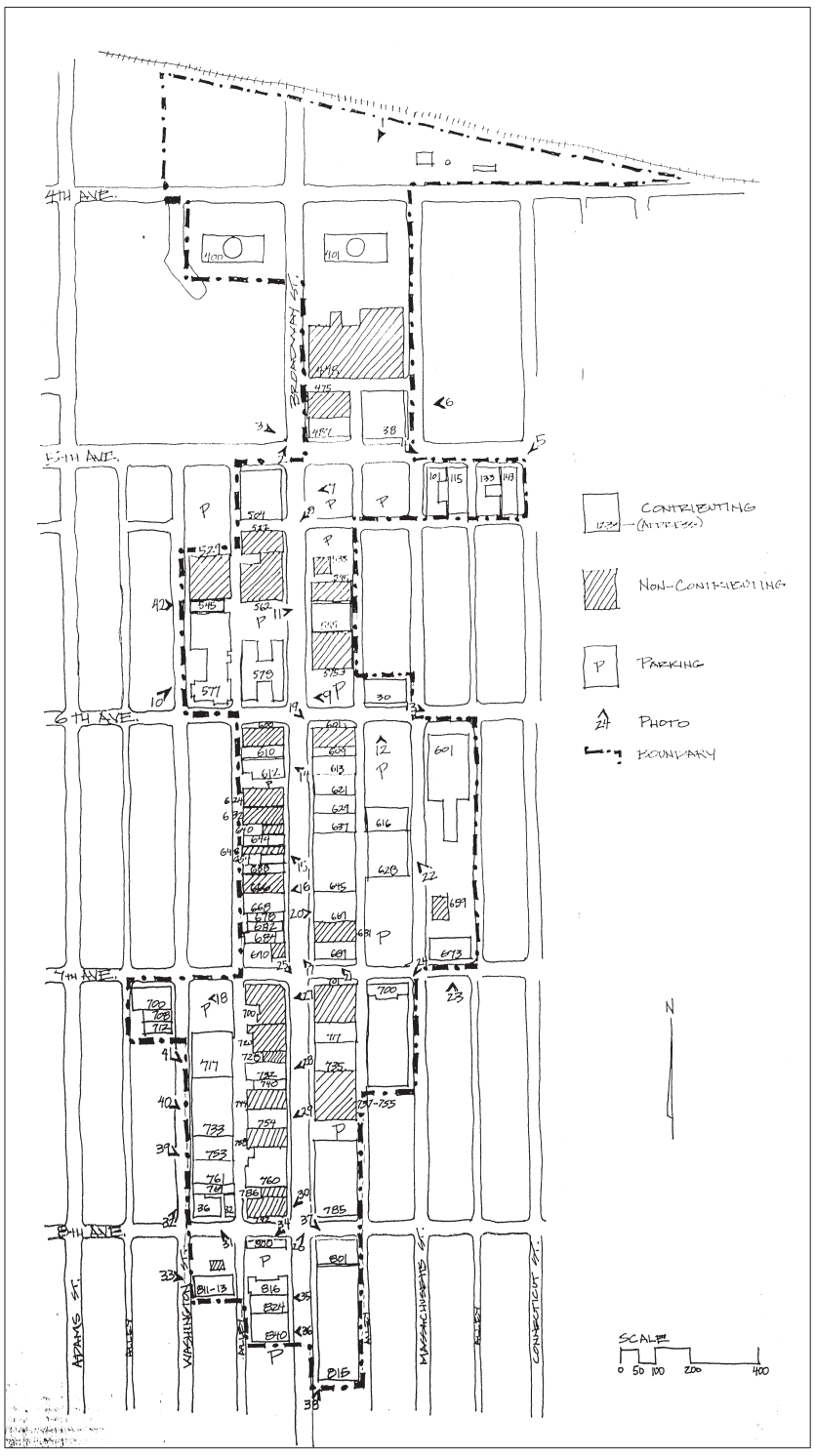


FIGURE 23: Gary City Center Historic District Map, 1993
In the early 1990s, in response to widespread blight, the city drew a historic district to protect buildings along the Broadway Corridor.

FIGURE 24: City Center Historic District Map over Current Aerial
Unfortunately, a 1997 fire destroyed several buildings within the 1993 district. In decades since, many more were demolished.

PRESERVATION CONDITIONS

As a basis for specific preservation studies, the city as a whole was examined in terms of the relationships among vacant land, existing districts, historic structures, and the condition of these.

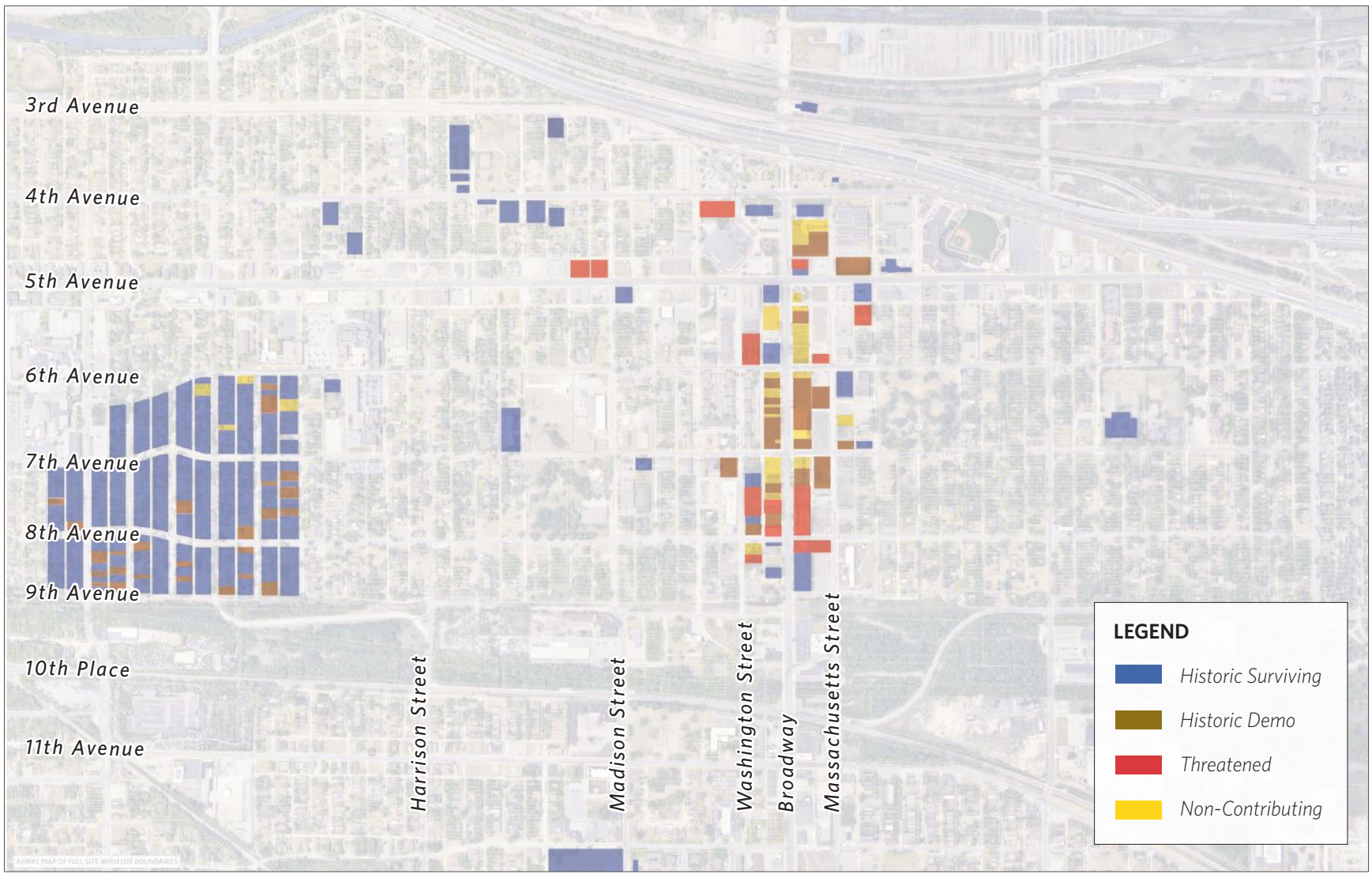


FIGURE 25: Diagram of Citywide Preservation Conditions – Historic Structures
This map highlights buildings within the city that have a historic designation.

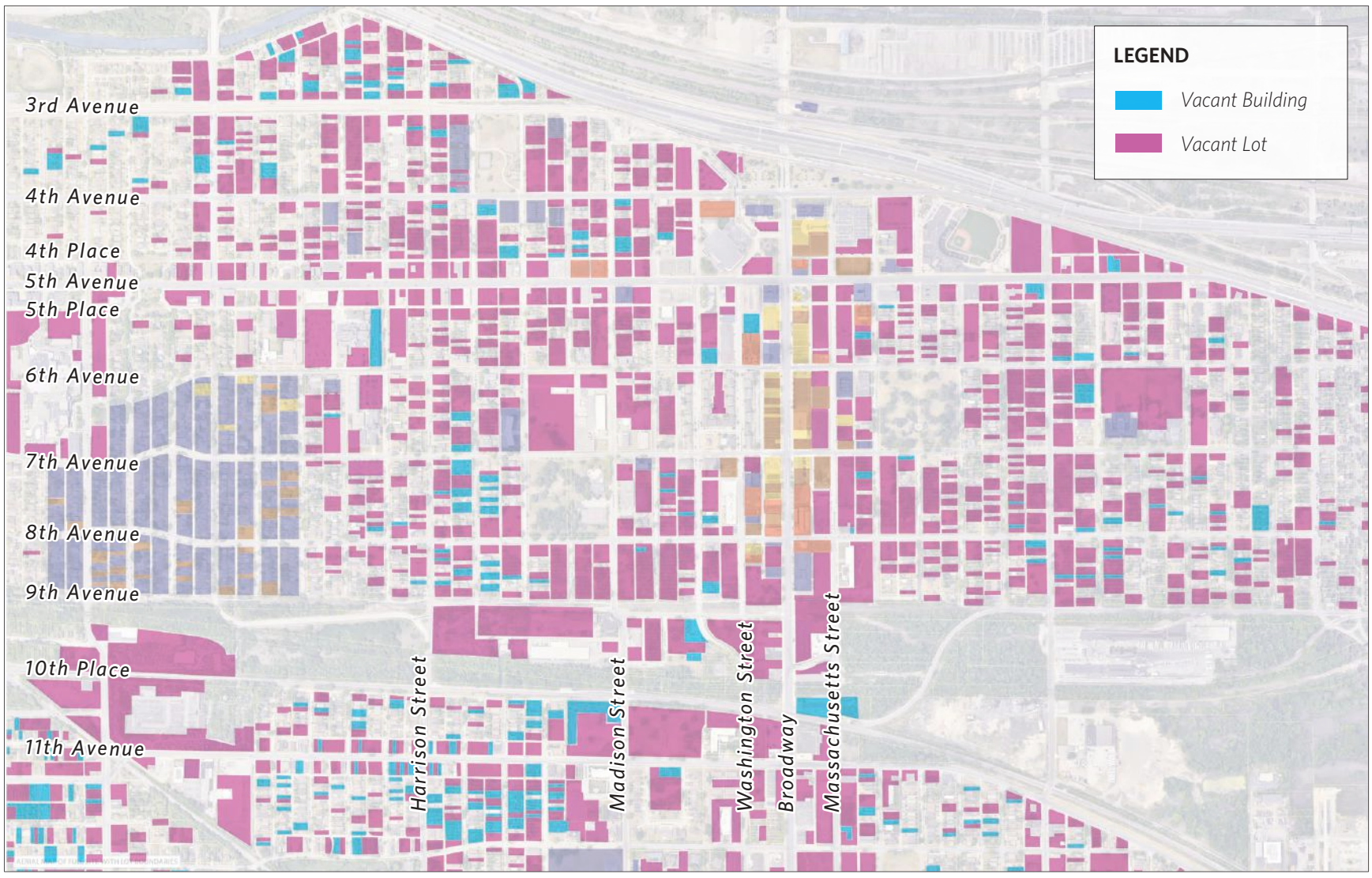


FIGURE 26: Diagram of Citywide Preservation Conditions – Vacant Land and Buildings
This map highlights historic districts within and near the project scope, as well as the status of individual properties.

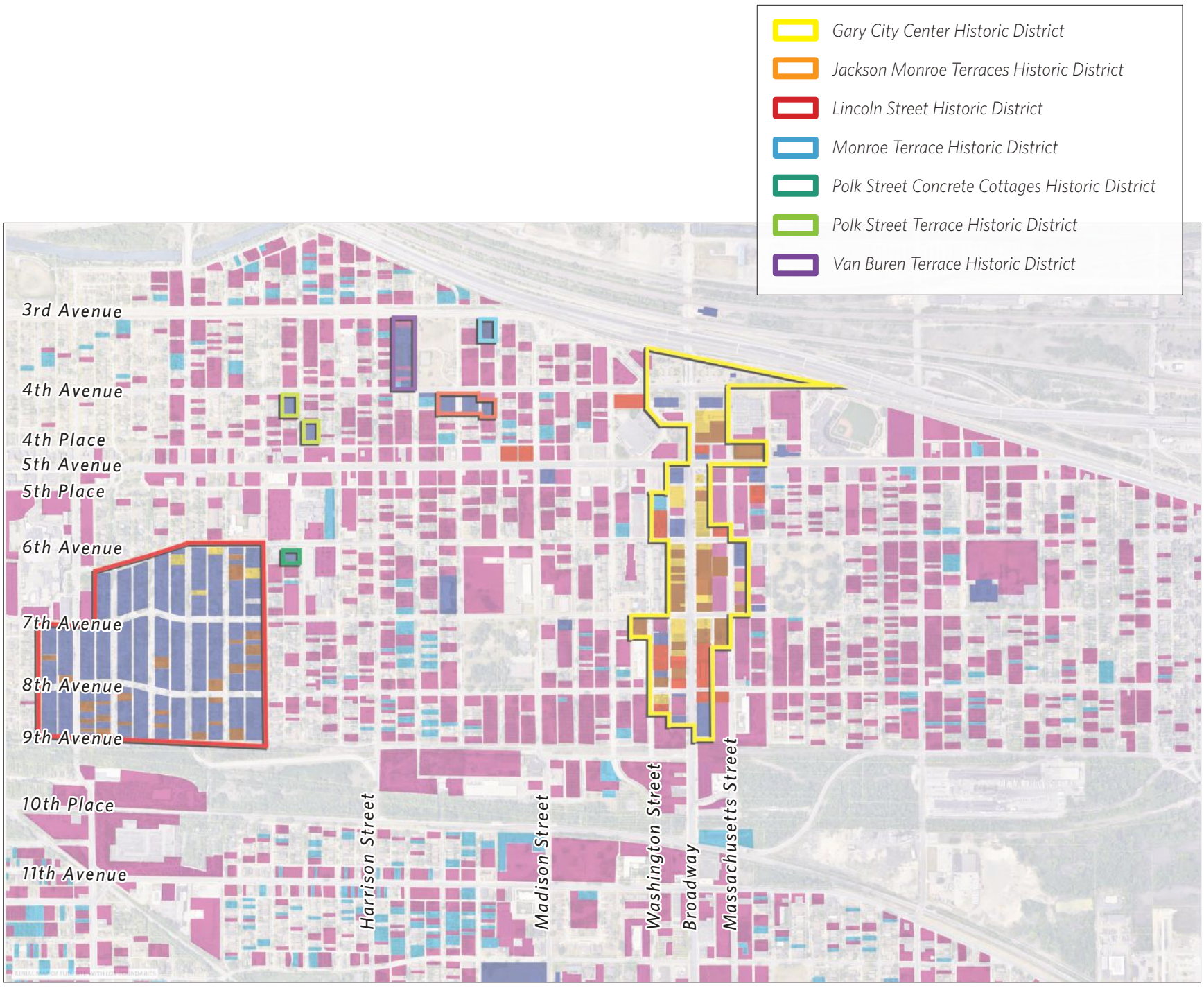


FIGURE 27: Diagram of Citywide Preservation Conditions – Historic Districts Overlay
This map highlights historic districts within and near the project scope.

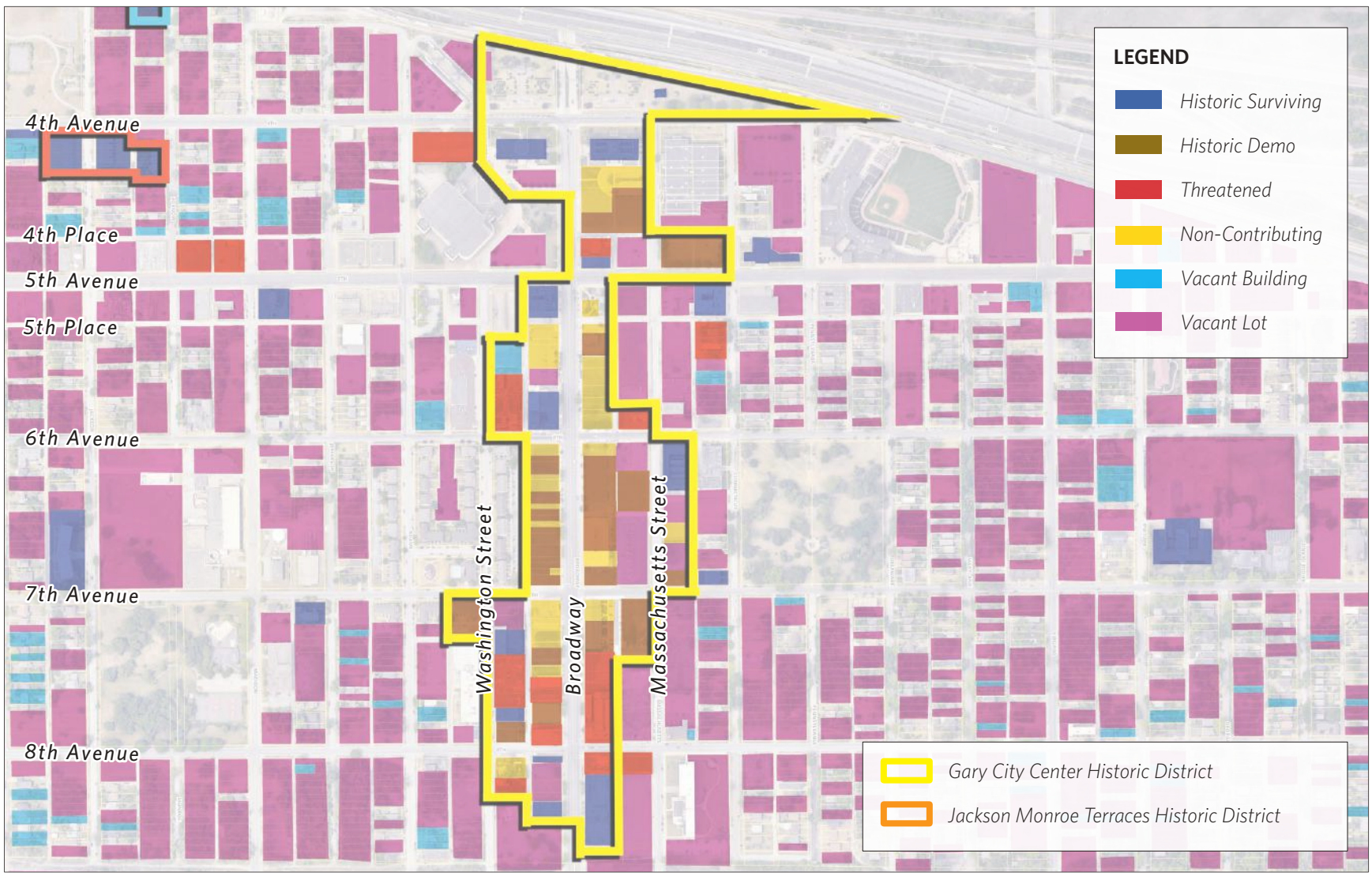


FIGURE 28: Diagram of Preservation Conditions along the Broadway Corridor
This map zooms in on conditions along the Broadway Corridor.

EVALUATING HISTORIC STRUCTURES

With the recent influx of Blight Elimination Funding from Senate Bill 434, demolition is the fastest, easiest way to make room for new development in Gary. In order to preserve the city's history, however, it is worth the time to carefully evaluate each building for possible restoration, and to consider alternatives to demolition that will have a greater economic and cultural impact in the long term.

Any building can be restored with enough investment, but that investment is often far too much time and money than the restored building is worth. If an investor is willing to take on the burden, restoration is always the ideal solution, and buildings can be stabilized in order to protect public safety if this investment is likely to appear within the short term. If investment is not possible, or the building poses too great a hazard, taking it down is a perfectly logical solution, but demolition is not the only way to do so.

Deconstructing a building takes more time, but produces several benefits. The salvaged materials are of a quality no longer available in newly-purchased brick and stone, and can be utilized in new buildings. Health hazards of demolition, such as lead dust, are substantially reduced by this slower process. For a more detailed discussion of deconstruction, refer to page 35. From a cultural perspective, the bones of a historic building stay with its home city, and past buildings become the literal foundation of new development.

KEY FINDINGS

1 Demolition is the fastest way forward, but not always the wisest

Gary has already lost so many historic buildings over the past several decades. It is tempting to clear even more room for new development, but there are tradeoffs for this quick fix.

2 Gary's heritage buildings present a range of reparability and safety concerns

Many Gary buildings are beyond repair, or would cost an impossible amount of money to renovate. Others, however, can be saved, either in part or in full – either restored to their original condition or adapted to current needs.

RECOMMENDATIONS

1 Consider alternatives to demolition

Demolition is not the only way to address a building that is in disrepair. Alternatives include deconstruction, partial renovation, reskinning, adaptive reuse, and temporary stabilization.

2 Carefully study each historic building to determine whether it can be restored

Given the already weighty losses of the city's urban fabric, as well as the allure of demolition, it is critical to take the time to formally assess historic buildings and determine the possibility and costs of restoration.

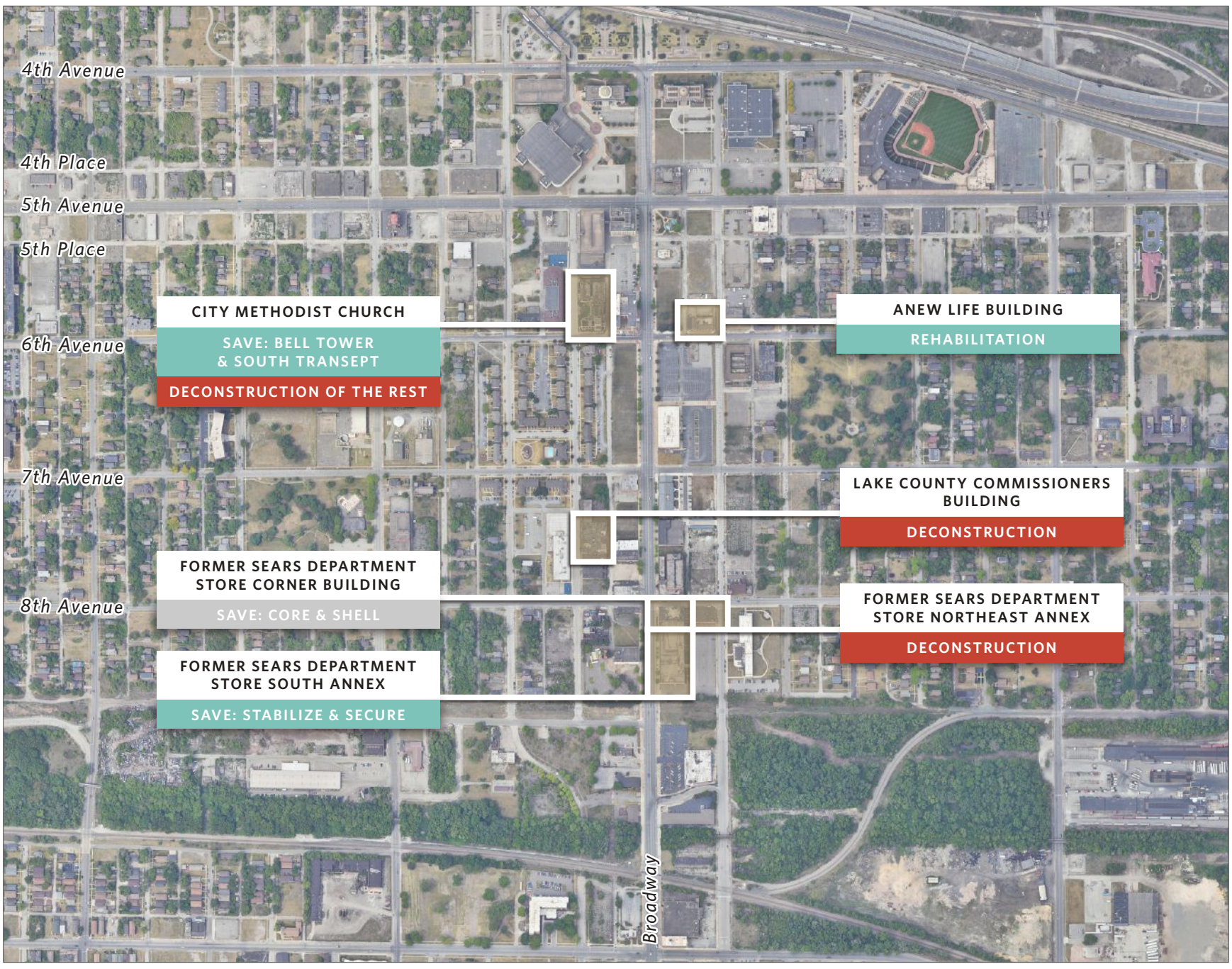


FIGURE 29: Map of Evaluated Structures

The Notre Dame team evaluated several key structures that were at risk for demolition, and compiled the results into a report titled, "Provisional Rapid Exterior Visual Surveys of Conditions from Ground Level for Preservation of Select Historic Buildings," the final recommendations of which are summarized above.

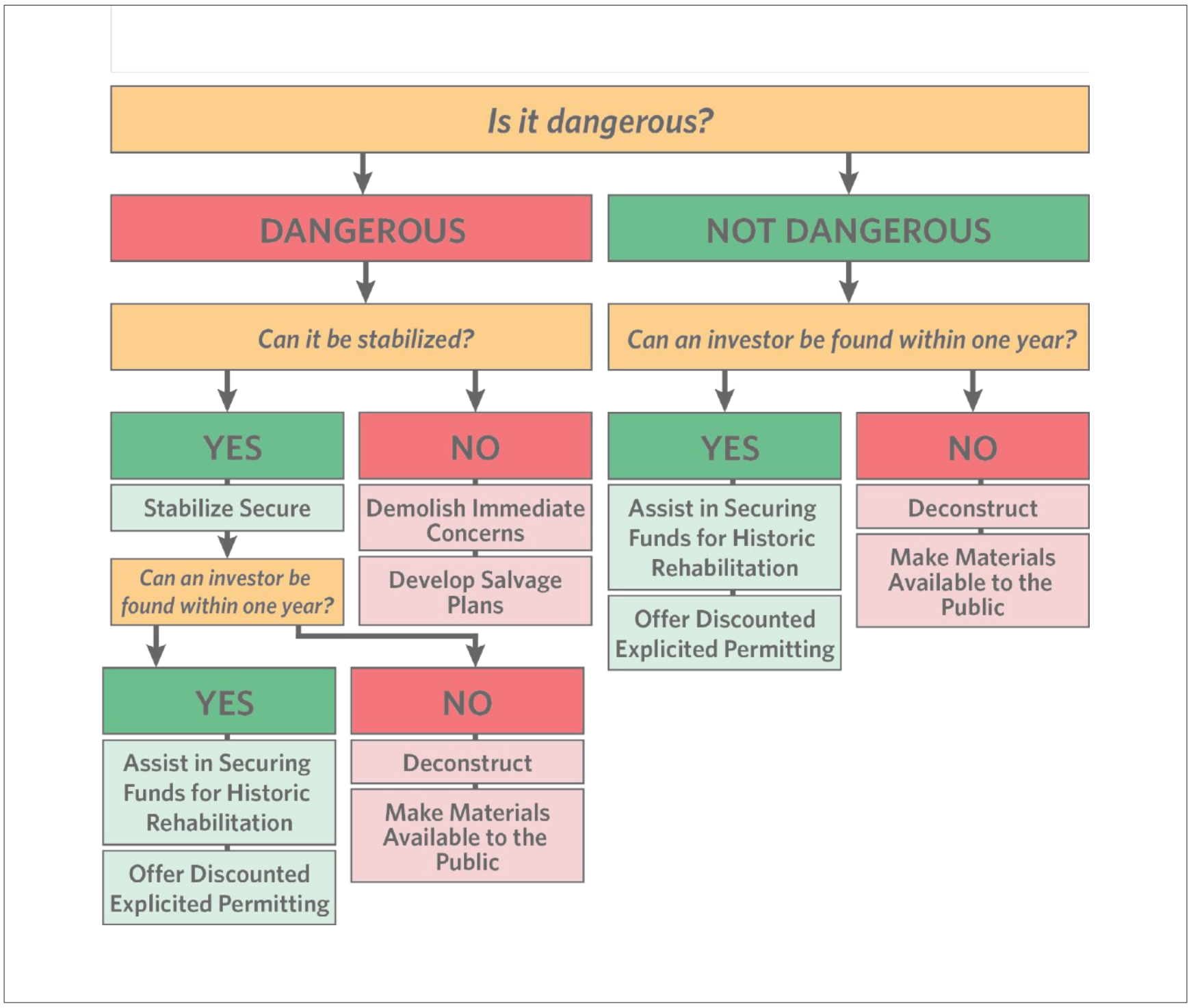


FIGURE 30: Decision Tree for Evaluating Historic Structures

In order to avoid demolition as the catch-all solution to an abandoned building, this decision tree provides a more nuanced approach to evaluating a structure.

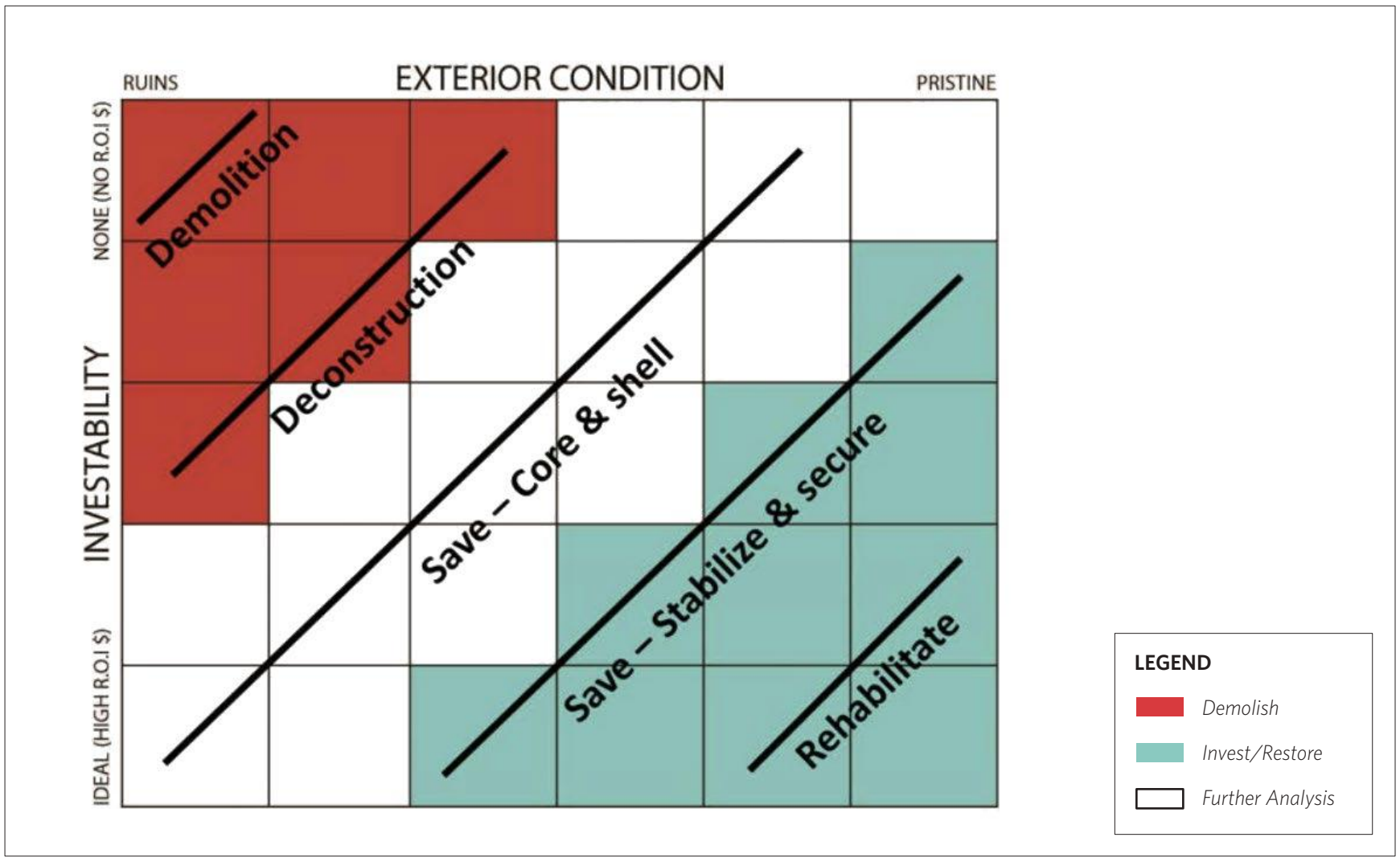


FIGURE 31: Decision Matrix for Building Demolition or Restoration

In tandem with the above decision tree, this matrix compares the exterior condition of a building to its investability. The better the condition of the building and more investor potential it presents, the wiser it is to make the investment in restoration.

CASE STUDY: CITY METHODIST CHURCH

City Methodist Church, once a well-admired architectural marvel of Gary in its heyday, is now the trademark of the stigma of decay that the city faces. The structure is extremely eroded by time and weather, and is actively collapsing, posing both a visual eyesore and safety hazard. Nevertheless, visiting this structure still evokes a certain reverence for its Gothic beauty, exquisite stone, and overgrown allure.

Unfortunately, a vast majority of the building is far too damaged to be restored without placing a significant financial burden on the city. After a recent evaluation, the details of which can be found below, it was determined that both the bell tower and at least one transept of the church can be saved.

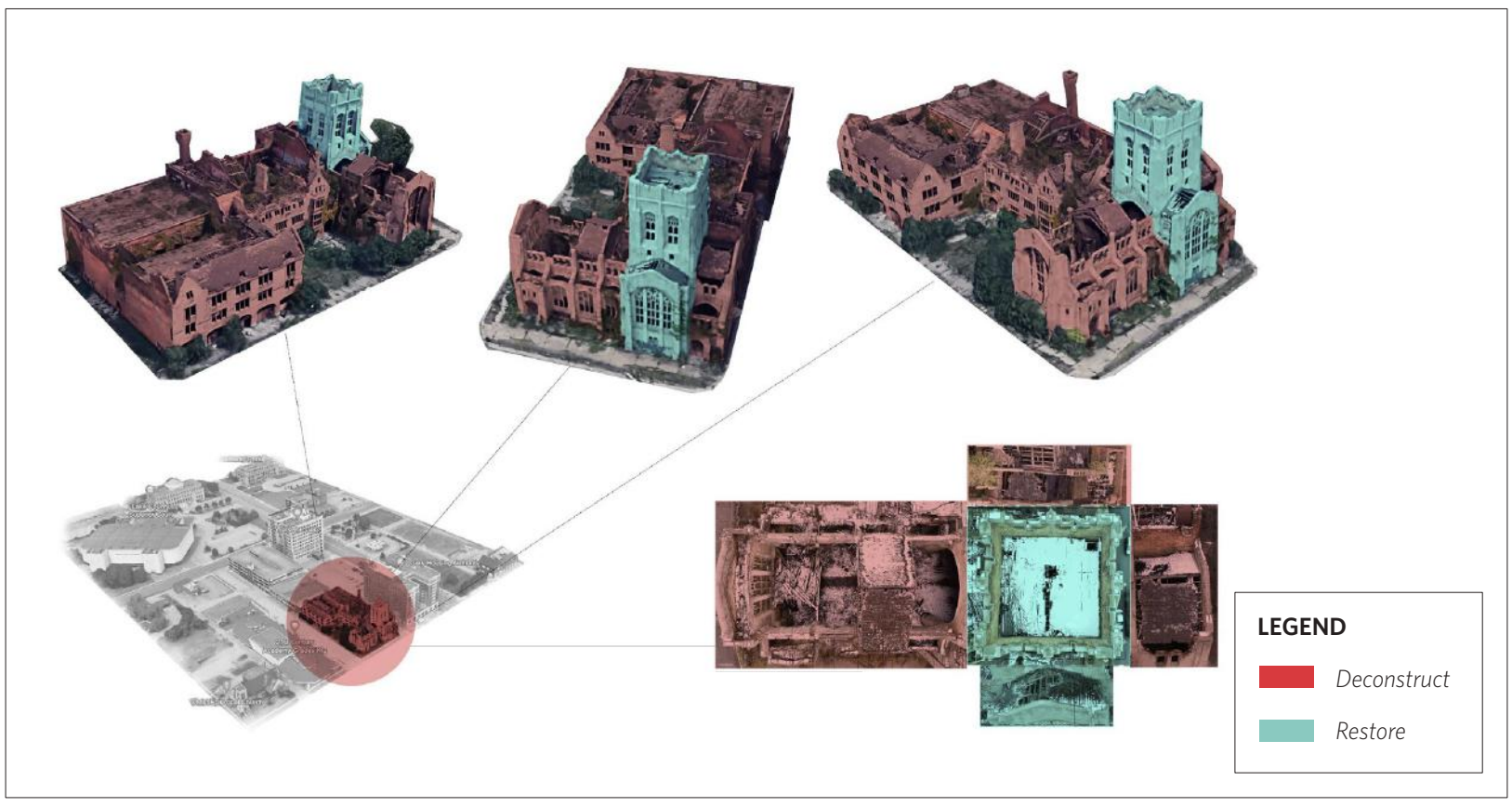
The deconstruction of the remainder of the church is both a loss and a gain. Though the original structure will not re-emerge again, its stones will have a new life: as elements of a new building, as museum-worthy cultural touchstones for the city's history, or as sculptural elements in the proposed City Renaissance Park.

This park is envisioned as a "postcard moment" for Gary. In the city's prime, many iconic buildings and streetscapes served as postcard-worthy views for visitors and community members alike. Few of these old views are intact, but Gary is due for new, future-forward vistas that highlight its revival. City Renaissance Park's name evokes all that it symbolizes: a rebirth of Gary as a beautiful place to live, free from the stigma of abandoned structures. Refer to page 70 for the full proposal for City Renaissance Park.

At the time of issuing this report, the future of the City Methodist tower is uncertain. We strongly recommend deploying all efforts possible to save the bell tower and south transept of this structure.

FIGURE 32: Existing Conditions of City Methodist Church
The team captured these images on a site visit of the church, studying the possibility of saving parts of the building despite its condition

EVALUATION: SAVE THE TOWER



The tower and south transept of City Methodist Church can be repaired; the rest of the church should be deconstructed

As a part of the overall survey of building conditions, the design team conducted a rapid, exterior, visual analysis of the church, and consulted a 2018 engineering study of the church's condition.

The team noted partial collapse of most exterior walls, and recommends that publicly accessible walking and driving areas be cordoned off to prevent any harm to citizens passing by. The roof has collapsed along a majority of the building, and several wood trusses have also fallen. Bell tower and south transept walls are in much better condition, and appear reparable.

Survey Summary Findings:
The structure of the bell tower and the south transept appear to be in sound condition. The rest of the structure presents a life-safety issue to passers-by and should be deconstructed as soon as possible.

Survey Recommendation:
We strongly recommend further study to attempt to save a portion of this structure (specifically the bell tower and at least one transept), and we recommend deconstruction for the remaining portion of the structure.

DECONSTRUCTION: A SUSTAINABLE STRATEGY

Benefits of Deconstruction

- ***Public Health:*** Lead dust is a regular byproduct of taking down historic structures. A typical wrecking ball approach, dry demolition, results in a 600' travel radius; alternatives offer a smaller radius e.g. wet-wet demolition (350') and the Baltimore Protocol of wetting a structure and keeping it wrapped in plastic (60'). Deconstruction in turn contains lead dust by not releasing it all into the air at once, thus eliminating the major source of wind-borne contamination.
- ***Sustainability:*** Hundreds of tons of embodied energy is lost when a building is demolished, and traditional demolition wastes valuable materials; deconstruction actually offers a positive impact by generating salvage materials that can be recycled, upcycled, or sold.
- ***Employment:*** The deconstruction and salvage industries present job opportunities at a local scale.

Roadmap for Creating a Deconstruction Program

0-6 MONTHS

- Identify: potential deconstruction sites, local program leader, viable local partners, retail location
- Begin cohort recruitment and contract training partners

6-12 MONTHS

- Clear the site, acquire tools and equipment
- Complete pre-training and deconstruction training
- Assess deconstruction process and job placement success rate
- Open resale location
- Begin recruitment and site assessment for the second job

12-18 MONTHS

- Clear the second site and train the second cohort
- Assess material sales success and possible program expansion
- Identify future deconstruction sites
- Begin recruitment and site assessment for the third job

Old bricks can be collected for reuse in new buildings

Source: Adobe Stock

Salvaged carved stone can become a sculptural element in local parks

Source: Adobe Stock

ROADMAP: CITY RENAISSANCE PARK

Roadmap for Creating City Renaissance Park

0-6 MONTHS

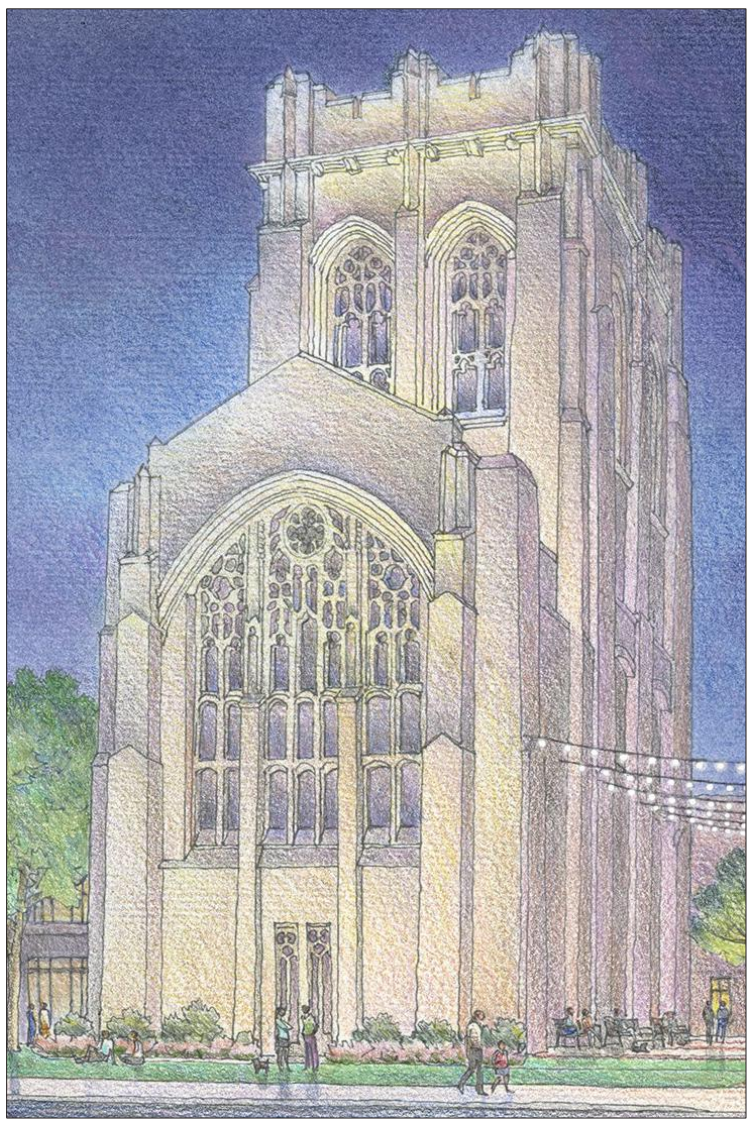
- Remove vegetation, overgrowth, and illegal dumping from site
- Collect, catalog, and store all fallen elements
- Obtain a new engineering plan for retention of the bell tower and south transept without a roof structure
- Seek bids for deconstruction and selective demolition
- Begin a landscape plan for the site and surrounding area

6-12 MONTHS

- Begin deconstruction and selective demolition of ancillary church structures
- Catalog and store all reusable or saleable materials
- Recycle or scrap all non-salvageable metalwork
- Temporarily stabilize elements of the church structure
- Finalize a landscape plan

12-18 MONTHS

- Begin deconstruction and selective demolition of the primary church structure
- Salvage, catalog, and store all reusable or saleable materials
- Remove roofs and perform structural reinforcement of the bell tower and south transept
- Begin streetscape and alley renovation
- Clear site of remaining debris and install park infrastructure
- Finalize walkways, plantings, furniture, and fixtures
- Remove fencing, and host an opening celebration



Rendering of the proposed City Renaissance Park with a restored bell tower and south transept

CASE STUDY: GARY SALVAGE

City Methodist Church is just one example of an abandoned building that can be potentially deconstructed for recyclable materials rather than demolished. In fact, if Gary redirects blight elimination funding towards deconstruction, the city would amass a large supply of brick, stone, and metalwork, among other reusable elements. Storage, cataloging, and a streamlined reuse and resale process for these salvaged materials is essential. A large salvage shop, located in one of Gary's historic downtown buildings, would provide the perfect opportunity to turn this process into an economic opportunity.

With a salvage storage and retail building of this scale, Gary could become a regional hub for reusable materials, and a leader in deconstruction and salvage processes for the Midwest. In collaboration with the deconstruction system recommended earlier and workforce development on the following page, Gary Salvage would have a strong role in the growth of Gary's economy.

FIGURE 33: Salvageable Stone from City Methodist Church
Much of the limestone from City Methodist Church is in reusable condition, and some is exquisitely carved. The tracery saved from this deconstruction process could be sold, generating income for the city.

Source: Google Street View

FIGURE 34: Proposed Salvage Shop in a Restored Building
This recommendation converts a building at Broadway and Eleventh Avenue into a salvage shop. This adaptive reuse proposal works in tandem with the recommended deconstruction program for the city, creating a storage and retail opportunity for recyclable building materials.

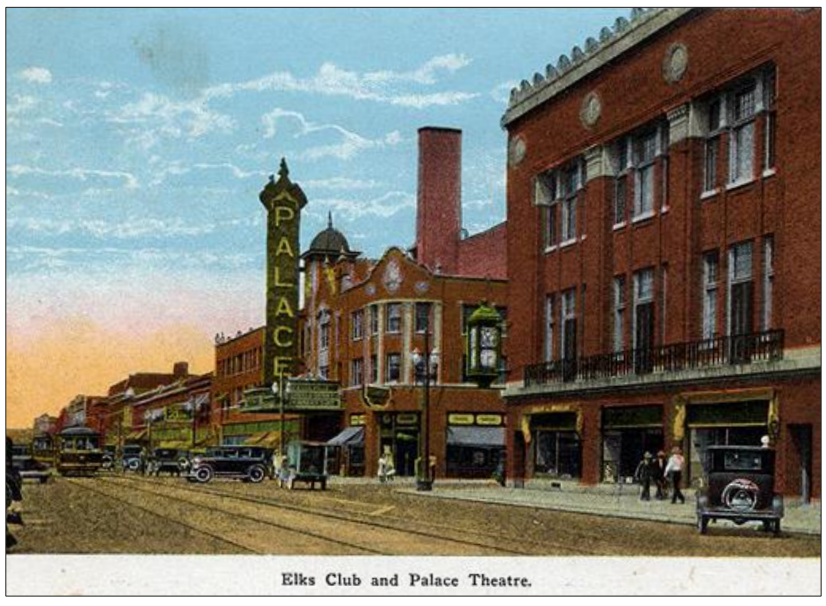


FIGURE 35: Postcard View of the Palace Theater
The theater was once a major draw for regional and national visitors, who came to Gary as a destination for arts and entertainment.
Source: Steven R. Shook

CASE STUDY: PALACE THEATER

One of Gary's most beloved historic structures is the Palace Theater, which drew visitors from all over the region before it closed in the 1970s. The theater was just one of many entertainment attractions in downtown Gary, and its marquee still recalls the era of bustling activity along Broadway. This activity is due to return, and when Gary reemerges as a center of culture and entertainment, the Palace Theater can once again operate as a vibrant and energetic center of activity.

The theater itself has suffered too much damage to be fully restored, but its facades on Broadway and Eleventh Avenue have potential for renovation. An adaptive reuse approach to the building will reinforce the overall character of a revived downtown: mixed-use fabric buildings, alluring storefronts, pedestrian-friendly streets, and a lively public realm.

At the time of issuing this report, the future of the Palace Theater is uncertain. We strongly recommend deploying all efforts possible to save this structure.

FIGURE 36: Proposed Adaptive Reuse of the Palace Theater
This recommendation restores the theater marquee and iconic sign, and establishes ground floor shops, activating the public realm and creating economic opportunity for the city.

WORKFORCE DEVELOPMENT

The city of Gary has two urgent needs, which happen to work together well: restoration of historic buildings, and job opportunities. Currently, there are very few in-city jobs, and most Gary residents commute to other towns and cities to work. With an established historic commission comes the energy to preserve buildings; with preservation comes a culture that values historic structures and materials; with these values come a preference for renovation and deconstruction over demolition; and with these specialized processes comes a demand for skilled workers.

Preservation of historic buildings requires a more specialized workforce, and reinforces important but forgotten skills of dealing with heritage materials, as well as standard skills of bricklaying, carpentry, and construction. A well-restored building will work cyclically with a well-trained workforce to generate respect for both the historic built environment and the current generation working to maintain it.

The overall framework outlined within this report has room for all players at all levels. The impact of workforce development stretches to neighborhood pride, engagement with local schools, and the empowerment of homeowners to appropriately maintain their own property, not to mention the overall economic benefit for the city as a whole.

KEY FINDINGS

1 A culture of preservation creates new jobs

When homeowners, landlords, and large-scale developers all operate within a shared vision of preserving historic structures, they work together to support a strong workforce.

2 A skilled workforce revives and spreads knowledge

The skills and tools needed for preserving historic structures are specialized and often forgotten. A workforce focused on preservation can keep this knowledge alive.

RECOMMENDATIONS

1 Involve all players in workforce development

A capable workforce does not operate in isolation. The new jobs created within Gary's evolving culture of preservation should operate within a wider network of developers, landlords, homeowners, and citizens.

2 A strong education strategy benefits everyone

Workers and homeowners alike can reap the benefits of education about the specifics of historic home maintenance, from gaining new skills to repairing their home.

TRADE SCHOOL CONCEPT

Pre-Apprentice High School Training

A high school-level training program to prepare students for trade schools could operate as a cooperative program across the city, with partners such as Gary Public Schools and the Archdiocese of Gary.

11th-grade students would focus on basic work skills and soft skills. 12th-grade students would begin to explore three areas of study:

- Material reclamation from deconstructed buildings: roofing, stone, brick, finish carpentry, structural timber, windows, and doors
- Carpentry
- Brick masonry

This program could have a possible location in the former St. Mary's Hospital Powerhouse, which offers ample space in three building divisions:

- Left block: 4100sf
- Center block: 5200sf
- Right block: 1800sf

Pathways to Employment

- Bricklayers and Allied Crafts (BAC Local 4)
- Carpenter (Local 250)
- Recycling and Reclamation (ONET 53-7062.04)
- Private Contractors

Pathways to Further Education

- Ivy Tech, Gary, Indiana
- American College of the Building Arts, Charleston, South Carolina
- Belmont College, St. Clairsville, Ohio
- Traditional Trades Advancement Program of the National Park Service, Nationwide

Bricklaying and woodworking are both trades that could be taught at this school
Source: Adobe Stock

PRINTED FACADES

Tactical strategies to create excitement around preservation are critical to fostering a culture that values historic buildings. One recent strategy that is gaining ground in renovation projects worldwide is the use of fabric banners to wrap renovation scaffolding in printed facades of the building beneath. This strategy celebrates the beauty of the hidden building, hides the less-attractive scaffolding, and offers a preview of the building that will be revealed once the restoration process is finished.

In Gary, where many historic buildings must be restored in order to be usable, and where many of these buildings are right in the middle of downtown, consider first stabilizing, then wrapping blighted structures of historical significance with printed fabric to activate the street and start the healing process while seeking development partners. A strategy like this can generate early momentum for a long-term process while buying time for the right development deal to emerge. The trompe l'oeil effect adds interest and whimsy, and is genuinely effective at a distance.

KEY FINDINGS

1 Restoration projects entail long-term, unattractive scaffolding

While a building is in the process of being restored, which can take a very long time depending on the scope of the project, it is surrounded by scaffolding and other construction tools and machines, which detract from the beauty of the public realm.

RECOMMENDATIONS

1 Print facades on large banners to decorate scaffolding during restoration

Throughout the course of a restoration, scaffolding can be decorated with printed banners to create a more visually appealing scene. If these banners are designed and arranged to depict the post-renovation building, visitors to the site will have a preview of what to expect when the building is complete.

Westminster Abbey, London
Source: Project Print Management LLP, https://projectprintmanagement.co.uk/

British Museum, London
Source: Project Print Management LLP, https://projectprintmanagement.co.uk/

Loseley House, London
Source: Project Print Management LLP, https://projectprintmanagement.co.uk/

Development in Chelsea, London
Source: Project Print Management LLP, https://projectprintmanagement.co.uk/

FIGURE 37: Examples of Printed Facades on Buildings
These attractive examples of decorating scaffolding with images of the future building have been highlighted by Project Print Management, a UK-based large-format print company that specializes in fabric facades for renovation projects.

Broadway, Looking North from 7th Street, circa 1915 - Gary Indiana, Source: Stephen R. Shook

PART 5:
ZONING

ZONING OVERVIEW

A city's zoning code is a regulatory framework that defines the public realm by guiding urban design and economic development. The zoning dictates what can be constructed in a particular place, how that building can be used, and how it must sit on the site. Historically, zoning has been used to separate uses, reinforce racial divisions, and provide strict requirements that stifle productive growth. Moreover, zoning documents tend to be dense and difficult to understand, so many of these harmful elements have perpetuated for the simple reason that it takes a great effort to diagnose and remedy a zoning code.

Because the regulatory power of a zoning code is so strong, however, careful, phased changes to a city's zoning can encourage dramatic development, establish productive patterns of growth, enable economic stability, and produce a beautiful and functional public realm. This document proposes changes to the City of Gary's zoning code in three phases:

1. ***Zoning 911:*** This short-term, urgent phase identifies barriers to immediate development that, when removed, will kickstart growth. These quick wins build trust and a culture of successful change.
2. ***Comprehensive Zoning Reform:*** In the longer term, replace use-based zoning with a form-based code for the city.
3. ***Continued Refinements:*** The form-based code is an excellent start, but as the city grows and changes, adjustments to the code are necessary to maintain productive growth at the appropriate scale and density.

KEY FINDINGS

1 Gary's current use-based zoning code is a barrier to development

Many independent factors, such as minimum lot widths or building sizes, make it very difficult to build new in Gary. These barriers are present within business and residential lots alike.

2 Changing a zoning code is a complex political process

Zoning codes are complicated, and redoing a code in its entirety can be a challenge, because the public will be concerned that changes will make their lives worse.

RECOMMENDATIONS

1 Seek quick wins to build momentum around a culture of change

Though a complete overhaul of the previous zoning code is necessary in the long term, trust and momentum can be built by beginning with the most critical, visible, and easily-understood changes to the code. If these changes clearly kickstart development, the community will be more likely to support the eventual rewriting of the entire code.

2 When possible, replace the use-based code with a form-based code

Building on a culture of change established with easy wins, conduct comprehensive code reform to streamline the regulating process by replacing the burdensome use-based code with a form-based code.

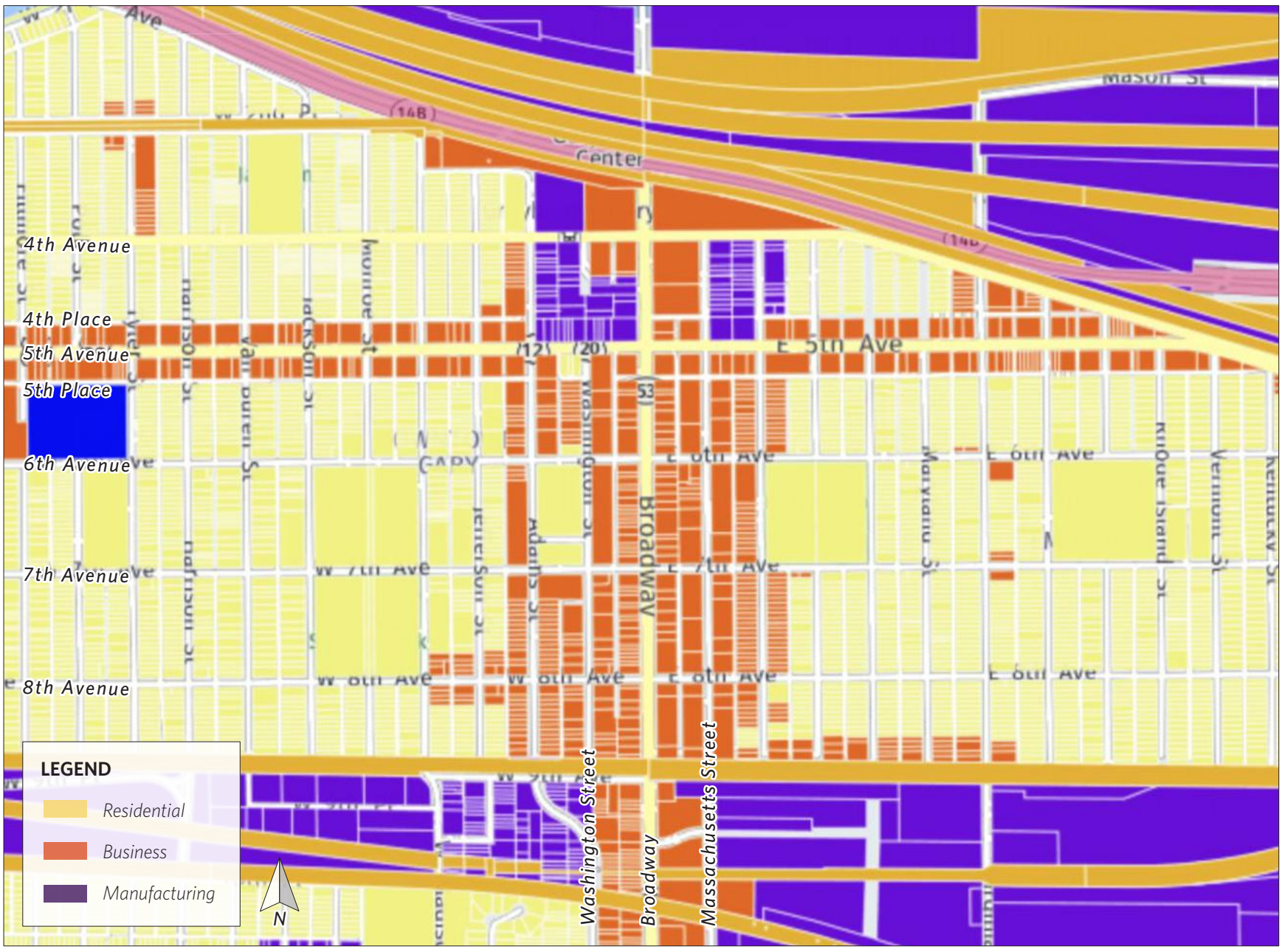


FIGURE 38: Existing Zoning Map of Gary

Gary's residential and business code requirements pose several barriers to development, and the presence of manufacturing lots in the downtown core is not conducive to productive growth.

Source: MsCollins1920 via Carto, City of Gary Zoning Department Website

PRESERVING LINES OF SIGHT

Many of Gary's most beloved historic buildings are currently visible from a distance in many parts of downtown. These buildings cue the experience of entering the core of the city, draw people in, provide compelling vistas, and create pride of place. Protecting lines of sight in the code will preserve the visibility of these structures as new buildings go up. The following codifications are recommended:

1. ***Gary City Hall & County Courthouse Domes:*** Line of sight through alleyways
2. ***Hotel Gary***: Line of sight along west side of Broadway
3. ***Knights of Columbus Building:*** Line of sight along south side of West Fifth Avenue

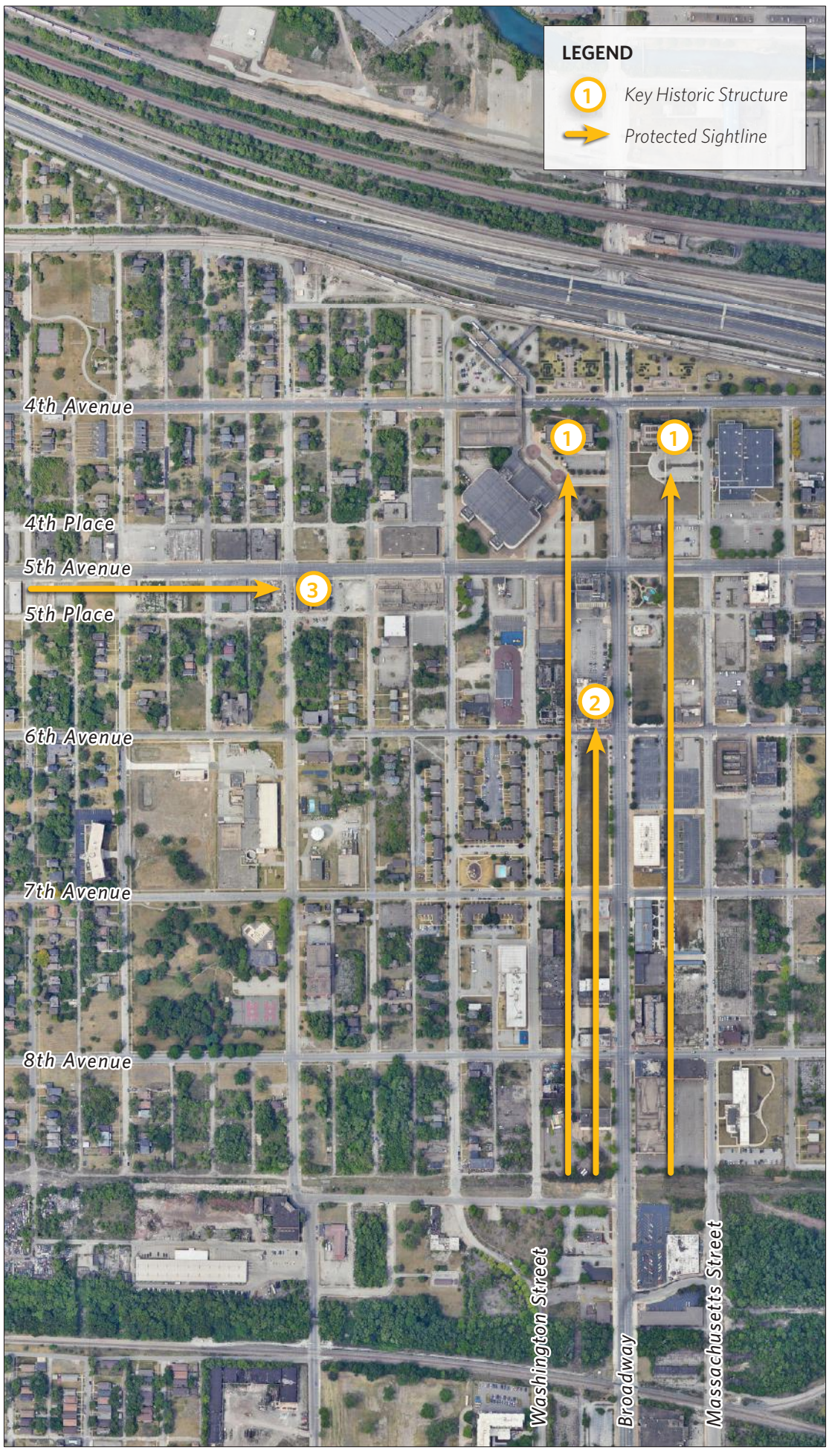
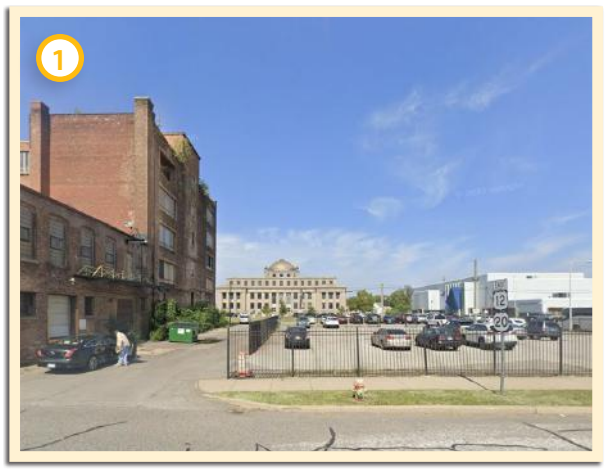
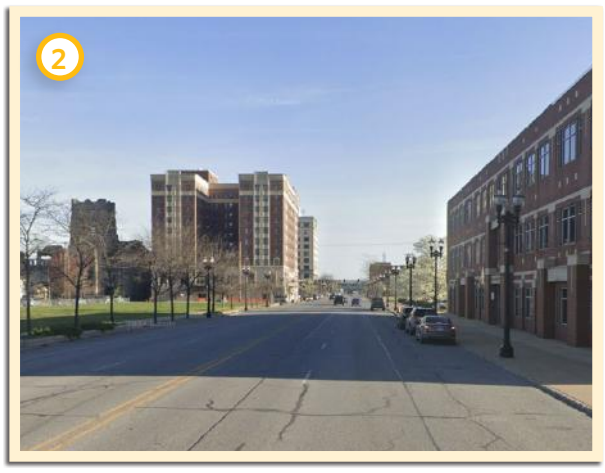


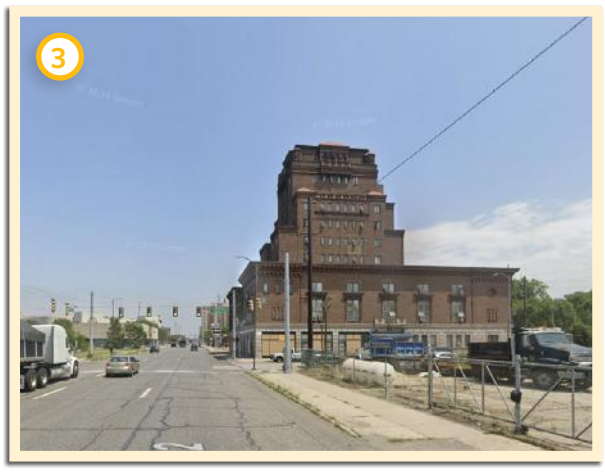
FIGURE 39: Aerial View with Key Sightlines Highlighted
Each of these historic structures provides a strong pride of place for Gary residents, and must remain visible with new growth.



City Hall Dome, visible from an alley parallel to Broadway, looking north



Hotel Gary, visible from Broadway, looking north



Knights of Columbus Building, visible from Fifth Avenue, looking east

PHASE 1: ZONING 911

The first step of the process of zoning reform is to identify and remove barriers to development in the written portion of the zoning code. The following recommendations can be implemented independently from larger comprehensive zoning reform efforts. These modifications will help to facilitate small-scale development in the short-term. No changes are proposed to the zoning map at this stage. These recommendations are designed to work within the zones of the current map.

Gary currently has a use-based code. These codes, also known as exclusionary zoning, were often written to conflict with the realities of the built environments they are intended to regulate, as a way of excluding entire populations of people from participating in homeownership and establishing small businesses. Common examples include mandating:

1. ***Minimum building and side setback widths*** that exceed existing lot widths to prevent building and re-building in certain neighborhoods
2. ***Minimum building size*** that exceeds most residents' abilities to afford the building
3. ***Prohibition of ADUs and missing middle housing*** to reduce affordable housing options
4. ***Inability to mix uses*** – especially housing and food markets – once prevalent in traditional neighborhood centers
5. ***Excessive on-site parking requirements*** that increase property infrastructure costs
6. ***Excessive review board approvals*** that subject residents to delays and the biases of reviewers
7. ***Prohibition of uses common in historic Black communities*** to eliminate community gathering places and restrict economic freedom

ZONING 9-1-1 CONTENTS

1 HOME-BASED MARKETS & BEAUTY SHOPS

CODE EXCERPT:
LIST OF PERMITTED RESIDENTIAL USES

> Agricultural uses, including nurseries and truck gardens, excluding poultry or livestock, provided no odor or dust is created and there is no sale of products not produced on premises

FINDING:
Home-based markets are prohibited

A use-based provision limits the sale of products based on where they were produced, thus preventing residents and families from operating small home-based markets.

RECOMMENDATION:
Allow products from other vendors to be sold in home-based markets

Gary is in desperate need of small markets to procure fresh food and goods, and home-based markets offer a low barrier for residents to support the health and economy of the community at a grassroots level.

CODE EXCERPT:
LIST OF PERMITTED RESIDENTIAL USES

> Beauty shops existing prior to 2010;

FINDING:
New beauty shops are prohibited

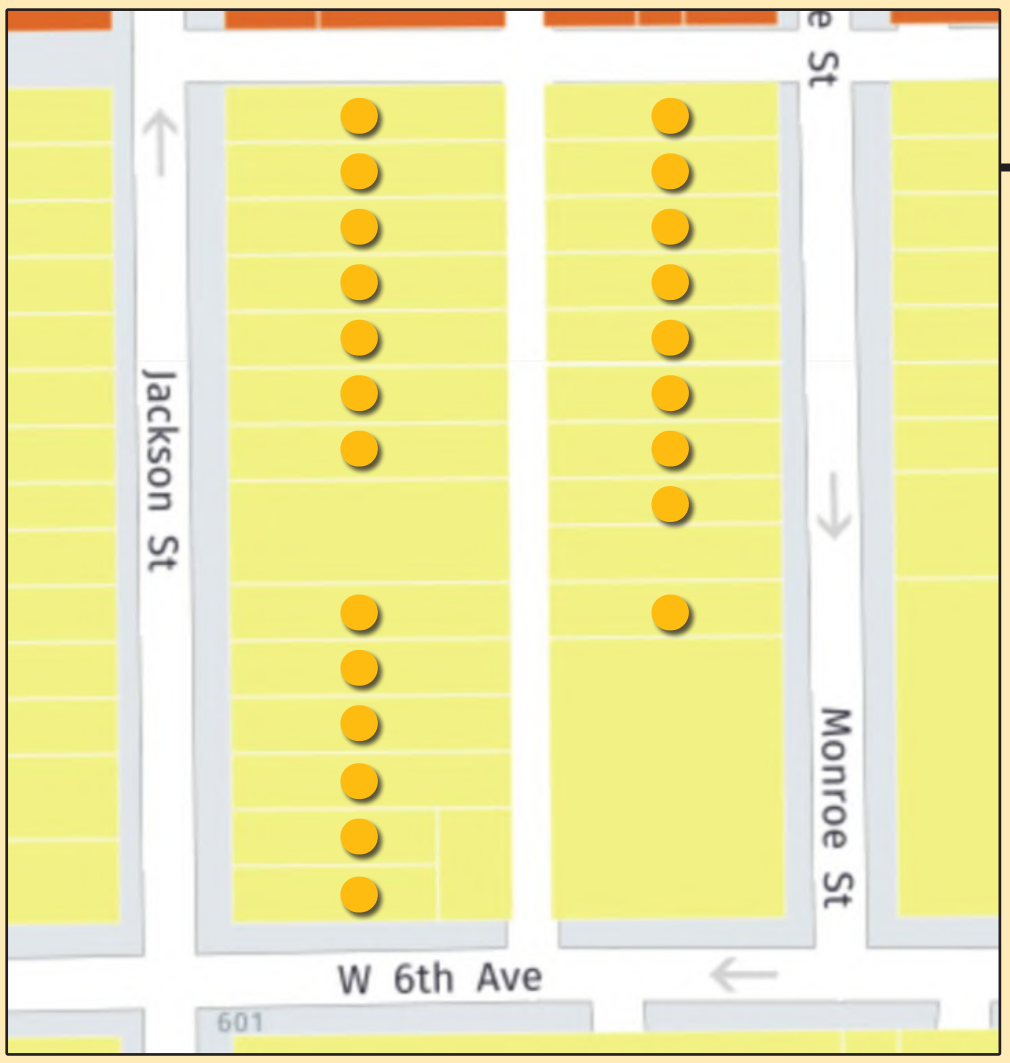
A use-based provision specifically prohibits beauty shops in residential areas unless they existed prior to 2010. Beauty shops have historically been a forum for wealth generation and community organizing in Black communities.

RECOMMENDATION:
Allow beauty shops by right in residential zones

This specific prohibition disproportionately impacts Black residents in Gary. Correcting this discriminatory rule is essential for creating an equitable economic environment.

2 RESIDENTIAL LOT DIMENSIONS

MAP SNAPSHOT:
TYPICAL RESIDENTIAL LOT WIDTHS



FINDING:
Many residential lots are 30′ wide

This common lot width was historically paired with narrow homes, which are now illegal to build per the below code excerpt. The snapshot to the left shows an example of narrow residential lots in the city.

RECOMMENDATION:
Allow development of 30′ lots by right

Because these lots are so prevalent, and because there is such a need for new housing on residential blocks, adjust the code in the short term to enable new development on 30′ lots without a variance.

LEGEND

30′ Lot

CODE EXCERPT:
R-2 DIMENSION REQUIREMENTS

R-2 SINGLE-FAMILY RESIDENTIAL
MAXIMUM FAR: 0.5
MAXIMUM BUILDING COVERAGE: 35% of lot size
MINIMUM LOT SIZE[†]: 6,000 sq. ft.
MINIMUM LOT WIDTH[+]: 50 ft. at the building line

SETBACKS		
FRONT YARD	SIDE YARD	REAR YARD
The lesser of 25 ft. or 20% of lot size.*	One-story dwelling: yard on each side >5 ft. deep, 12 ft. combined or 20% of lot width, whichever is less Two or more-story dwelling: yard on each side >5 ft. deep, 15 ft. combined or 25% of lot width, whichever is less Reversed corner lot: side yard adjacent to street > 10 ft. All other buildings: each side yard > ½ building height, but no less than 15 ft.^	> 2/3 building height, but no less than 30 ft.

[†]Single-family detached dwellings are excluded from this requirement where authorized by the BZA
*Minimum depth can be extended to 40 ft. where lots comprising 40% or more of the frontage on the same street within the same block are developed, with building having front yards with a variation of not more than ten ft. in depth. For buildings taller than 25 ft., the minimum setback shall be increased by one foot for every two ft. taller than 25 ft., but in no case shall a front yard of more than 40 ft. be required.
^does not pertain to permitted uses, listed below

PARKING:
- Must be located on the same lot as the dwelling
- One parking space must be provided for each dwelling unit
- See parking chart for non-residential parking space requirements

Every single-family detached dwelling hereafter erected and every two-family detached dwelling hereafter established as a transitional land use shall be on a zoning lot having a minimum area of 5,000 square feet and a minimum width of 59 feet at the building line. However, a lot of record on the effective date of the ordinance from which this chapter is derived which is less than 5,000 square feet in area or 40 feet in width may be improved with a single-family detached dwelling or a two-family detached dwelling as a transitional land use where authorized by the board of appeals in accordance with the provisions of this chapter.

FINDING:
Minimum lot size and width exceed typical lot widths – building on narrow lots is illegal

The current minimum lot size and building width requirements make building on 30′ lots illegal without BZA (Board of Zoning Appeals) approval.

FINDING:
Side yard setbacks restrict building width

On narrow 30′ lots, a side setback of 12′ combined reduces building width to a structure too narrow to build.

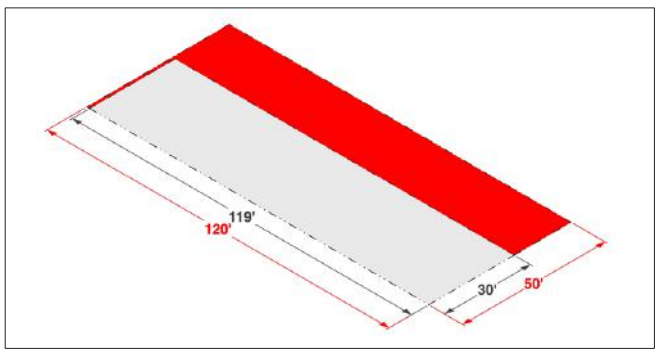
RECOMMENDATION:
Eliminate minimum lot area, reduce minimum lot width and side setbacks

Abolish the minimum lot area requirement, reduce the minimum lot width to 30′, and reduce the side setbacks to 10′ combined.

2 RESIDENTIAL LOT DIMENSIONS

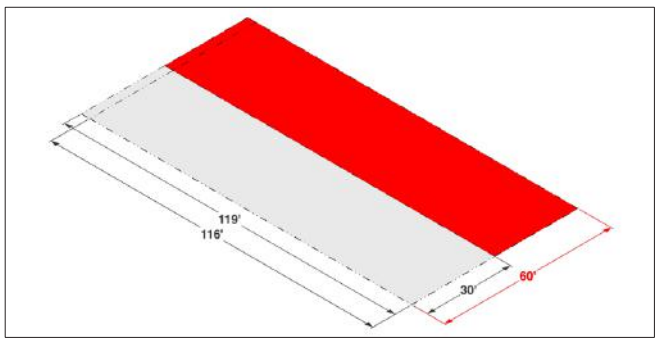
ILLUSTRATION:
EXISTING VS. PROPOSED LOT DIMENSIONS IN ZONES R2-R6

EXISTING

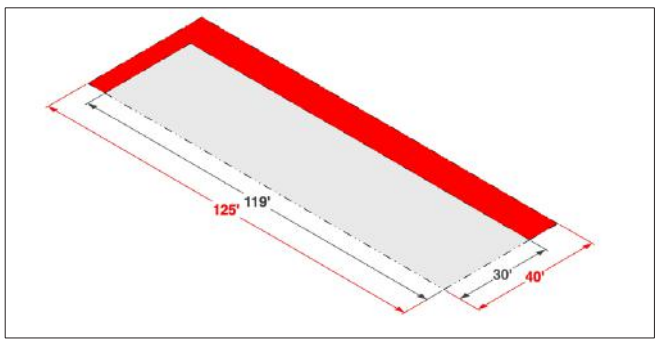


R2 Lot Dimensions	
Minimum Lot Width	50′
Minimum Lot Depth*	120′
Minimum Lot Area	6,000 SF

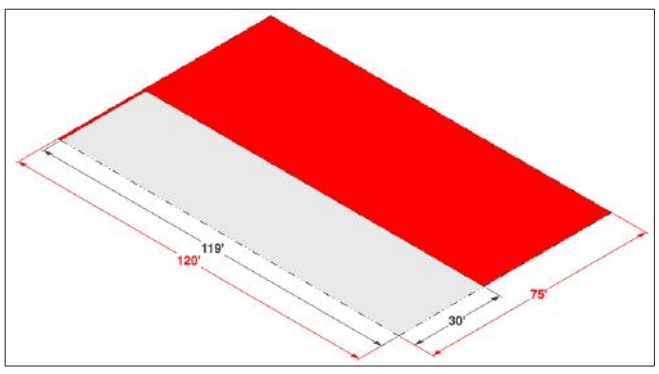
LEGEND
Required Lot
Narrow Lot



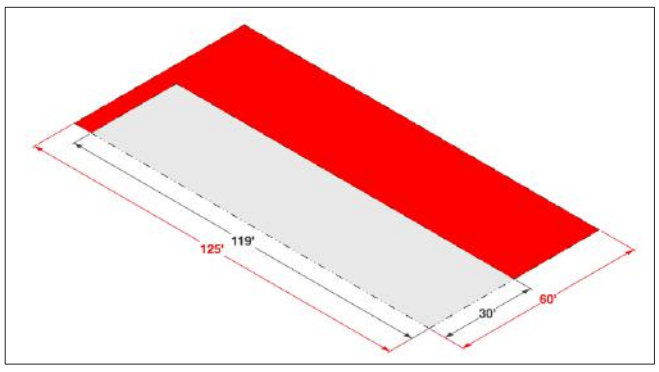
R3 Lot Dimensions	
Minimum Lot Width	60′
Minimum Lot Depth*	116′
Minimum Lot Area	7,000 SF



R4 Lot Dimensions	
Minimum Lot Width	40′
Minimum Lot Depth*	125′
Minimum Lot Area	5,000 SF



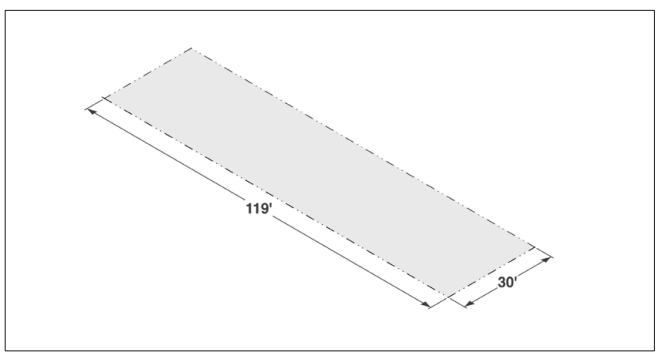
R5 Lot Dimensions	
Minimum Lot Width	75′
Minimum Lot Depth*	120′
Minimum Lot Area	9,000 SF



R6 Lot Dimensions	
Minimum Lot Width	60′
Minimum Lot Depth*	125′
Minimum Lot Area	7,500 SF

*derived by dividing lot area by lot width

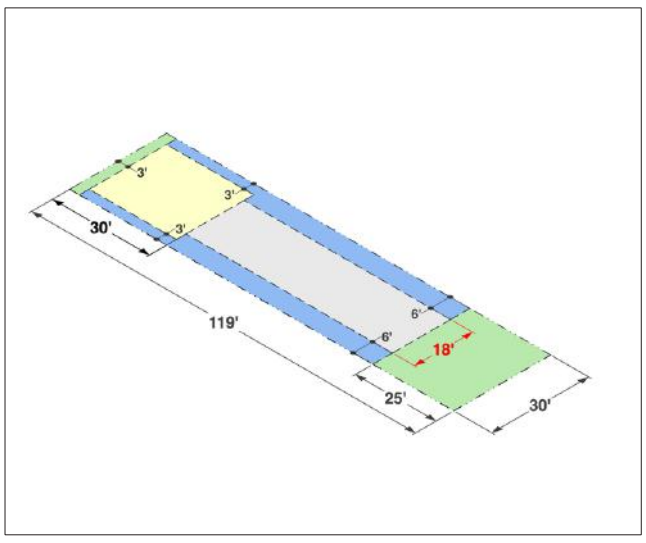
PROPOSED



R2-R6 Lot Dimensions	
Minimum Lot Width	30′
Minimum Lot Depth	119′
Minimum Lot Area	None

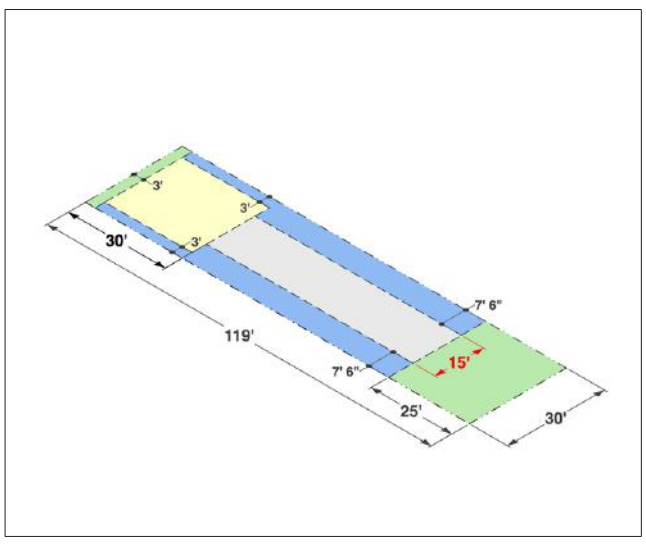
ILLUSTRATION:
EXISTING VS. PROPOSED SIDE SETBACKS IN ZONES R2-R6

EXISTING *example conditions chosen to illustrate conflicts; not an exhaustive list

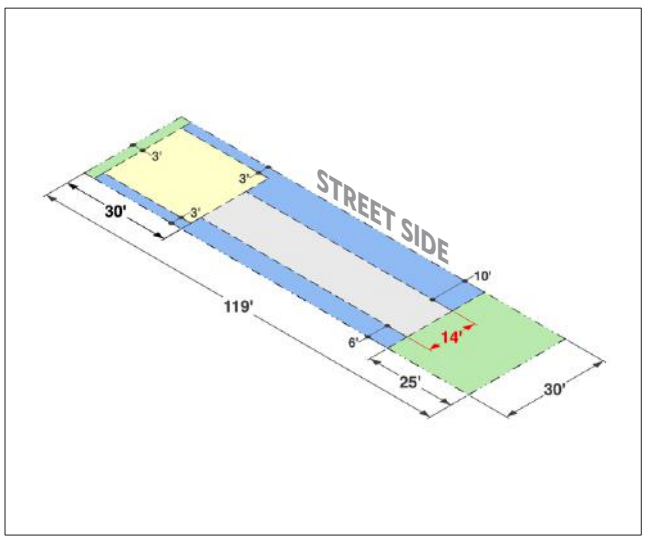


R2-R4 One-Story Building	
Front Yard Setback	25′
Side Yard Setback	12′ combined
Rear Yard Setback	30′

LEGEND
- *Front Yard*
- *Side Yard*
- *Rear Yard*
- *Buildable Area*
- *Encroaching Porch*

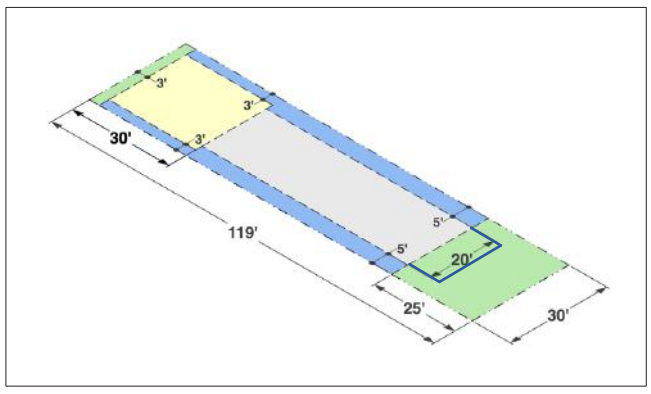


R2-R4 Two-Story Building	
Front Yard Setback	25′
Side Yard Setback	15′ combined
Rear Yard Setback	30′



R2-R4 Corner Lot	
Front Yard Setback	25′
Side Yard Setback	>5′ each side; 10′ from street
Rear Yard Setback	30′

PROPOSED



R2-R6 Setbacks	
Front Yard Setback	25′ **
Side Yard Setback	5′ each side
Rear Yard Setback	30′

**with porch encroaching;
match setback of neighboring houses on the street if different

3 ACCESSORY DWELLING UNITS ON RESIDENTIAL LOTS

CODE EXCERPT:
PRINCIPAL & ACCESSORY BUILDINGS

(j) On every zoning lot, a rear yard shall be provided. The rear yard shall be not less in depth than two-thirds of the building height, as defined in this chapter, but in no case less than 30 feet. Required rear yards shall be unobstructed from ground level to sky, except as otherwise provided in section 123-333.

Sec. 123-332. - Principal and accessory buildings.

(a) Except in the case of planned developments, not more than one principal detached residential building shall be located on a zoning lot, nor shall a principal detached residential building be located on the same zoning lot with any other principal building.

(b) No accessory building or structure shall be constructed on any lot prior to the time of construction of the principal building to which it is accessory. No accessory building or buildings shall occupy more than 40 percent of the area of a required rear yard. No accessory building or portion thereof located in a required rear yard shall exceed 15 feet in height. On a reversed corner lot in a residence district and within 15 feet of any adjacent property to the rear in a residence district, no accessory building or portion thereof located in a required rear yard shall be closer to the side lot line abutting the street than a distance equal to 60 percent of the least depth which would be required under this chapter for the front yard on the adjacent property to the rear. Further, in the above instance, no accessory building shall be located within five feet of any part of a rear lot line which coincides with a side lot line or portion thereof of property in an R1, R1A, R2, R3, or R4 district.

(Code 1960, §§ 6-505, 6-506; Code 1989, § 163.008; Ord. No. 3376; Ord. No. 8256, § 1(163.008), 2-17-2009)

FINDING:
ADU height is restricted to 15'

This height restriction means that ADUs cannot be more than one story.

RECOMMENDATION:
Allow ADU height up to two stories

Allowing up to two-story ADUs offers residents greater flexibility in preserving rear yard building coverage while maximizing habitable space. A two-story configuration allows for the construction of carriage houses and other building types that offer ground floor storage or the option for additional dwelling space within the same footprint.

CODE ANALYSIS:
REAR YARD STATISTICS IN NARROW LOTS

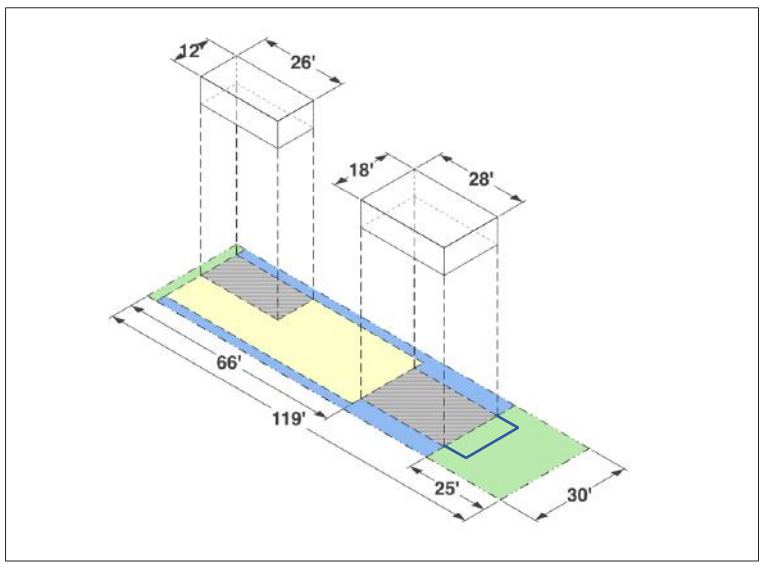
Width	30 ft.
Depth	119 ft.
Area	3,570 sq. ft.
Maximum Building Coverage	1,249 sq. ft.
Maximum Habitable Space	1,785 sq. ft.

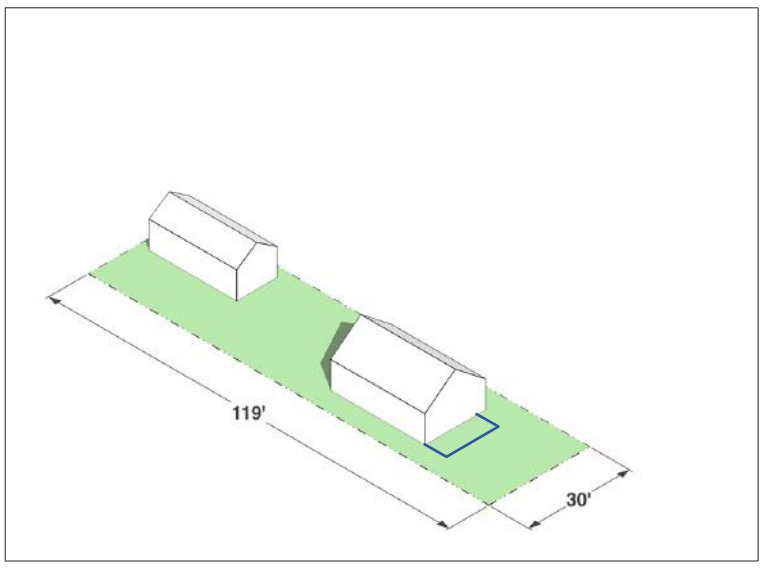
RECOMMENDATION:
Specify 10 feet between principal building and ADU

Maintain current lot building coverage, rear yard building coverage, and FAR values. Codify 10' as the minimum distance between the rear line of principal buildings and the frontage line of ADUs to ensure adequate passage and fire safety separation.

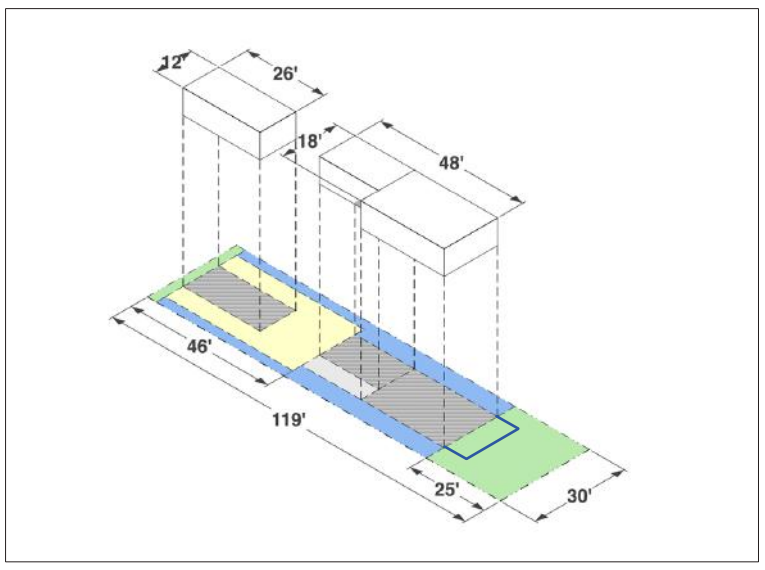
ILLUSTRATION:
PROPOSED ADU CONFIGURATIONS WITH AN R2 ONE-STORY STRUCTURE

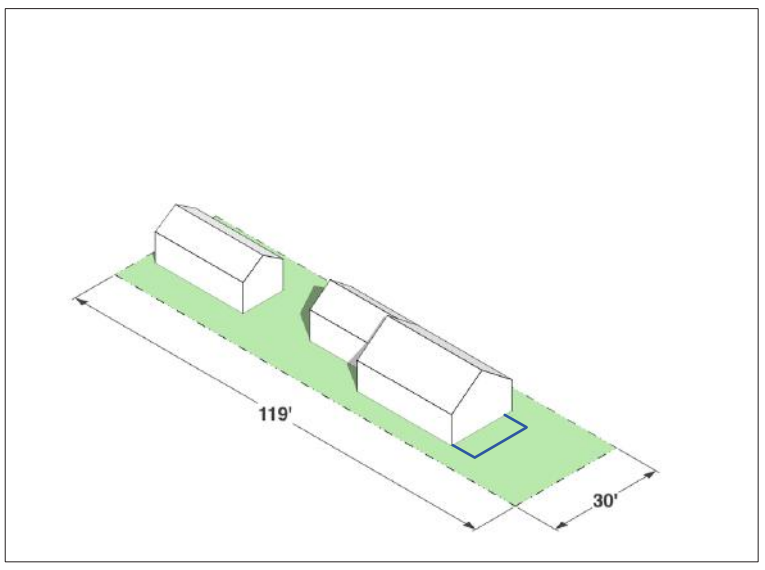
PROPOSED





Configuration A:
Small Home with One-Story ADU





Configuration B:
Small Home with Future Addition and ADU

LEGEND

- *Front Yard*
- *Side Yard*
- *Rear Yard*
- *Buildable Area*
- *Encroaching Porch*

4 PARKING AT RESIDENTIAL LOTS

CODE EXCERPT:
PARKING REQUIREMENTS

RESIDENTIAL USES	
Single-family dwelling	One space per dwelling unit
Two-family dwelling	One space per dwelling unit
Multiple-family dwelling	0.75 spaces per dwelling unit; 0.5 spaces per efficiency unit

PARKING:

- Must be located on the same lot as the dwelling
- One parking space must be provided for each dwelling unit

FINDING:
On-site parking requires front yard space and additional paving

On-site parking on narrow historic lots consumes valuable garden space and requires residents to invest in additional paving to properly store their vehicles outside. Meanwhile, ample roadway pavement just a few feet way could serve as parking space.

RECOMMENDATION:
Allow on-street/off-site parking to contribute to parking requirements

- Eliminate on-site parking requirements for R-2 through R-4 zones (single-family and two-family dwellings). The pavement areas of Gary's neighborhood streets are generously sized and underutilized.
- Make on-street parking available and allow spaces within 500′ of a residential lot to contribute to that lot's parking requirements. This distance allows spaces within a typical Gary block to be considered.
- Allow handicapped residents to request reserved handicapped parking in front of their homes. Residents can still have the option to build on-site parking.

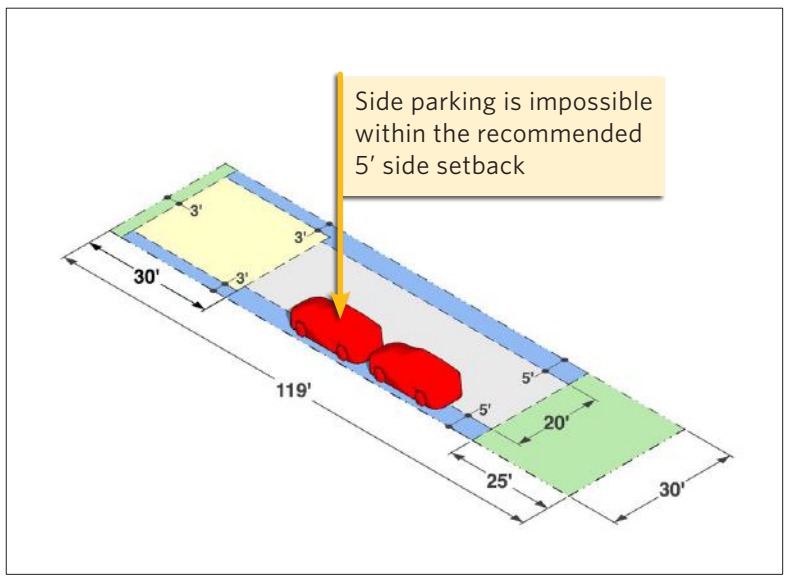
These changes will contribute to a safer and more welcoming neighborhood character as fronts of houses face the street instead of the backs of cars and trucks. On-street parking also reduces the speeds of motorists on the street.

RECOMMENDATION:
Prepare to conduct a parking reduction plan

Conduct a parking reduction study and include a plan in the new zoning code. This plan will recommend parking requirement reductions as the implementation of the masterplan reaches key milestones of fulfillment. As the city builds according to its new form-based code over the coming decades, walkability will increase and the need to drive and park for short trips will decrease. Note: parking accommodations will still be needed to accommodate residents and visitors with disabilities as well as those making longer commutes. Most cities find that on-site parking needs can be transitioned over to on-street parking and a select number of well-placed parking garages.

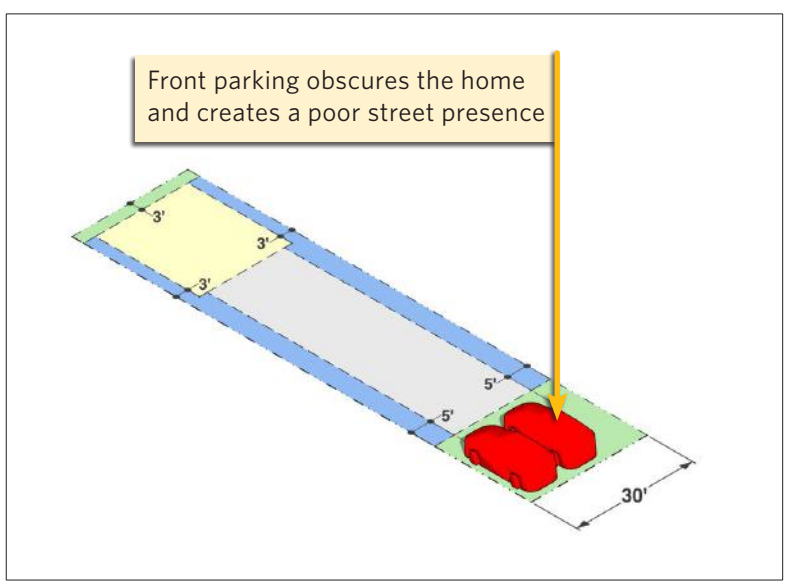
ILLUSTRATION:
EXISTING VS. PROPOSED PARKING CONDITIONS

EXISTING



R2-R4 Parking	
Required Parking Spaces	1 per unit* on site

*illustrations presume two units, but conflicts hold for any unit number on a narrow lot



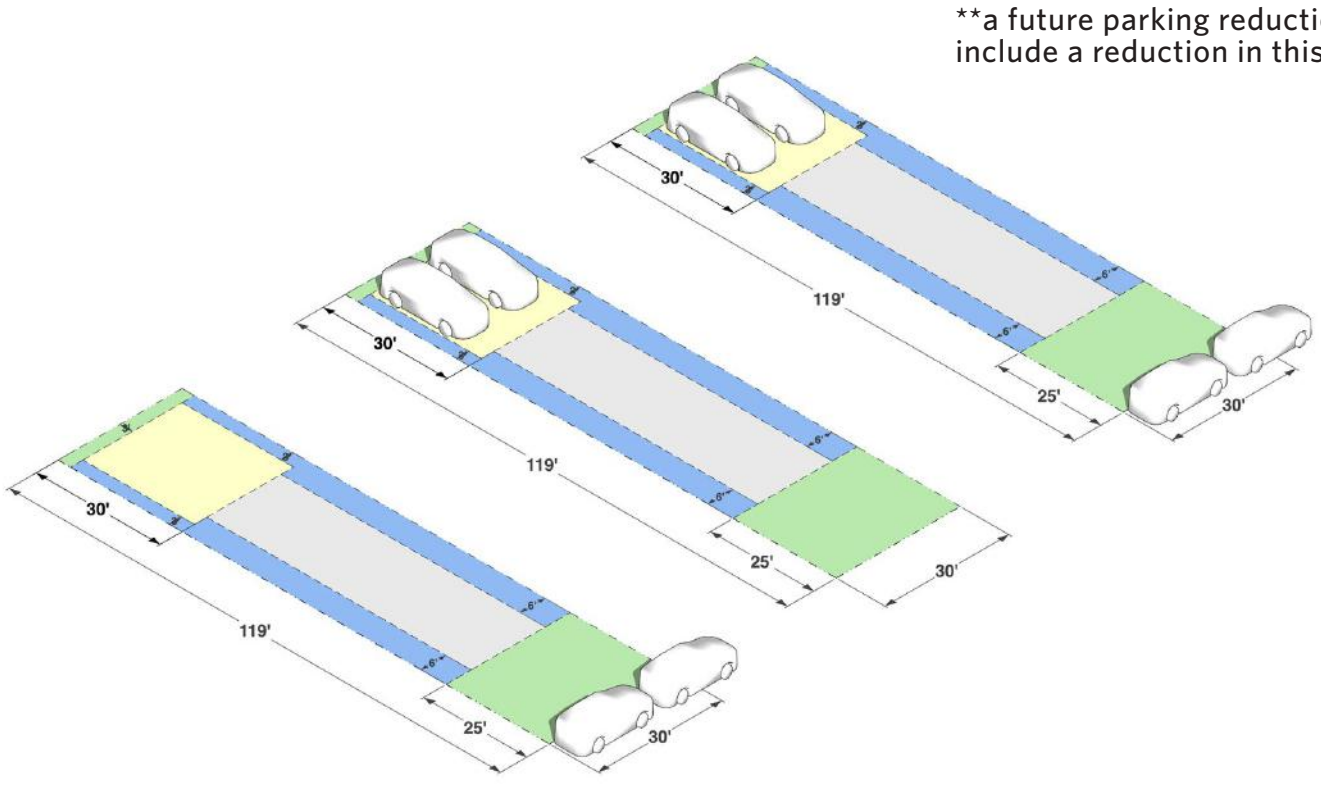
LEGEND

- *Front Yard*
- *Side Yard*
- *Rear Yard*
- *Buildable Area*

PROPOSED

R2-R4 Parking	
Required Parking Spaces	1 per unit** in rear yard and/or on street

**a future parking reduction plan may include a reduction in this number



5 RETAIL LOT DIMENSIONS & MASSING

MAP SNAPSHOT:
NARROW RETAIL LOTS

LEGEND
- *Residential*
- *Business*
- *Manufacturing*

FINDING:
Dominant B zones in the downtown study area include B-2, B-3, and B-5

B-2 lots run along Broadway; B-3 lots run along Fifth Avenue west of Broadway and in the downtown core along I-90; B-5 lots run along Washington and Adams Streets and along Fifth Avenue east of Broadway. B-2 lots currently require a minimum lot width of 60′.

RECOMMENDATION:
Adapt the code to 25′ lot widths

Because these lots are so prevalent, and because there is such a need for new retail on downtown blocks, adjust the code to allow 25′ lots, to enable new development.

CODE EXCERPT:
B-2 DIMENSION REQUIREMENTS

B-2 GENERALRETAIL

MAXIMUM GROSS FLOOR AREA: 12,500 sq. ft.
MAXIMUM FAR: 1.5 (B2-1), 2.5 (B2-2), 3.5 (B2-3)

FOR RESIDENTIAL USES:
MINIMUM LIVING AREA: 1,000 sq. ft. per unit, 800 sq. ft. per efficiency unit
MINIMUM LOT SIZE[+]: 7,500 sq. ft.
MINIMUM LOT WIDTH: 60 ft.

+A lot which is less than 7,500 sq. ft. or 60 ft. in width may be improved with a building containing no more than two dwelling units. However, when the lot is less than 60 ft. in width and is in the same ownership as an adjoining unimproved lot on the same street, it shall not be improved with a residential use unless both lots are combined as a single zoning lot for this purpose or unless further re-subdivision produces the requisite 60 ft. minimum lot width.

FINDING:
Minimum lot size and width exceeds existing conditions – building on narrow lots is illegal

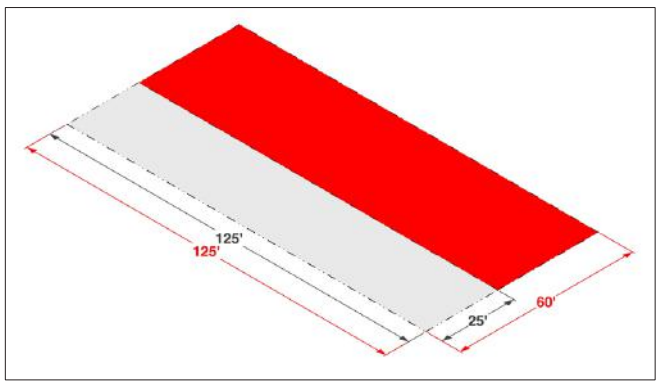
The current minimum lot size and building width requirements make building on these lots illegal without BZA (Board of Zoning Appeals) approval.

RECOMMENDATION:
Abolish the minimum lot area requirement and reduce the minimum lot width to 25′

Changing these dimensional requirements will enable legal construction on narrow lots, as well as a building width and mass typical of historic Gary fabric buildings.

ILLUSTRATION:
EXISTING VS. PROPOSED LOT DIMENSIONS IN ZONE B2-3

EXISTING

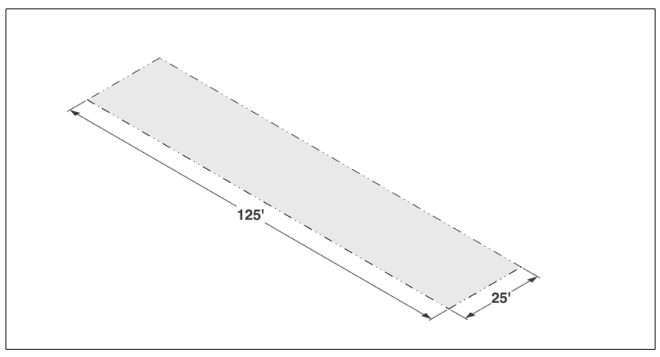


B2-3 Lot Dimensions	
Minimum Lot Width	60′
Minimum Lot Depth*	125′
Minimum Lot Area	7,500 SF

LEGEND
Required Lot
Narrow Lot

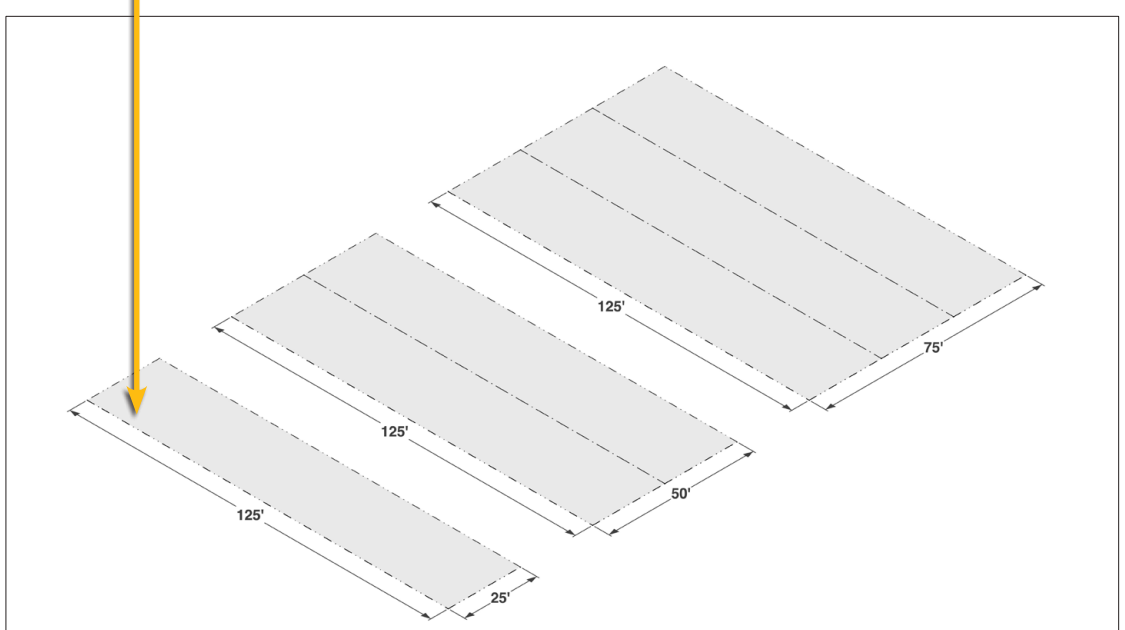
*derived by dividing lot area by lot width

PROPOSED



B2-3 Lot Dimensions	
Minimum Lot Width	25′
Minimum Lot Depth	125′
Minimum Lot Area	None

For larger buildings, narrow lots can easily be combined in increments of 25′



6 BUSINESS ZONE SPECIFICATIONS

A - BUILDING SETBACKS AS MEASURED FROM PROPERTY LINES

Buildings shall be located on the site as indicated below. Setbacks shall apply to all floors (for example, if the ground floor is set back five feet from the Primary Property Line, upper floors shall be set back a minimum of five feet from the Primary Property Line).

a Primary Street Setback

Ground Floor Non-Residential	0′
Ground Floor Residential*	5′ min. / 10′ max.

b Side Street Setback

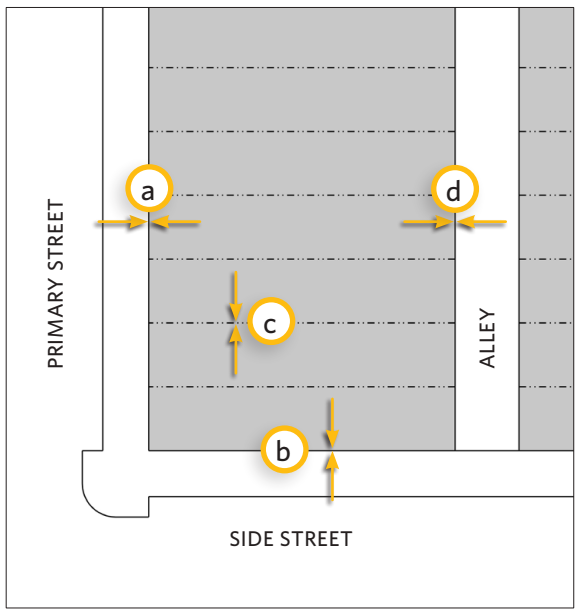
Ground Floor Non-Residential	0′
Ground Floor Residential*	5′ min. / 10′ max.

c Side Yard Setback

Ground Floor Non-Residential	0′ for first 40′ of building depth
Ground Floor Residential*	5′ min. / 10′ max.

d Rear Setback

With Alley	5′ min.
Without Alley	15′ min.



* Residential uses are prohibited from the ground floor of all frontages facing Broadway between Fourth Avenue and Ninth Avenue.

B - BUILDING HEIGHT

Buildings shall be located on the site as indicated below. Setbacks shall apply to all floors (for example, if the ground floor is set back five feet from the Primary Property Line, upper floors shall be set back a minimum of five feet from the Primary Property Line).

a Top of plate height above adjacent sidewalk

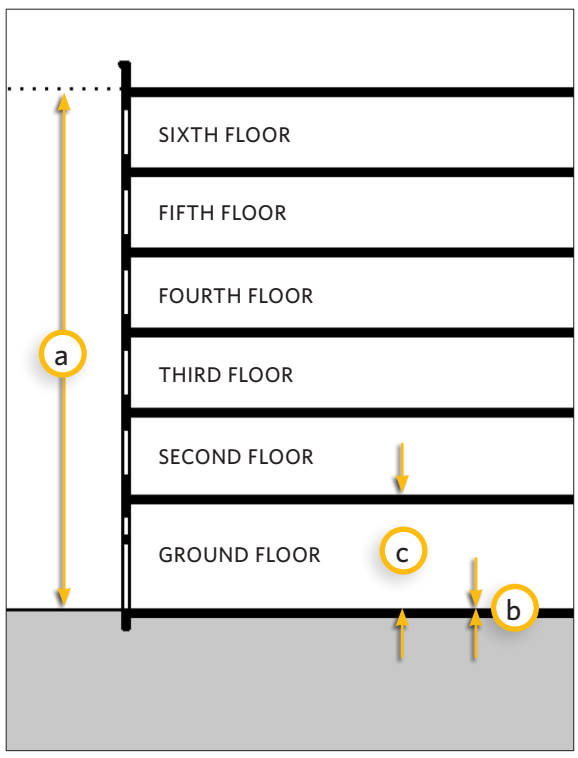
Downtown Core	6 stories max.
Downtown General	4 stories max.

b Ground floor above grade at building setback line

Non-Residential	0′ max.

c Ground story floor-to-floor height

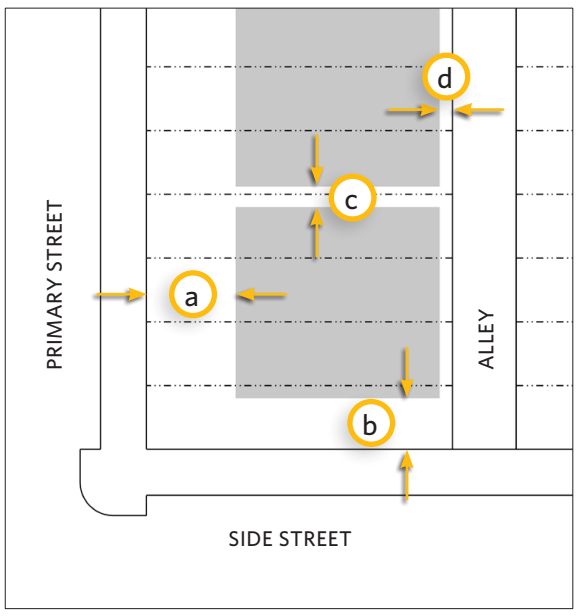
Non-Residential	16′ min.
Residential (Grade to 2nd Floor)	16′ min.



C - PARKING PLACEMENT

On-site parking shall be located as indicated below.

a Primary Street Setback	
Surface	35′ min.
Podium	35′ min.
b Side Street Setback	
Surface	20′ min.
Podium	35′ min.
c Side Yard Setback	
Surface	5′ min.
Podium	15′ min.
d Rear Setback	
Surface	5′ min.
Podium (with alley)	5′ min.
Podium (without alley)	15′ min.



D - PARKING RECOMMENDATIONS

Parking minimums hinder economic development by reducing the buildable footprint of a structure, eliminating open space on a property, or forcing the construction of expensive parking garages. Cities throughout the country, including South Bend, IN, are eliminating parking minimums. Eliminating parking minimums does not mean eliminating parking, it simply means letting the market decide what is needed.

Recommendation:
Eliminate parking requirements in the proposed Downtown Core and Downtown General Zones, see Figure 40.

Supporting Resources:
Strong Towns, a non-profit that studies failed patterns of development and economic models of growth, closely follows cities around the nation who are eliminating minimum parking requirements. Visit https://www.strongtowns.org/parking, for resources, data, and case studies outlining the economic benefits of reducing and/or eliminating parking requirements.

6 BUSINESS ZONE SPECIFICATIONS

E - OPEN SPACE REQUIREMENTS

Permissible Open Space Options: One or more of the On-Site Open Space Types listed below shall be provided on each lot. The required On-Site Open Space shall be generally rectangular in form with the below-listed minimum size requirements, and must be accommodated behind the Primary Street setback line.

(a) Side Garden

Minimum Area	15% of total lot area
Minimum Dimensions	20′ x 20′

(b) Courtyard

Minimum Area	15% of total lot area
Minimum Dimensions	20′ x 20′

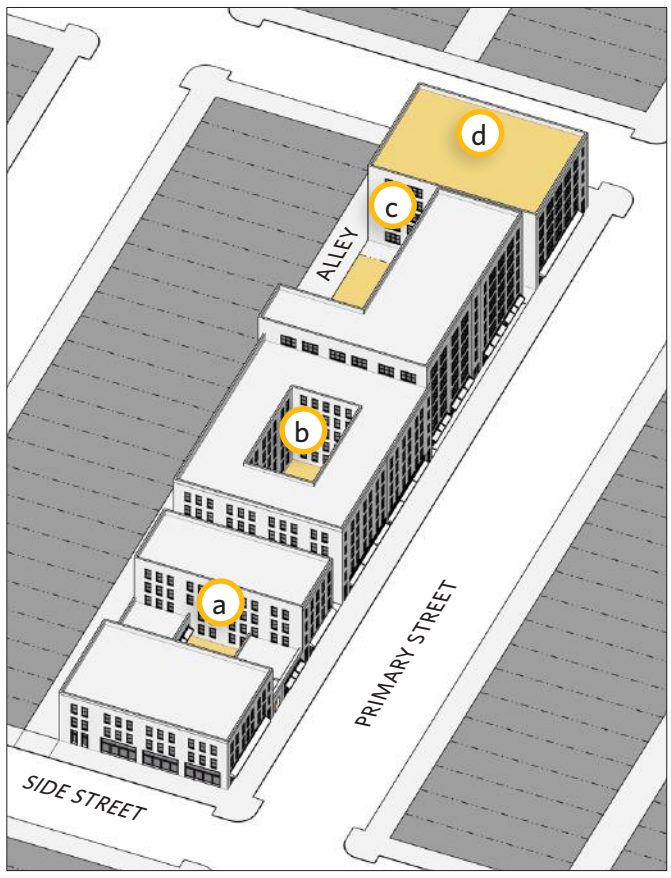
(c) Backyard

Minimum Area	15% of total lot area
Minimum Dimensions	20′ x 20′

(d) Roof Deck

Minimum Area	15% of total lot area
Minimum Dimensions	20′ x 20′

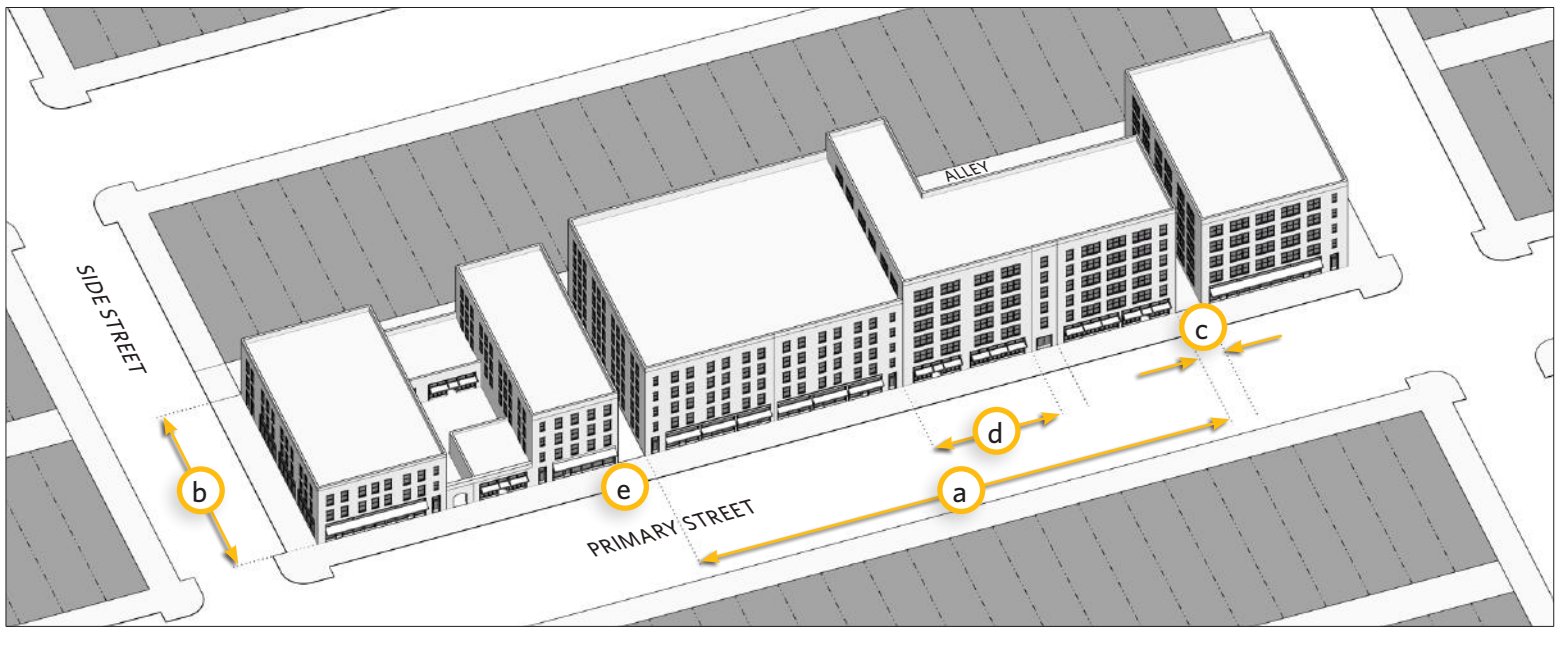
Private On-Site Open Space: Where private open space in the form of a yard, balcony, or roof deck is provided for a residential unit, it shall have a minimum area of 40 sf with a minimum width of 5′.



F - BUILDING SIZE AND SEPARATION

Buildings shall be designed per the following building length and facade increment standards.

(a)	Building Length along Primary Street	150′ max.	
(b)	Building Length along Side Street	100′ max.	
(c)	Building Separation along Primary Street	15′ min.	
(d)	Facade Increment	75′ max.	
(e)	Recommend adding a minimum of one, ideally two, east-west pedestrian passages on each block.		



G - FRONTAGE ELEMENTS, ALLOWED ENCROACHMENTS, AND ACCESS

Required Frontage Elements:
All street- and court-facing building facades shall provide at least one of the frontage elements listed below. Required Frontage Elements may encroach into the Primary Street and Side Street setbacks as measured from the building facade as identified below.

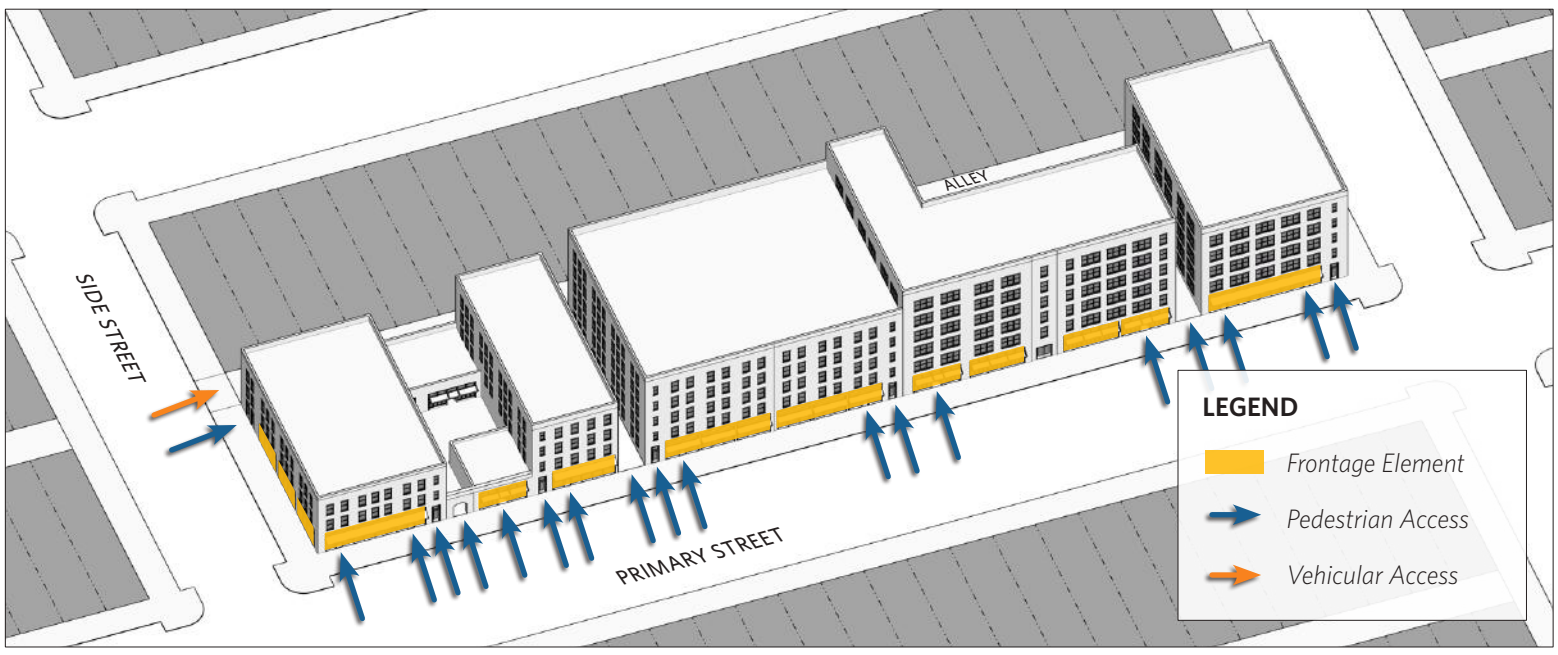
Frontage Element	Encroachment
Shopfront	To R.O.W. line
Stoop	5′
Door Yard	To R.O.W. line

Optional Frontage Elements:
The following Frontage Elements may be provided on all street- and courtyard-facing facades. Optional Frontage Elements may encroach into the Primary Street and Side Street setbacks or right-of-way as measured from the building facade as identified below.

Frontage Element	Encroachment
Balcony (upper floors)	5′ into R.O.W./setback
Bay Window	3′ into R.O.W./setback
Cantilevered Room	2′ into setback
Awning, Canopy	Within 2′ of curb

Pedestrian Access:
(a) All ground floors shall be accessed directly from the sidewalk either directly to each unit or commercial space through an appropriate Frontage Element, Lobby, or On-site Open Space, such as a Court.
(b) Upper floor uses may be accessed through an Exterior Stair, Interior Stair, or Lobby.

Vehicular Access:
(a) Parking access from Broadway is prohibited.
(b) Parking shall be accessed from an alley or a side street.
(c) Where an alley is not present (excluding Broadway), parking/service areas may be accessed from primary street. Driveways shall be located as close to the side property line as possible.
(d) Parking/service areas for corner lots shall be accessed from side street.



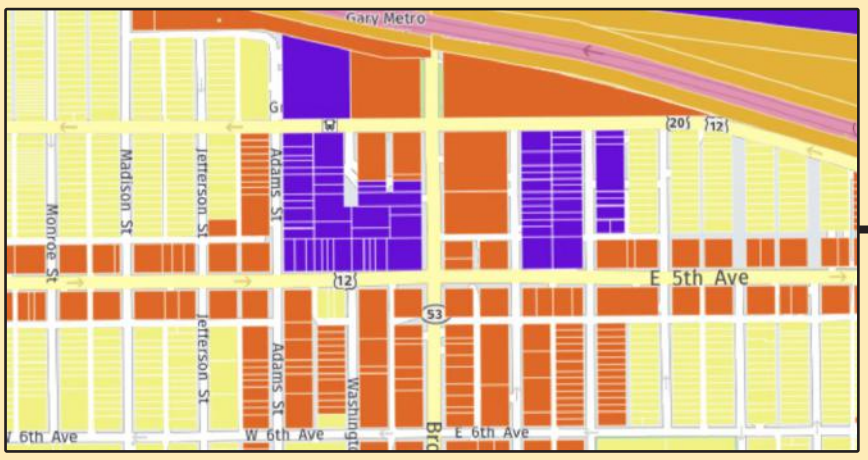
H - SIGNAGE

Allowed Signage Types: A maximum of two of the below sign types are allowed per business. Signs may encroach into Primary Street and Side Street rights-of-way as measured from the building facade as identified below.

Signage Type	Encroachment
Awning, Canopy	Within 2' of curb
Projecting	3′
Wall / Building ID.	Sign Thickness
Window Sign	0'
Blade	3'
Directory	Sign Thickness

7 MANUFACTURING ZONE REQUIREMENTS

MAP SNAPSHOT:
MANUFACTURING-ZONED LOTS



FINDING:
A significant number of lots in the downtown core are zoned M-1

The blocks at and surrounding the intersection of Broadway and Fifth Avenue represent the heart of downtown and the public realm. Many of these lots are zoned as Manufacturing. This classification is incompatible with the standards needed to create a vibrant, pedestrian-friendly public realm.

RECOMMENDATION:
In the long term, rezone downtown M-1 lots

An M-1 designation is antithetical to a safe, welcoming, and active public realm that can thrive economically. In the short term, specific elements of the M-1 code can be adjusted. In the long term, these lots will be rezoned along with the rest of the city.

CODE EXCERPT:
M-1 SETBACK REQUIREMENTS

M-1 LIMITED MANUFACTURING

MAXIMUM FAR: 1.0 (M1-1), 1.5 (M1-2)

SETBACKS		
FRONT YARD	SIDE YARD	REAR YARD
>25ft.	>10% of lot width, but need not exceed 20ft. in width	For commercial uses: no requirement For residential uses located above the first floor: >30 ft. deep, to begin at a level no higher than the finished floor of the lowest residential unit

FINDING:
M-1 setback requirements compromise the public realm

25' minimum front yard requirements in this portion of the city will prevent downtown from feeling walkable according to the community's vision.

RECOMMENDATION:
Eliminate front and side yard requirements

Downtown buildings should meet the back of the sidewalk. This zone's setbacks should reflect the setbacks specified in the B-2 zone. Side yards may be permitted by review for uses that contribute to the walkability and livability of the downtown core, such as publicly-accessible parks and gardens.

CODE EXCERPT:
M-1 PERMITTED USES

PERMITTED USES – *misc.*

Above ground water storage tank

Advertising signs (billboards) subject to chapter 117

Cellular, radio, television, satellite, or cable transmission/reception towers

FINDING:
Some permitted M-1 uses are unsuitable

Many of the processing, storage, or miscellaneous uses permitted within M-1 are incompatible with a functional public realm, and an illogical choice for the downtown core.

RECOMMENDATION:
Prohibit M-1 uses that detract from walkability and livability

The vast majority of wholesale/service/retail uses permitted in the current M-1 zoning work in downtown settings. Prohibit processing uses that require vast open storage/ventilation space and/or blank buffer walls/yards to screen noise, toxins, and odors. Prohibit low-occupancy miscellaneous uses such as storage, transmission towers, or billboards. These manufacturing uses can instead be located between downtown and midtown along the Wabash rail line while also giving special consideration to preserving natural areas and the areas immediately surrounding the future trail along the rail line. If manufacturing buildings and uses will be located along the rail, they should front the trail and never turn their backs to it in order to contribute to the safety and aesthetics of the path.

PHASE 2: COMPREHENSIVE ZONING REFORM

After building momentum with small, impactful changes to the existing code, Gary's zoning code will need a comprehensive overhaul to facilitate sustainable, long-term growth in the city. Removing barriers to development will require replacing the current complicated use-based code with an easy-to-use form-based code. This new code has the opportunity to clarify what has historically been difficult to digest, with straightforward regulations that any citizen can access and understand. A simpler document, with clear language and consistent use of graphics, is much more effective at involving the local community in this process of change.

Rather than dictating the specific use of buildings, form-based codes establish a framework for the intensity of development (building heights, setbacks, etc.) and types of activities (mixed-use, residential, etc.). The Business Zone Specifications on pages 54-57 are an example of a form-based code format.

Figure 40 illustrates a preliminary pass at a proposed form-based zoning map for downtown Gary. Key goals of the proposed zoning code are:

1. Emulate the scale of historic Gary
2. Prohibit new development from overshadowing beloved structures, like 504 Broadway and Hotel Gary
3. Establish a maximum building height of six stories for the downtown core
4. Set a standard of human-scaled buildings that will support the public realm, rather than overwhelming it or disengaging the street
5. Establish a series of neighborhood centers moving east and west away from downtown
6. Fill in the surrounding areas with two- to three-story neighborhood-scale buildings

The notes above are a point of departure for establishing a form-based code for downtown. Further study is needed for detailed reform. Additionally, the proposed zoning map in Figure 40 only includes the focus area for this study. Comprehensive zoning reform will be needed for the city of Gary to promote investment and economic activity throughout the entire community.

KEY FINDINGS

1 Use-based zoning codes are ineffective and harmful

Historically, Euclidean zoning has been used to exclude people and disband mixed-use environments.

2 Code documents tend to be difficult to understand

With few visuals, thorough use of jargon, and excessive regulations, zoning codes are challenging to read.

3 New development will pressure the city to build out of scale

When energy builds in Gary and developers begin to swarm, there will be pressure to build overly large structures, that overshadow historic buildings.

RECOMMENDATIONS

1 Write a new form-based code for Gary

A form-based code will enable a mixed-use environment with a vibrant and successful public realm.

2 Ensure the new code is extremely clear

Simple, clear language, paired with strong visuals, can make the new zoning code easy to digest for any citizen.

3 Use form and height restrictions to keep downtown Gary at the appropriate scale

Restricting the scale of a building will keep new development in the same language as historic Gary, and will stop new buildings from crowding out historic structures..

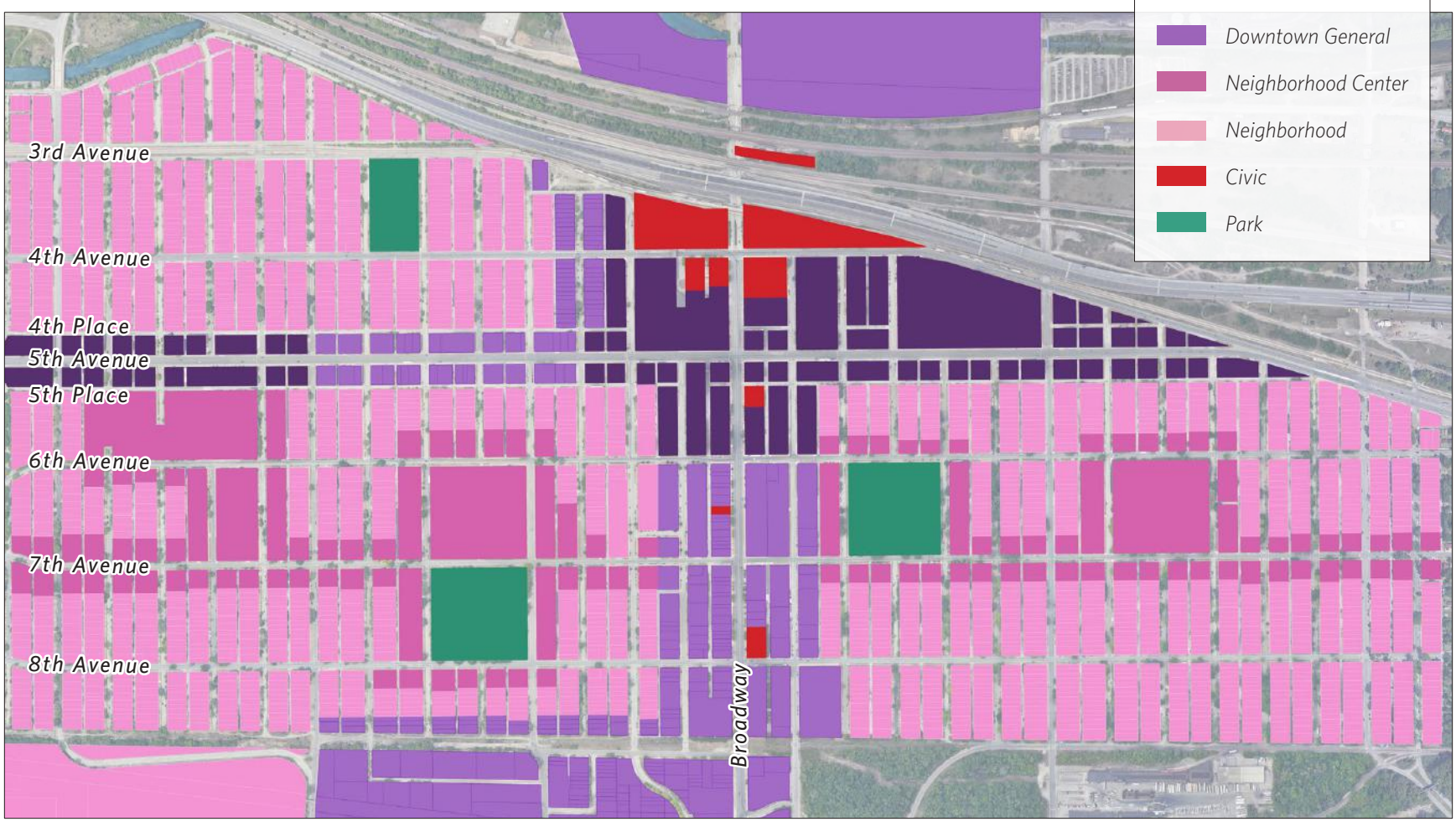
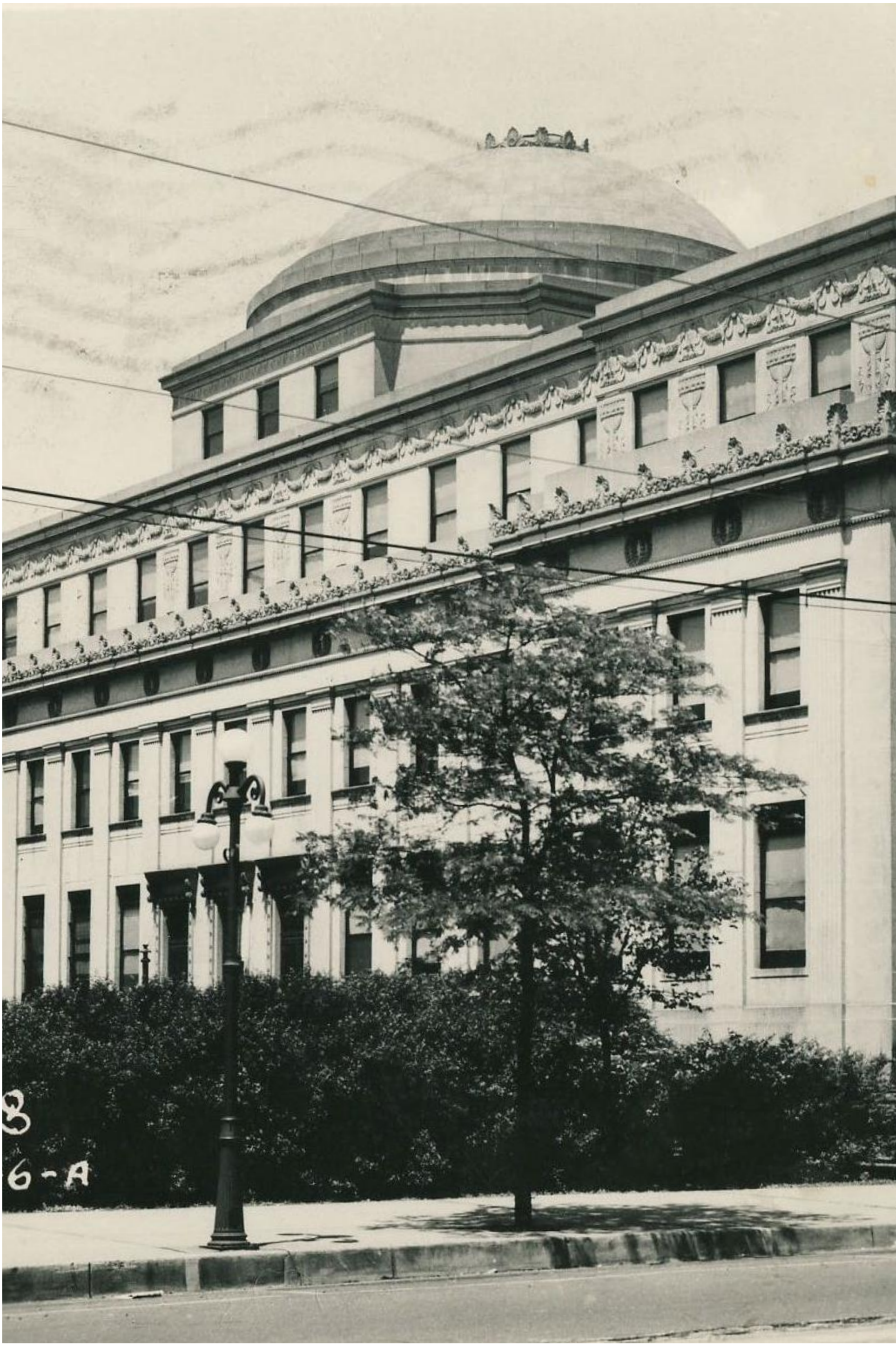


FIGURE 40: Initial Proposal for Comprehensive Zoning Plan
The proposed form-based map simplifies regulations and enables development.



Municipal Building, 1949 - Gary, Indiana, Source: Stephen R. Shook

PART 6:
URBAN DESIGN INTERVENTIONS

DESIGN INTERVENTIONS OVERVIEW

The study area for this charrette was downtown Gary, overlapping with a majority of the Transit Development District. Though the various regulatory recommendations of this document look holistically at downtown Gary, the whole city cannot be rebuilt at once. The urban design intervention proposals in this section are focused in specific areas that will support development and ultimately build momentum towards the revival of the rest of the city:

1. ***Broadway Corridor:*** Anchored at the intersection of Broadway and Fifth Avenue, this corridor extends north to the future transit center and south to Ninth Avenue.
2. ***Third Avenue Infill:*** As visitors and passersby are passing the east side of the city along I-90, or moving directly along the Third Avenue rail corridor, this is a highly visible area.
3. ***Emerson Neighborhood:*** This center will offer basic local needs, such as a market, school, community center, gathering space, and health resources for the east side of the city.
4. ***Holy Angels Neighborhood:*** Anchored by the St. Mary's Hospital and Holy Angels Cathedral, and still relatively intact, this center has the potential to build momentum for the west side of the city.

The Broadway Corridor, as the civic, economic, and cultural stronghold of the city, is the critical area to activate first, generating energy and income for the city in order to enable more expansive growth. To the east and west, the Holy Angels and Emerson areas represent localized seeds of development, such that two strong neighborhoods can grow, populate, and anchor the areas around them.

As these four areas flourish, the rest of the city will infill naturally, along the same patterns of growth established by what is outlined in this plan. Likewise, this focus on downtown Gary is just the starting point of a possible expansion to the rest of the city, which fans out to the east, west, and south, especially if further Transit Development Districts are established within the city (Figure 44).

While it would be ideal for all four projects to be realized in complete form, each study area stands on its own and can be considered as such, allowing for differences in timeline, scope, and developer intent. In bringing these four areas together as one plan, however, the overall proposal presents a common vision to guide the development process, and encourages emerging stakeholders and vision keepers to proceed in conversation with each other and with the city they share.

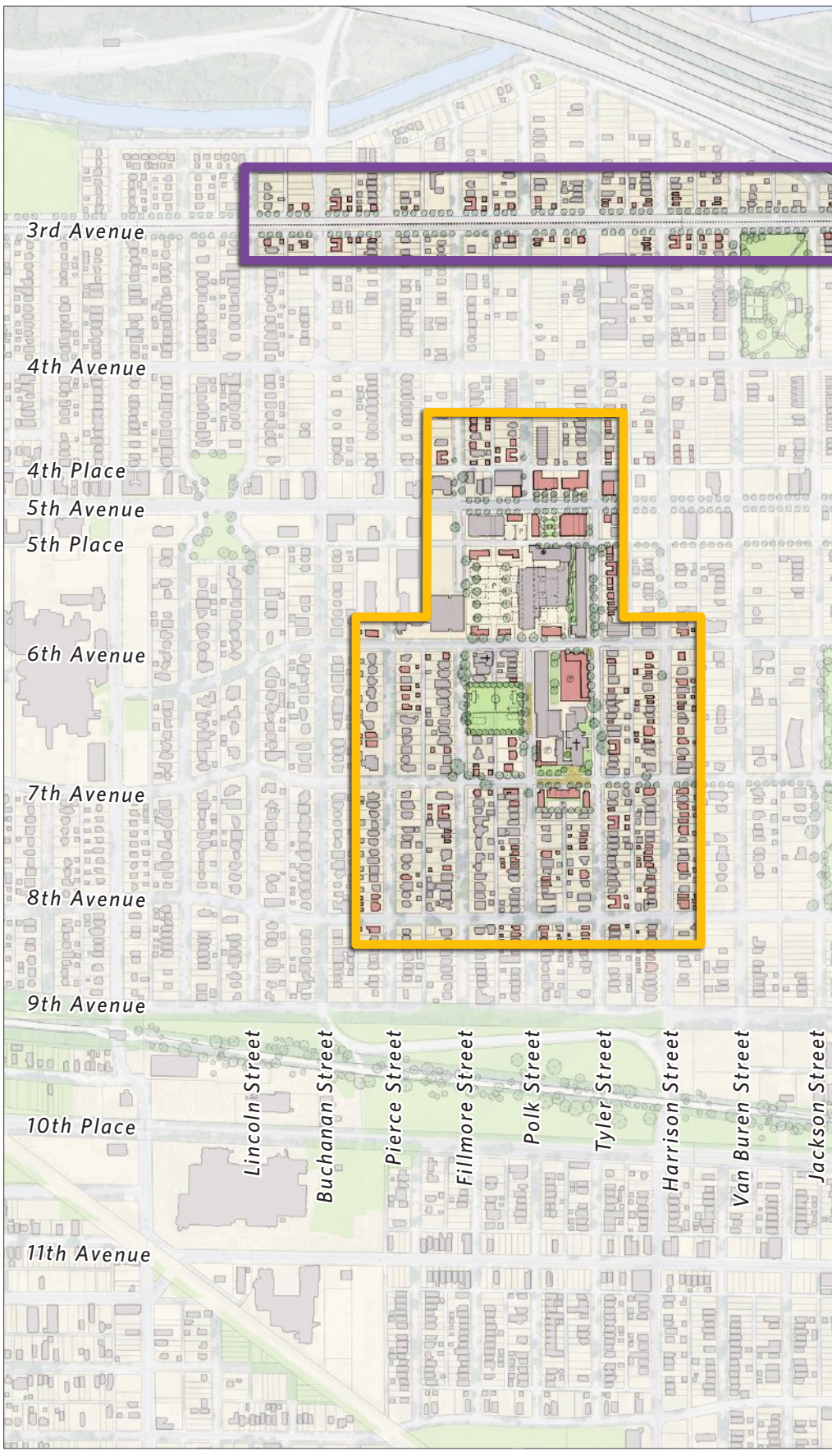


FIGURE 41: Proposed Masterplan for Downtown Gary

ELEMENT 1

CITY ORGANIZATION

Gary does not exist in isolation, nor do the areas of intervention within this study operate alone. The city itself is part of a regional system of transportation, including highways, rail lines, and park trails. It also sits along the Indiana Dunes National park, near the shore of Lake Michigan, and adjacent to Chicago. Within Gary, overall networks of religious centers and neighborhood nodes knit the city together.

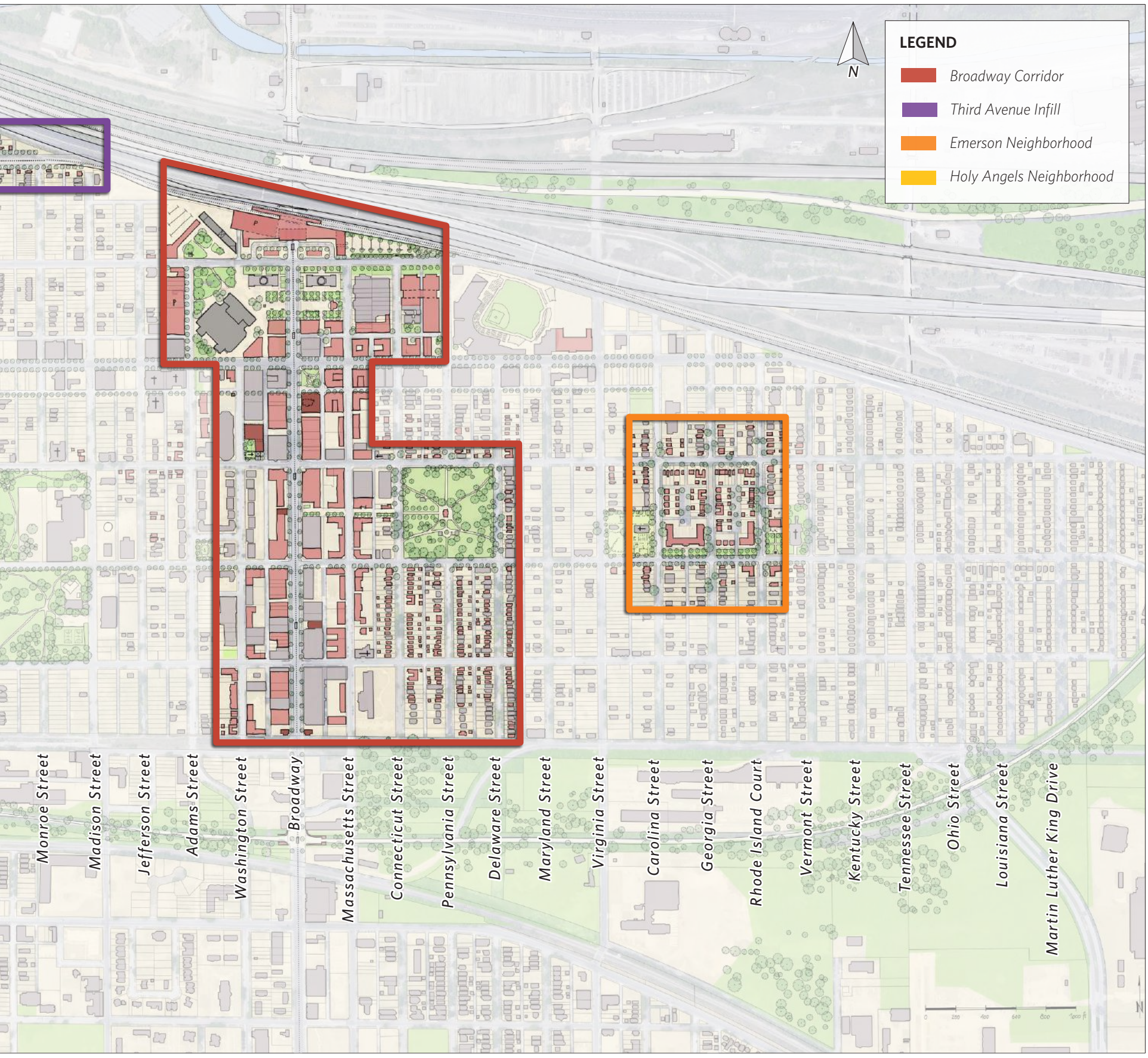
Pages 64—65

ELEMENT 2

BROADWAY CORRIDOR

As the primary axis of intervention, the Broadway Corridor presents the opportunity for overall frameworks as well as individual moments of design. By imagining the Broadway Corridor as a cultural weave, with a series of districts with local identities, this proposal incorporates existing points of community pride, spaces for iconic buildings by future architects, and an emphasis on Black culture and history unique to the people of Gary.

Pages 66—79



ELEMENT 3

EMERSON NEIGHBORHOOD

This neighborhood, several blocks east of the Broadway Corridor, features the Ralph Waldo Emerson High School and two historic churches, all with potential for renovation. As one of two neighborhood nodes envisioned as pockets of development to build momentum, the Emerson Neighborhood proposes infill housing, local retail, community gathering spaces, parks, and complete blocks and streets.

Pages 80—83

ELEMENT 4

HOLY ANGELS NEIGHBORHOOD

Several blocks west of the Broadway Corridor, and nearly mirror-image along its axis from the Emerson Neighborhood, the Holy Angels neighborhood proposal incorporates infill of residences and neighborhood amenities around two anchor buildings: the Holy Angels Cathedral, which has the potential to expand into a school, and St. Mary's Hospital, which can be reimagined as a large apartment building.

Pages 84—89

CITY ORGANIZATION

The heart of downtown Gary cannot be understood in isolation from its wider area, the scope of the charrette must include a consideration of the surrounding city, and the city itself should be examined as a part of the wider region. In fact, it is Gary's very proximity to Chicago and neighboring cities, the Indiana Dunes National Park, and the shores of Lake Michigan that make it so unique. Though these adjacencies imply connection, there are barriers preventing Gary from taking full advantage of its resources.

U.S. Steel sits solidly between downtown Gary and Lake Michigan, separating the city from the lakefront, with the closest beach sitting six miles northeast. This nature access is more obviously for the Miller Beach area than for Gary itself. For anyone without a car, the current transit option from Gary is an up-to-hour-long bus ride, which only stops in the heart of downtown, eschewing neighborhoods. Though it is not within the scope of this report to propose a detailed solution for lake access, Figure 43 indicates a possible future concept.

Within city limits, two networks indicate the overall organizing system for Gary: current and potential Transit Development District Zones, and clusters of churches. This latter diagram, on the opposite page, is especially useful for conceiving of neighborhood nodes within the scope of the report. Clusters of churches to the west and east were indicative of strong starting points to plant early seeds of development that would evolve in the long term to citywide growth and infill.

KEY FINDINGS

1 Gary is adjacent but not well-connected to neighboring cities, parks, and lakefront

Although the city sits along Lake Michigan and the Indiana Dunes National park, access to these natural wonders is blocked by the U.S. Steel Gary Works mill. Although I-90 and the South Shore line take visitors past Gary, it is not easy to engage with the city, and there is little opportunity to travel through it.

2 The city has an internal network of local centers

Neighborhood centers and local churches both represent citywide networks of community.

RECOMMENDATIONS

1 Use the Transit Development District to strengthen connections

Funding for a new Transit Development District plan for Gary is a catalyst for connecting the city better to both visitors and nature.

2 Generate neighborhood centers within this pattern

The city's existing neighborhood and church networks provide development cues. Working within these networks clarifies where to plant the first seeds of new growth in order to build maximum momentum for development.

FIGURE 42: Proposal for Third Avenue Infill
Third Avenue is highly visible from I-90, and focused development along this corridor will demonstrate growth in Gary to the wider region.

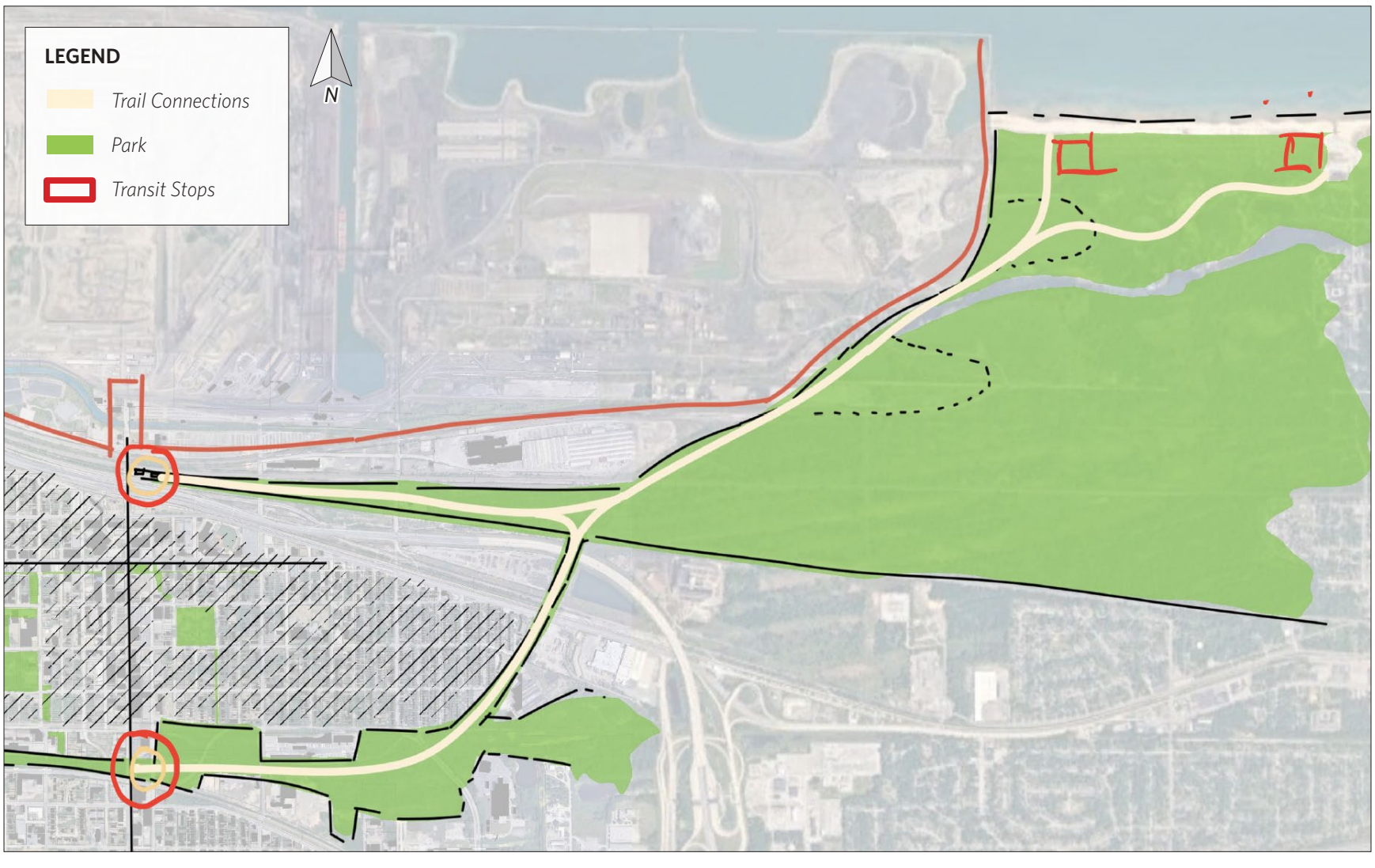


FIGURE 43: Long-Term Proposal for Parks and Lake Connection
Though it is beyond the scope of this report to propose details for a connection to the Dunes National Park and Lake Michigan shore, this diagram illustrates a possible future scheme for access, which would require conversations with U.S. Steel about ceding land.

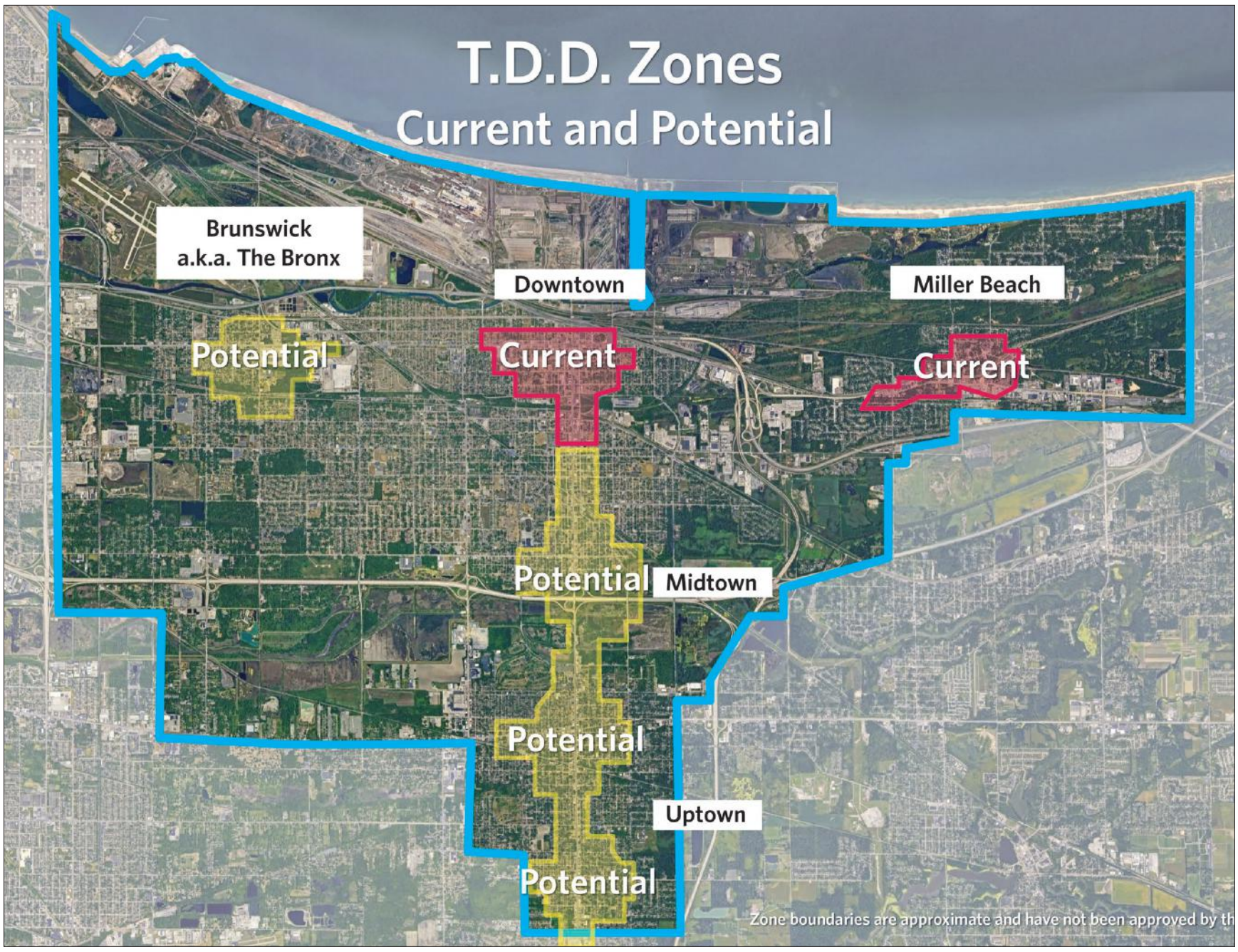


FIGURE 44: Current and Potential Transit Development District Zones
The current Transit Development District plans offer a strong opportunity for growth, and the momentum created by new development in downtown Gary around the first zone has the potential to expand to other neighborhoods beyond the scope of the charrette.

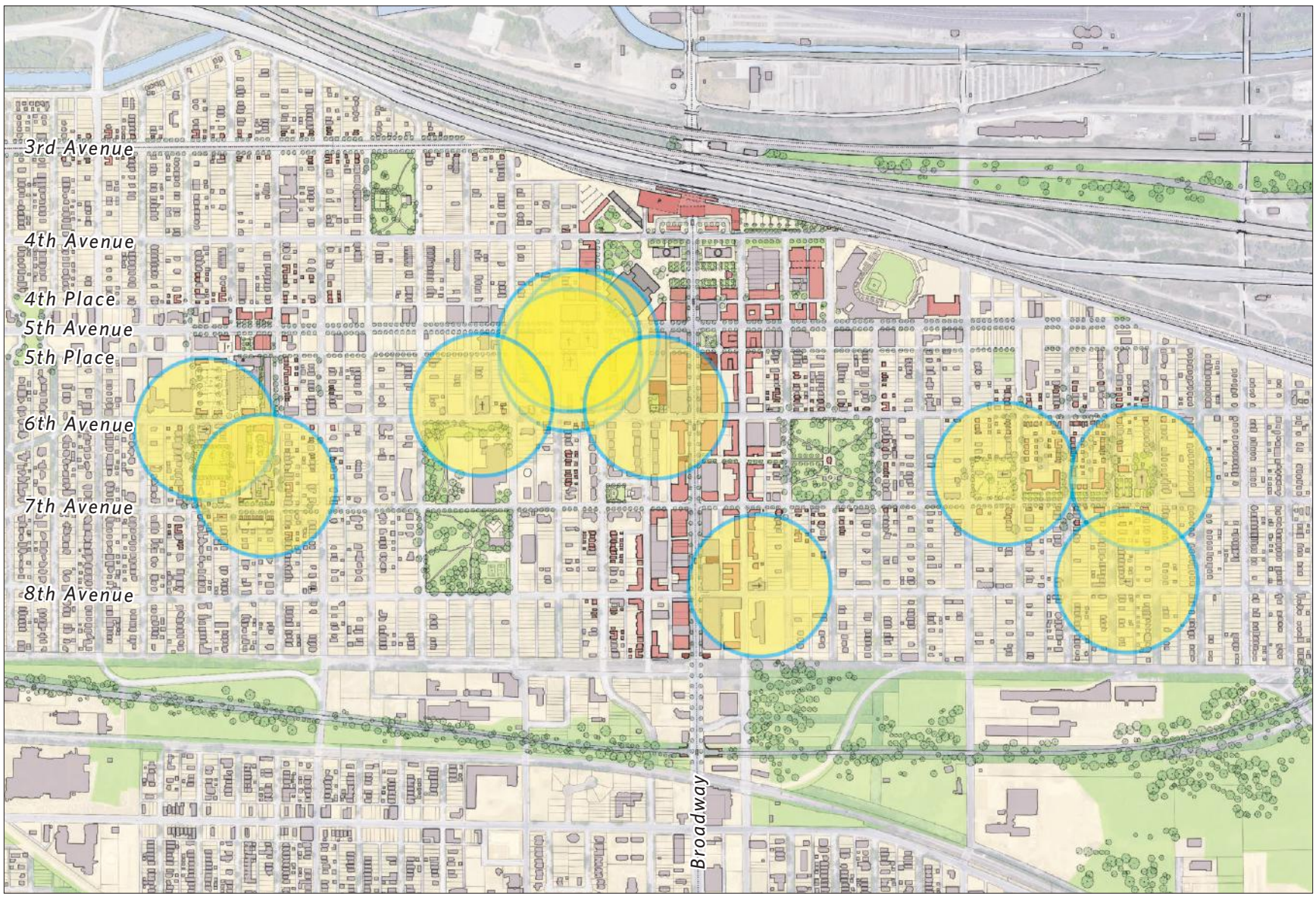


FIGURE 45: Church Network Diagram
Gary has a large number of churches, many of which host active parishes, in or near downtown. The presence of two adjacent churches to the west and three adjacent churches to the east provided cues that those neighborhoods would make strong first interventions.

BROADWAY CORRIDOR OVERVIEW

As a linear artery of downtown, the Broadway Corridor is conceived as a series of interwoven districts, with a foundation of traditional fabric buildings interspersed with dramatic architectural moments.

The corridor is framed at the north end by a pair of domed civic buildings by George H. and Phillip Maher, which signal arrival to Gary as viewed from I-90 or the South Shore Line, and represent a gateway to the city. A new multimodal transit building is placed north of the domes, enhancing the gateway while not blocking its original members. This proposal mirrors the north gateway, which represents historic Gary, on the south end of the corridor at 9th Avenue, with a contemporary gateway to symbolize the future of the city.

Gary's more traditional buildings are only a piece of the city's architectural history, and many citizens identify more strongly with newer structures. Wendell Campbell, a prominent Black modernist, designed buildings for Gary which have come to represent pride in African-American heritage and the progress of the community. The modern Gary Metro Center, which is at the end of its usable life as a transportation building, is reconceived in this proposal as a museum of the Great Migration, appropriately adjacent to the new multimodal transit center.

In order to encourage more pioneering architects like Campbell to make their mark on Gary, the proposal leaves several sites open for iconic contemporary buildings that get to break all the rules established by the surrounding urban fabric. This interplay of past and future, of traditional and contemporary, is representative of the cultural attitude of Gary's community.

KEY FINDINGS

1 The Broadway Corridor is the anchor for downtown Gary's public realm

With the heart of downtown at the intersection of Broadway and Fifth Avenue, the continuation of Broadway heading south to Ninth Avenue was historically the primary corridor of activity, and is well placed to continue in this role as Gary revives.

2 Gary citizens have a strong sense of history, culture, and future-forward growth

The primarily African-American community of Gary takes great pride in aspects of Black history and culture in the city, which can be highlighted and celebrated in the built environment. At the same time, the community is very future-focused.

RECOMMENDATIONS

1 Create continuity and variety with a series of districts

Because the Broadway Corridor is so long and linear, holding interest and maintaining energy all the way down is only possible with variety. Establishing a series of districts allows successive pockets of Broadway to offer different experiences.

2 Honor elements of the past, while carving out space for the built environment of the future

The Broadway Corridor is lined with a number of historic buildings, as well as a large amount of vacant land, which offers a slate to develop a mix of traditional fabric buildings with iconic, contemporary buildings in special locations.

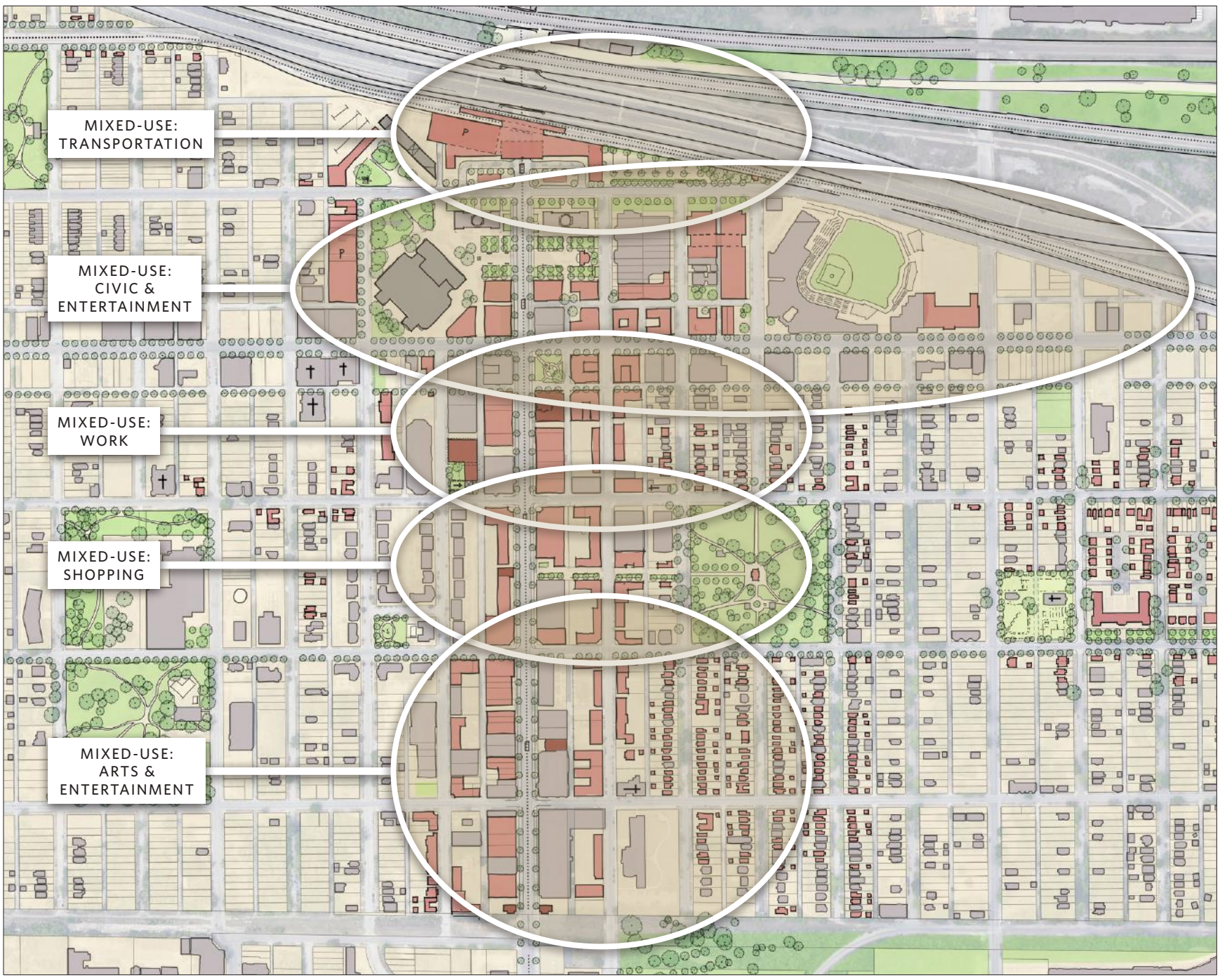


FIGURE 46: District Plan for the Broadway Corridor

The corridor unites a series of overlapping districts, each with their own character. This combination of variety and energy will keep pedestrians engaged with the overall experience of walking down Broadway, an experience which evolves along the north-south trajectory.

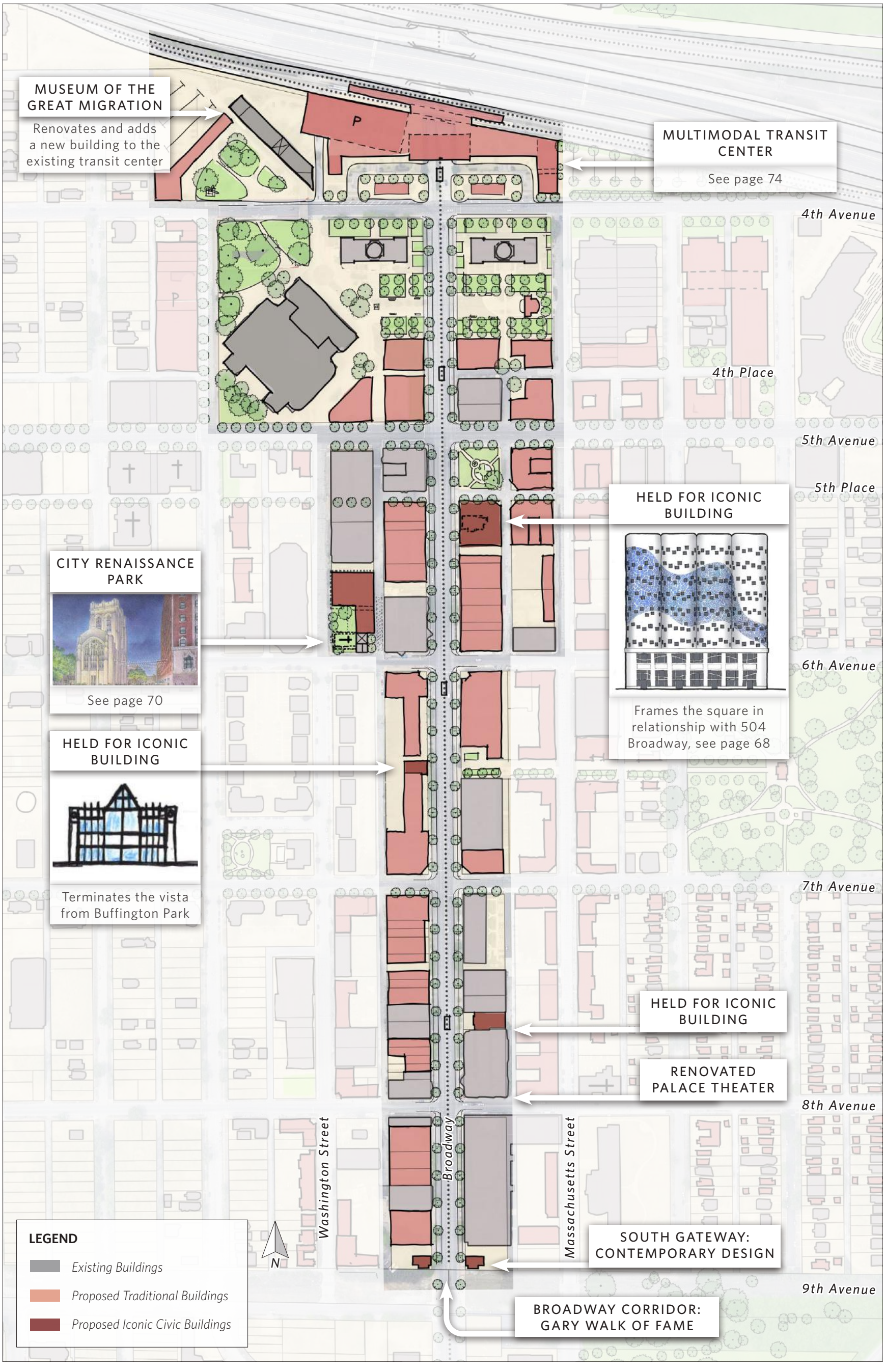


FIGURE 47: Cultural Weave of the Broadway Corridor

Three different categories of building intermingle along the corridor: restored existing buildings honor the past, proposed traditional fabric buildings give a backdrop for the present, and sites reserved for striking contemporary buildings evoke the future.

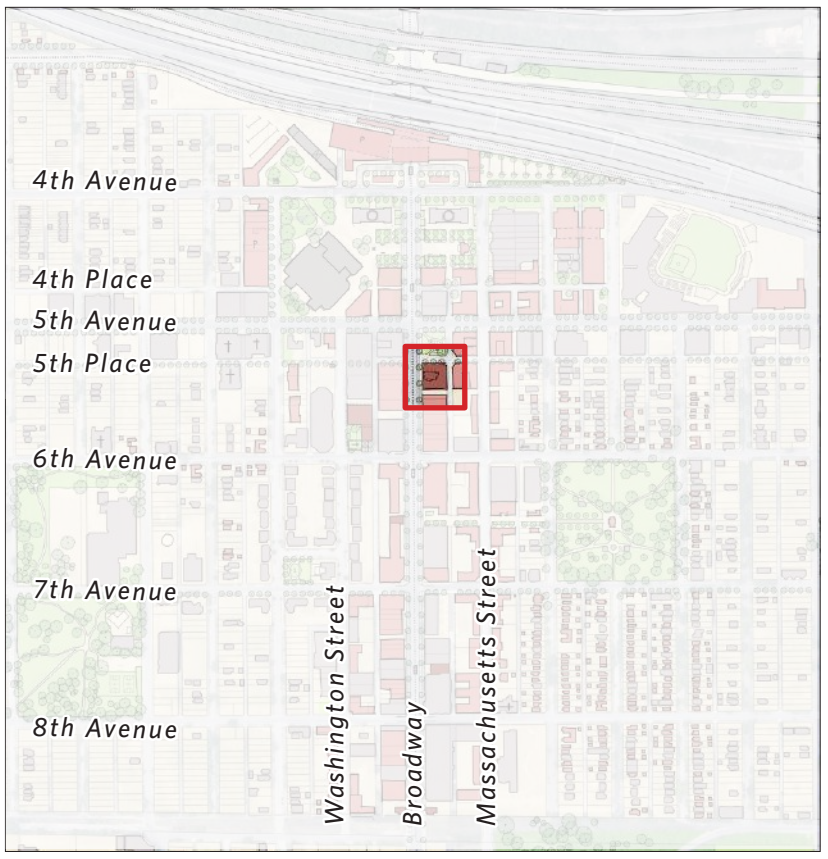
THE WATER BUILDING

After decades of white flight, the City of Gary has one of the highest percentages of African-American residents in the United States, and continues to be characterized by its Black community. The question of how to reflect Black culture with architecture is integral to any new design proposal for the city. The 1980s buildings by Modernist Black architect Wendell Campbell, futuristic in their context, were the first to be commissioned by and built for the Black community in the heart of Gary.

The proposed Water Building is likewise proudly distinct from Gary's historic urban buildings – a fluid, inventive, and artistic structure with a commanding presence. Though unique, it is not acontextual, framing a new square in tandem with 504 Broadway, whose height and massing is similar.

Water has long been a site of transformation and flux for Black Americans, and this is particularly true of Gary. The lake and river are special elements of the city's history and context, and the building's mosaics represent beauty within fragmentation: the pieces are elegantly arranged, and it is not in spite of their fracture but because of it that the pattern is possible.

Written with notes from Miranda Cuozzo.



Location Map: 5th & Broadway

FIGURE 48: Aerial View of the Existing Site
The current conditions of this block are primarily open land, with a poorly-framed park and lack of activity.
Source: Google Earth

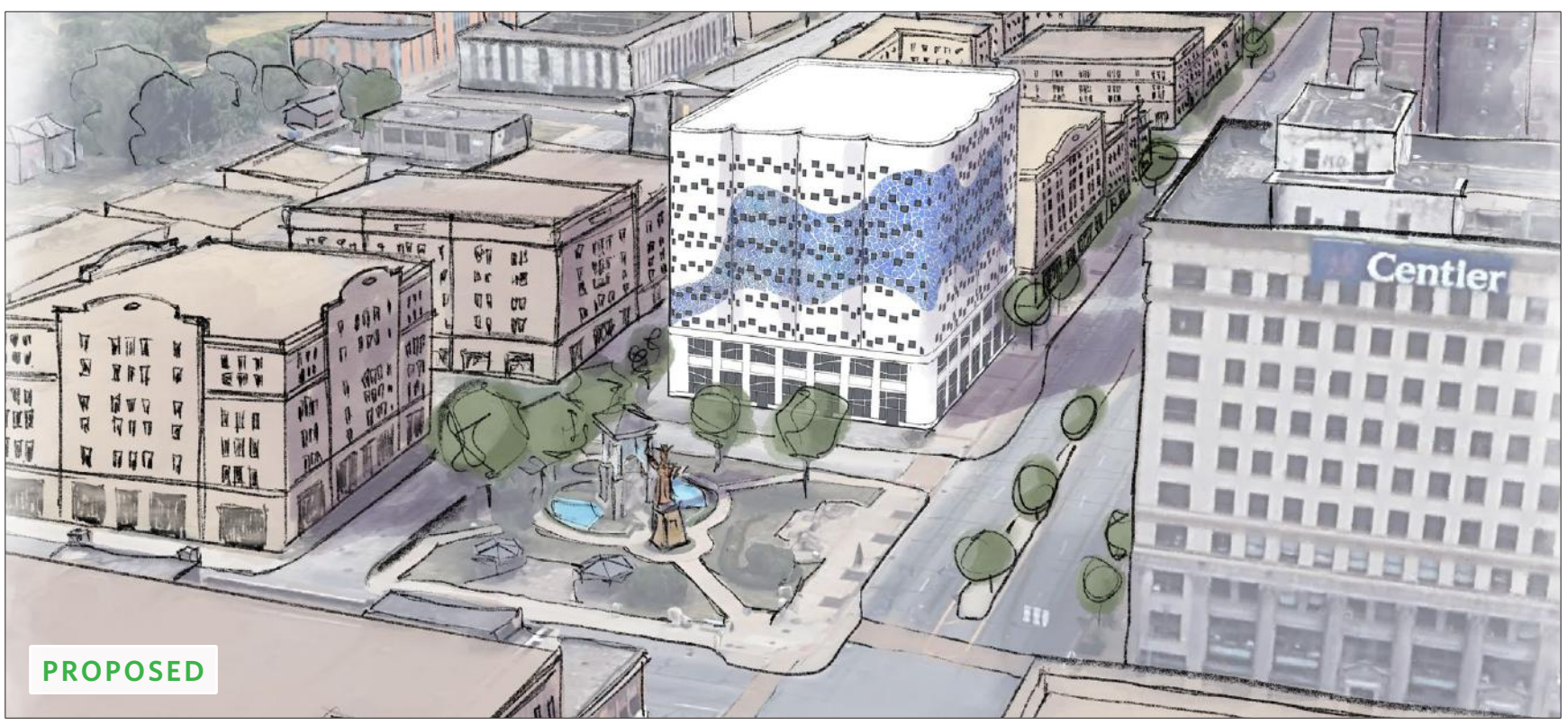


FIGURE 49: Aerial View of the Water Building at Broadway & Fifth Avenue
Visible from the core intersection of downtown Gary, this building occupies one of the sites reserved for iconic, contemporary structures. Within the Central Business District, this building has upper-story offices, and an opportunity for beautiful ground-floor retail or gallery space.

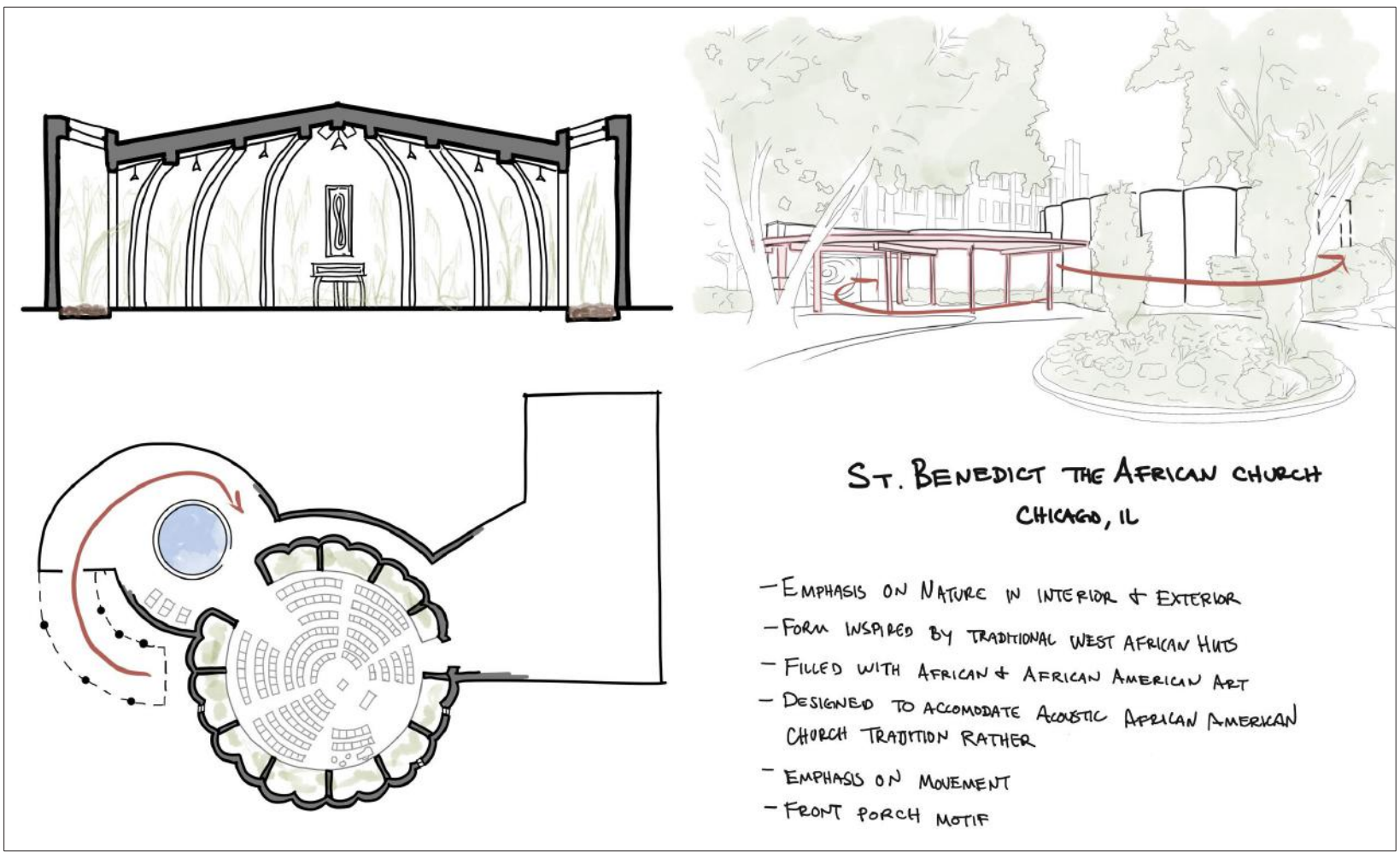
A VISION FOR AFRICAN-AMERICAN ARCHITECTURE IN GARY

The relationship between architecture and culture is a reflexive process, which the Water Building seeks to reflect: Black architecture is an opportunity to reflect Black culture, but is also something that in turn shapes it. Defining Black architecture reveals a liminal cultural space that presents a unique and nuanced design challenge. It is neither African nor American, but something that emerges from in between those identities.

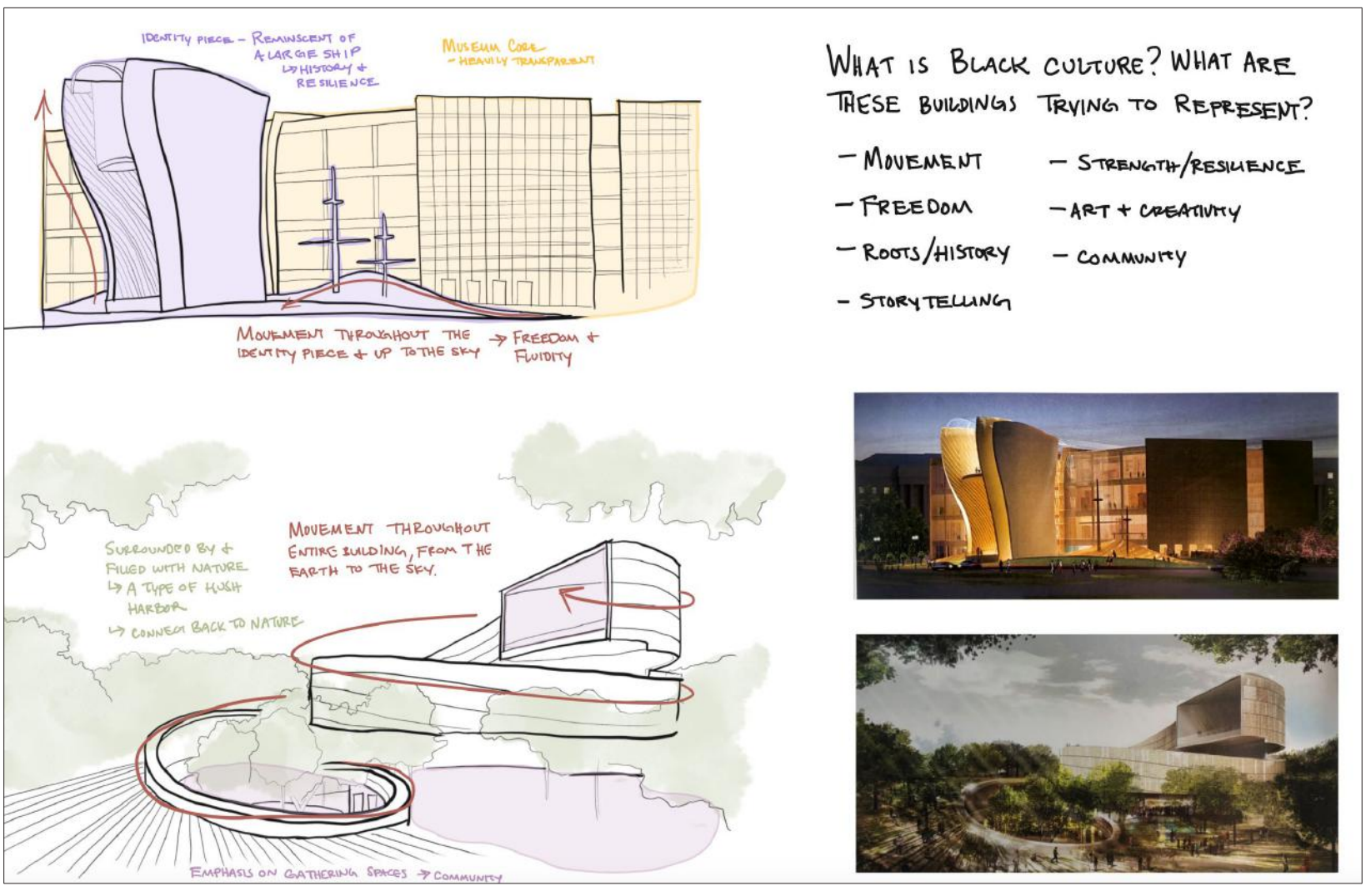
One recurring word among citizens attending listening sessions, when asked to envision the Gary of the future, was "Wakanda." This points to a desire for Black place, and a reflection of existing Black places that have been carved out in the city, as well as an interest in futuristic structures that speak simultaneously to history and progress.

The below studies respond to the question of how Black architecture and place can be defined.

Written with notes from Miranda Cuozzo.



Study of St. Benedict the African Church by Miranda Cuozzo



Study of Black Culture in Architecture by Miranda Cuozzo

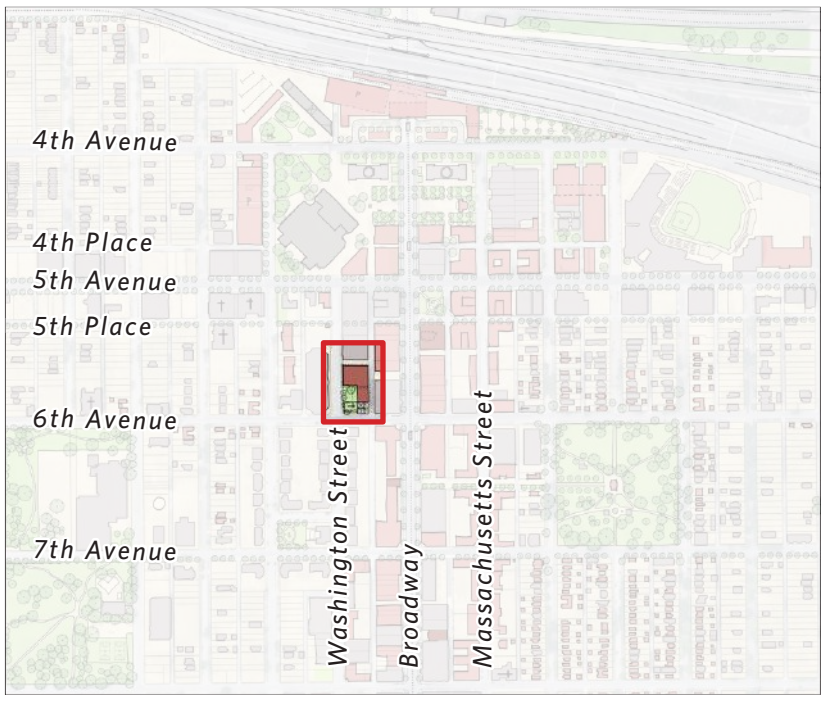
CITY RENAISSANCE PARK

Once the largest Methodist churches in the region before its abandonment in 1975, Gary's City Methodist Church currently plays two roles in the city's built environment: a compelling, overgrown structure whose ruins remain beautiful, and a painful evocation of the stigma of disrepair inflicted upon the city. Saving a portion of the building represents healing the hurt of the past, and creating a new park around it represents growing towards the future.

This study proposed saving the bell tower and south transept of the City Methodist Church and making them the central feature of a newly-established City Renaissance Park. While the remaining portion of the existing church and fellowship hall are unsafe and must be removed, we proposed deconstructing the buildings rather than demolishing them. Deconstruction allows the footprint of the church to remain at bench height to activate the public space and provide a memory of Gary's rich past. Salvaged stones can be incorporated into new buildings, reimagined as benches or other park elements, or displayed as sculptural additions to the space.

Over time, a new building can be built to frame the park at the southwest corner of the block. The alley between the bell tower and Hotel Gary, which provides a framed view of City Hall, is reconceived as a public plaza space with string lights and evening activities. Refer to page 34 for the preservation discussion of City Methodist Church.

At the time of issuing this report, the future of the City Methodist tower is uncertain. We strongly recommend deploying all efforts possible to save this structure.



Location Map: City Methodist Church

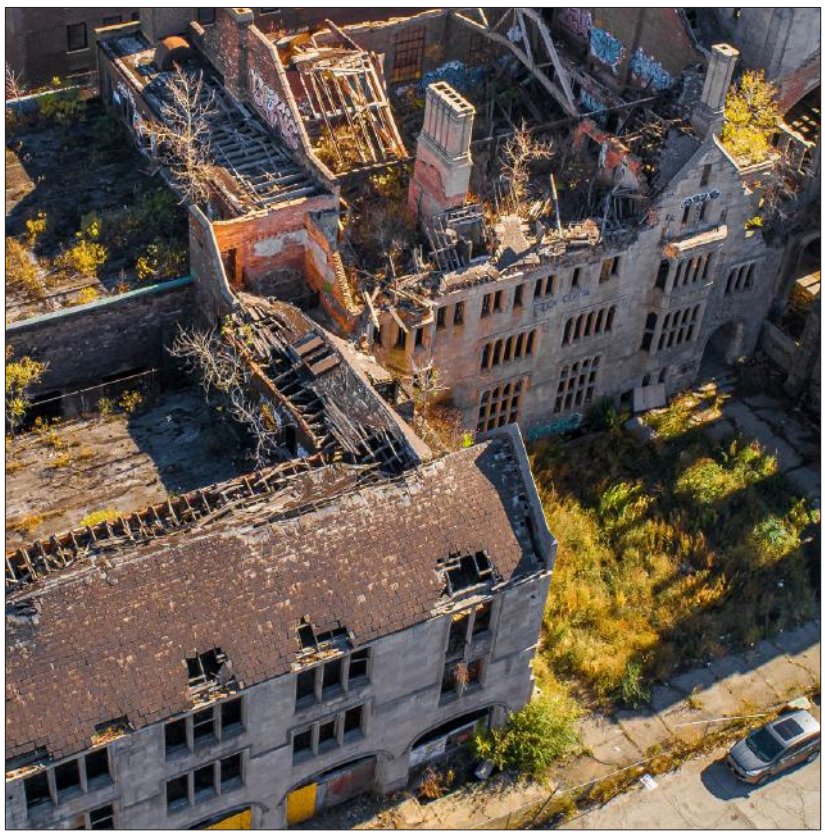


FIGURE 50: City Methodist from Above, Highlighting Roof Collapse and Overgrowth

In spite of its frequent use as the visual symbol for harmful rhetoric that describes Gary as an unsafe and forgotten place, City Methodist Church remains a beloved structure. The community remembers when the Church was active, but still finds beauty in its ruined state. The question of what would happen to City Methodist was a weighty one, with loaded emotions about the prospect of seeing it disappear. Considering how painful as it has been for the people of Gary to watch the church fall apart, demolition of the building would be a further wound.

Source: Adobe Stock

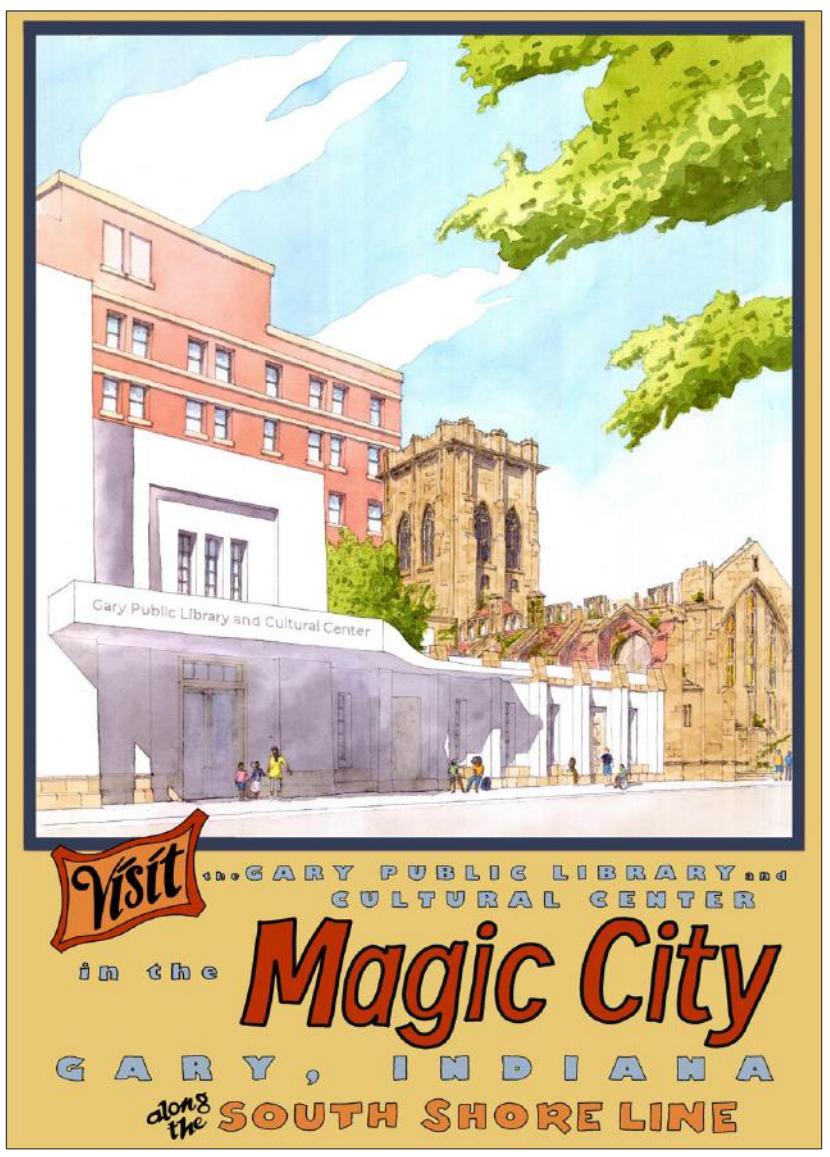


FIGURE 51: Old-Style Railroad Poster for Gary

Conceiving of the church ruins themselves as a thing of beauty was central to the undergraduate thesis project presented by Miranda Cuozzo in 2023. Her proposal, as depicted in the "Magic City" poster above, converted the remains of City Methodist Church into a "ruins garden," accompanying her proposed new Gary Public Library and Cultural Center. Though saving the full church is not possible, Miranda's vision can still be partially realized with the saving of the bell tower and south transept, the land around which is, similar to her proposal, reconcieved as a park.

Source: Miranda Cuozzo

FIGURE 52: Street View of the Existing Site
City Methodist is currently a highly visible symbol of disinvestment, and its adjacent alley is dangerous due to falling masonry.

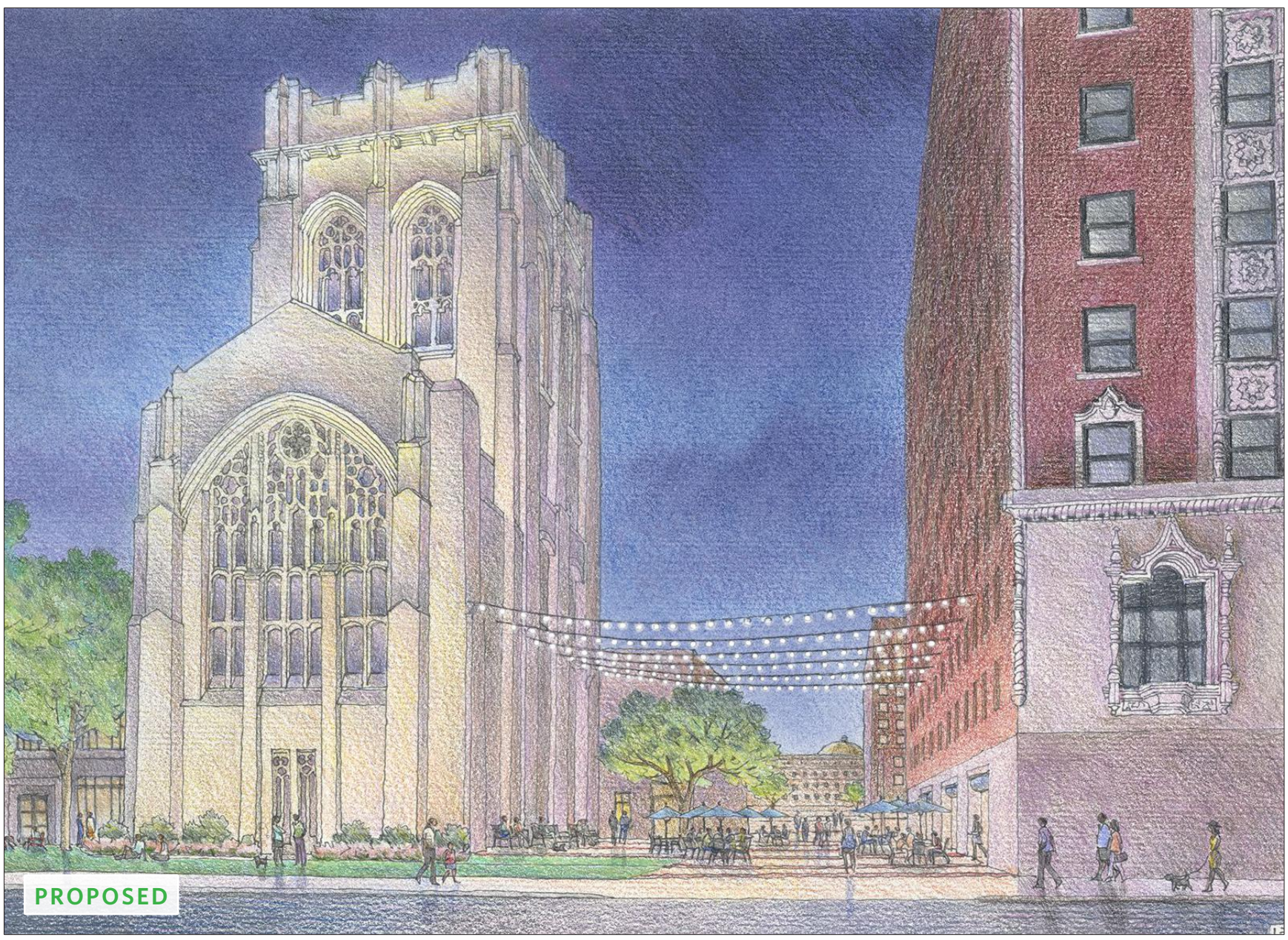


FIGURE 53: City Renaissance Park at Washington & 6th Avenue
With the bell tower and south transept the only reparable portions of City Methodist Church, the deconstruction of the rest of the building opens up the space around the restored structure for a public park, with compelling landscaping, activated gathering space, and a view of the courthouse in the distance.

GARY WALK OF FAME

This proposal envisions the whole of the Broadway Corridor as a Walk of Fame, celebrating remarkable people who were born and raised in Gary. The Jackson Five are top of the list of the city's artists, and would lead the series of markers that begin at the south end, in the corridor's Arts and Entertainment District. At the north end, leaders in business, politics, science, and medicine set a series of markers that begin in the Central Business District. These two growing lines of markers elongate until they met in the middle, completing the Walk of Fame with new entries from future generations.

A frequent encounter experienced by the Notre Dame team in the context of this project was the "Gary export" – that is, a successful or inspiring person who grew up in Gary and left to seek opportunity elsewhere. While the long-term effect of this planning process will be the ability of the city to retain its young people and reverse the brain drain that the city has endured, this Walk of Fame proposal reminds those who have already departed Gary that they are remembered and loved. Residents can honor the celebrities and visionaries who came from Gary, and younger generations will be inspired to one day see their name on the sidewalk of their hometown.

Location Map: Gary Walk of Fame

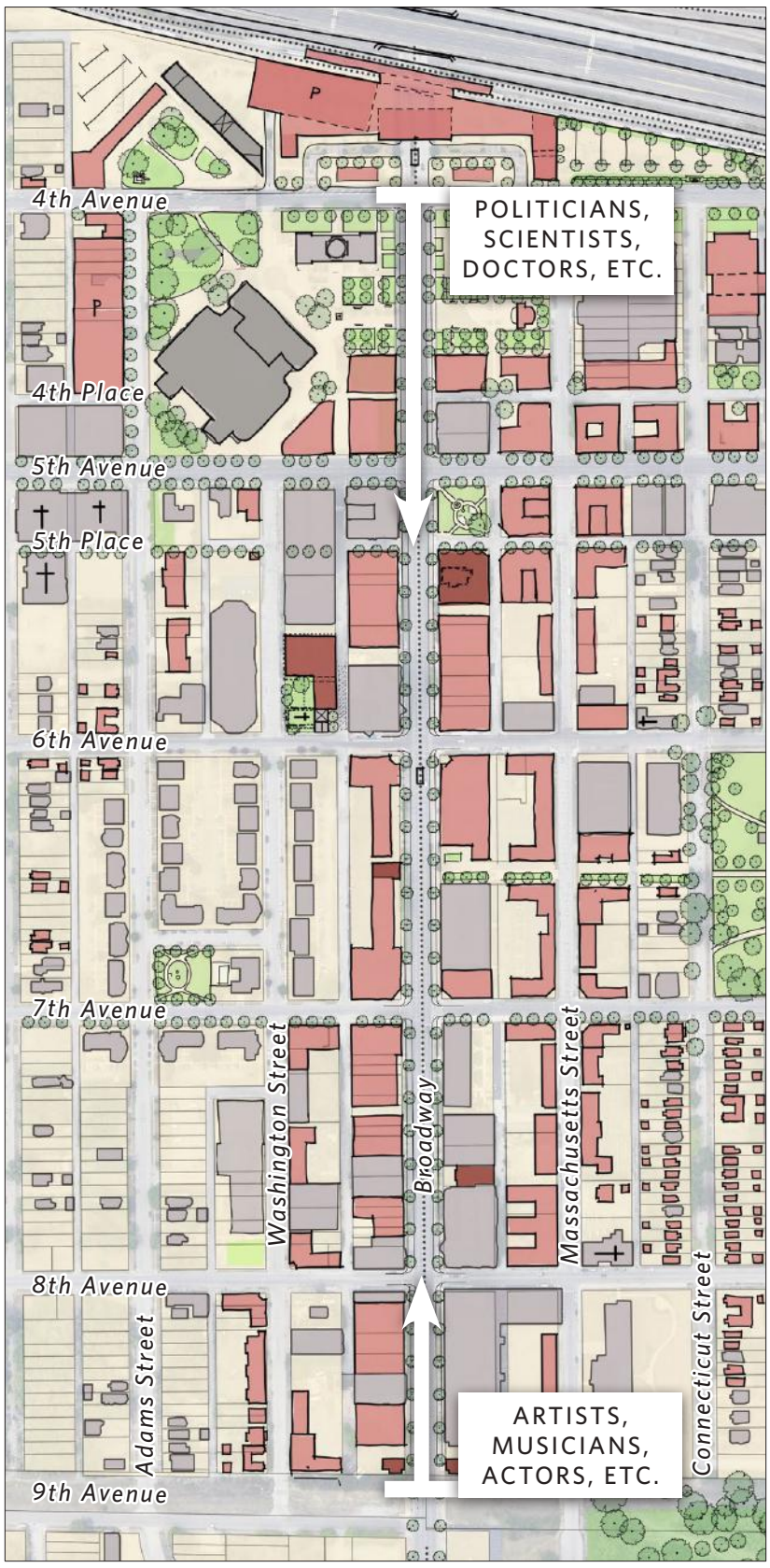


FIGURE 54: Gary Walk of Fame along the Broadway Corridor
The Walk of Fame begins simultaneously at the north and south ends of the corridor, in the Central Business District and Arts & Entertainment Districts respectively. The installation can grow over time as Gary produces more heroes.

Hollywood Walk of Fame in Los Angeles, California
Source: Adobe Stock

International Civil Rights Walk of Fame in Atlanta, Georgia
Source: Adobe Stock

FIGURE 55: Existing Walks of Fame
These walks of fame in other American cities offer inspiring precedent for the installation in Gary.

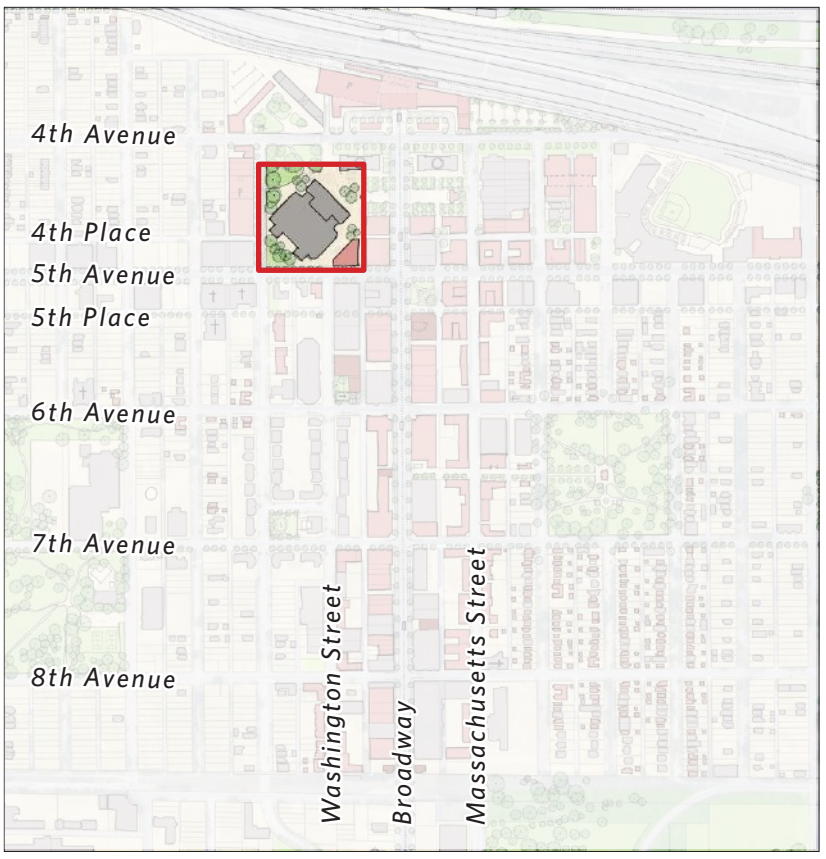
GENESIS CENTER ACTIVATION

The Genesis Center, one of Wendell Campbell's three modern buildings for Gary, was built in 1981 as a multi-purpose event and convention center. The building has hosted basketball teams, beauty pageants, conventions, plays, banquets, and more. As Gary continued to decline in terms of both population and economy in the decades after the Genesis Center was built, however, it fell into disuse, and is no longer occupiable without extensive renovations.

This building will most likely have to be demolished. While the building sits empty, however, it is not an unusable structure by any means. The entire exterior is clad in white panels, which serve as the perfect canvas for public art. By attaching temporary banners or canvases to the structure, the city can open up this blank slate to local and regional artists to showcase their talents in the heart of downtown Gary.

The use of temporary panels would enable a rotating display of artwork, a flexible installation, a themed series of work, and even local competitions for the chance to appear on the side of this iconic structure to activate a visible portion of downtown as final decisions are made regarding the building's eventual fate.

The Genesis Center is undergoing a structural review to assess if it is possible to save and repurpose the building; it appears this will be unlikely.



Location Map: Genesis Center

FIGURE 56: Aerial View of the Existing Site

The structure cannot currently operate as a convention center; in this state, it takes up a vast amount of space without contributing to its surroundings.

Source: Google Earth

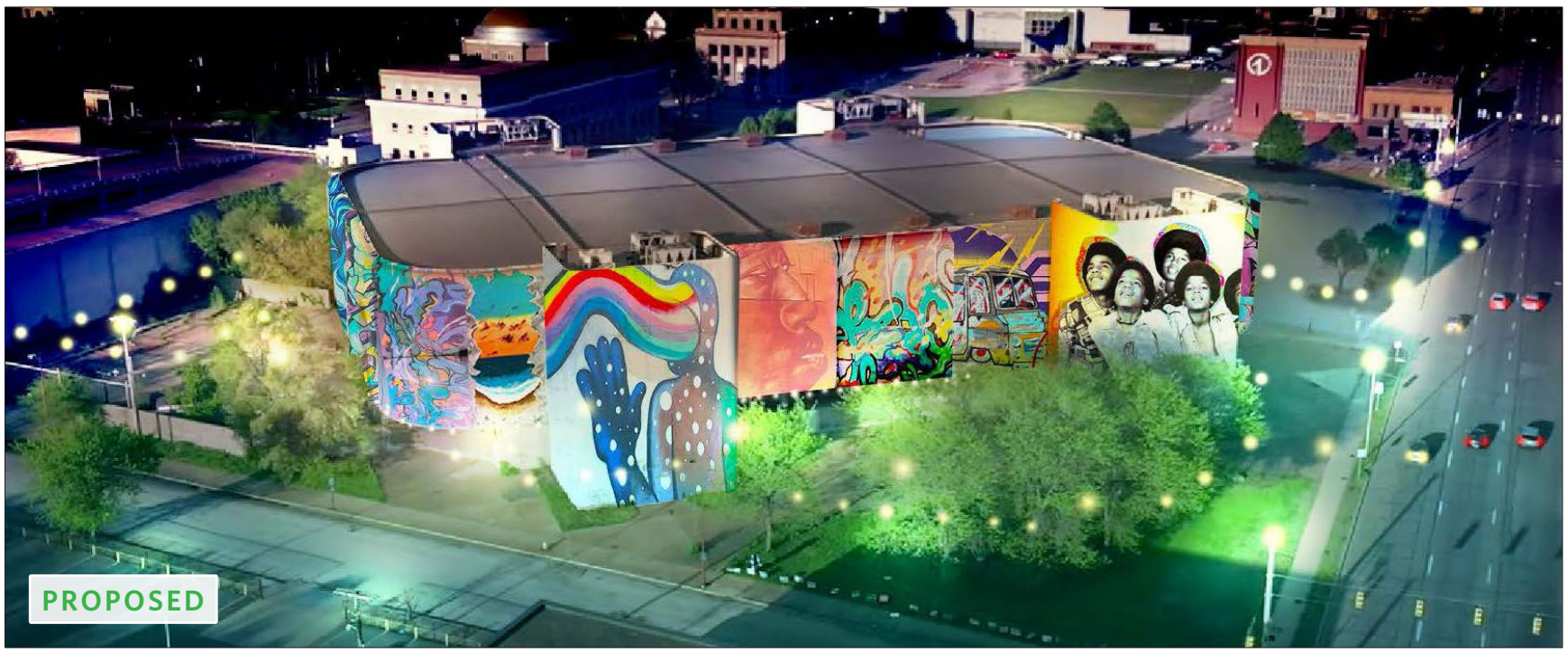


FIGURE 57: Activation of the Genesis Center with Murals

The blank facade of the Genesis Center is the perfect opportunity to install panels for murals, which can be temporary exhibits, a rotating showcase, competitions among residents, and event-specific artwork.

MULTIMODAL TRANSIT CENTER

Recent funding to establish a Transit Development District in downtown Gary includes the creation of a new multimodal transit center, which connects to I-90 for visitors in vehicles, the South Shore Line for visitors coming by train, and a new system of local buses.

The structure is highly visible to visitors passing by, and incorporates a striking central mass which sits respectfully between the iconic domes of City Hall and the Courthouse. As the north gateway to the city, this transit center is the central vista looking north on Broadway, and is visible all along the Broadway Corridor. It plays a dual role as framing the downtown core to those already within the city and as facing the highway and rail line to invite visitors in.

Location Map: Transit Center

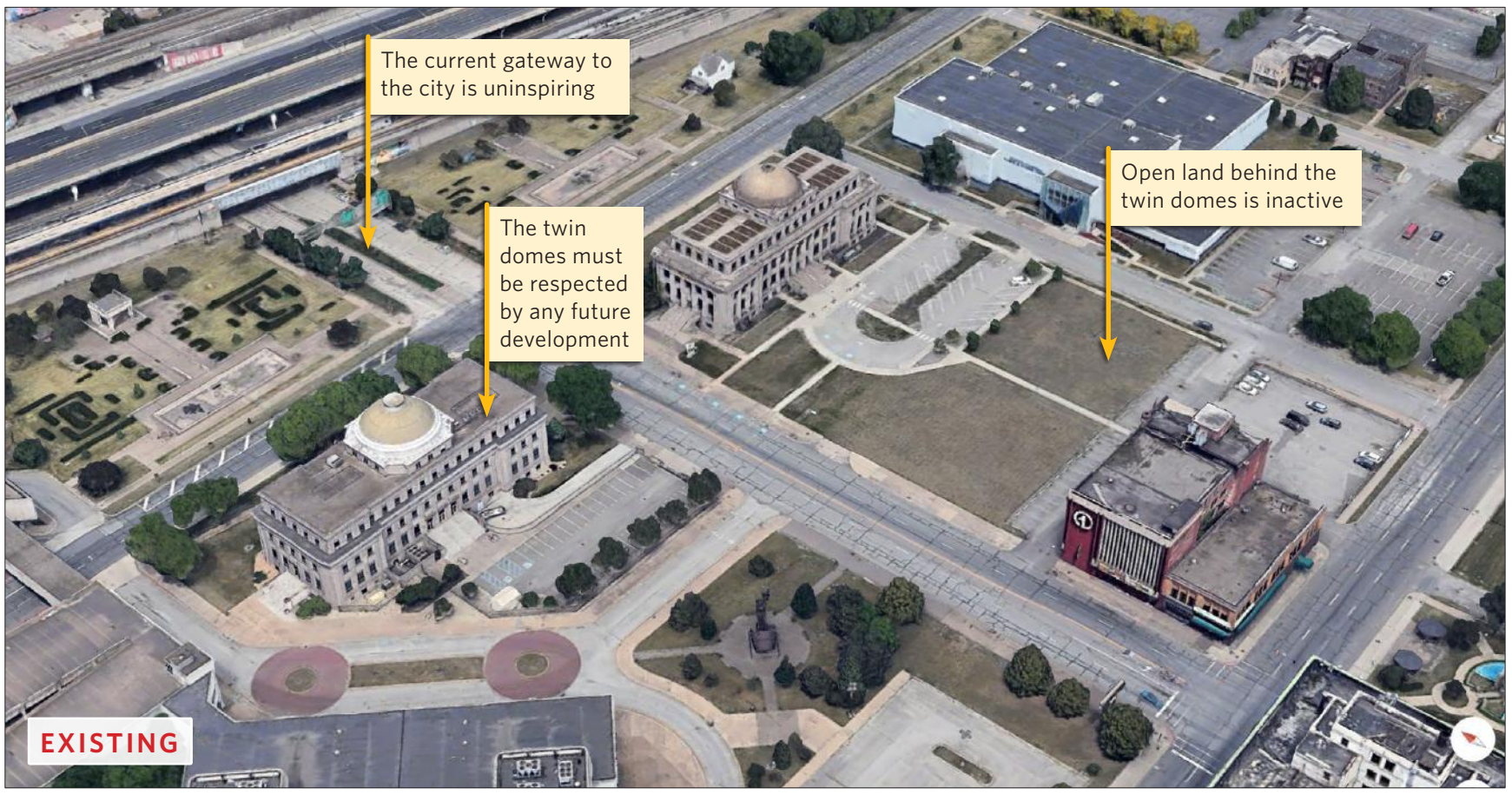


FIGURE 58: Aerial View of the Existing Site
Gary's twin domed buildings currently frame the approach to Broadway, but are surrounded by open land that does not effectively interact with either the city or the interstate and train lines passing by.
Source: Google Earth

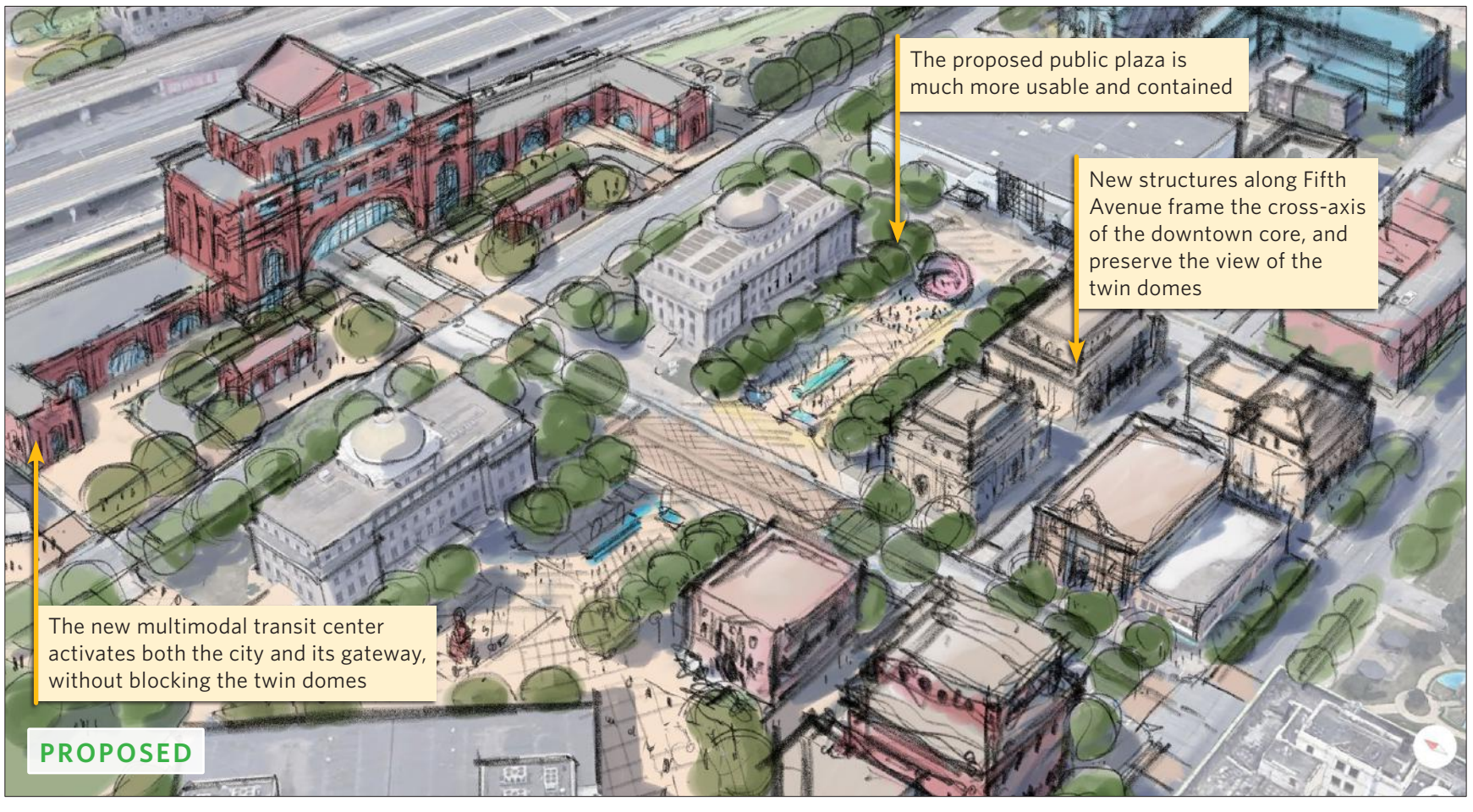
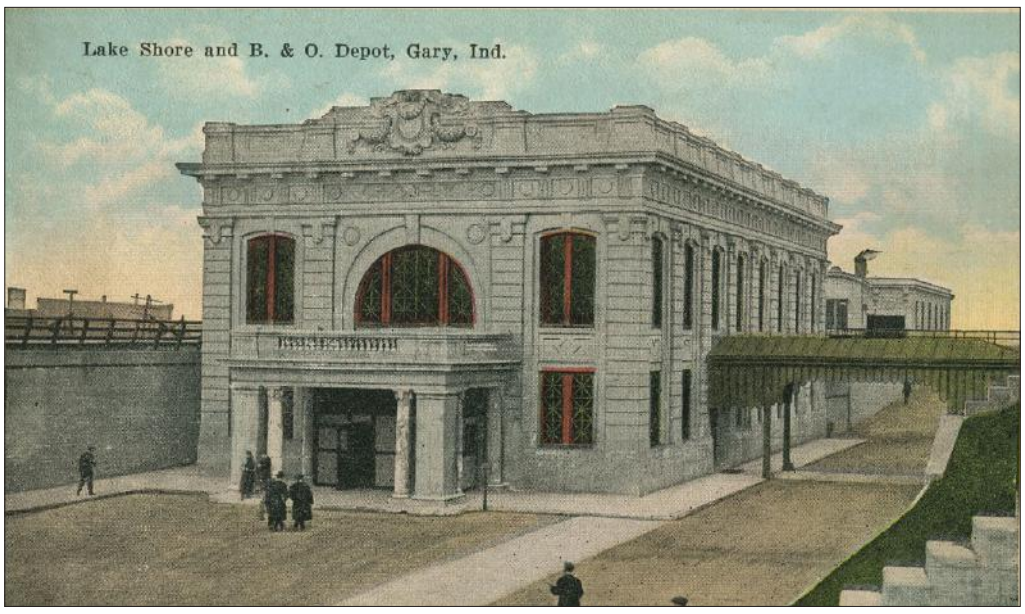


FIGURE 59: Proposed Multimodal Transit Station within a Revitalized Downtown Core
The new multimodal transit station acts as a gateway to the city for visitors arriving by car, bus, or train. The arms of the station embrace the relandscaped Gateway Park, and its central mass sits respectfully between but not in front of the historic paired domes of City Hall and the Courthouse.

A HISTORY OF TRANSIT BUILDINGS IN GARY



Union Station in Gary circa 1920, then called the Lake Shore and B & O Depot
Source: Steven R. Shook

In 1910, Gary's Union Station was erected, a cast-concrete building detailed with Beaux-Arts elements. The station was jointly operated by the Lake Shore and Michigan Southern Railway and Baltimore & Ohio Railroad, but had a relatively short life before it closed. In 2023, the station was jointly acquired by the City of Gary, Decay Devils (an organization dedicated to history and preservation of regional buildings), and a telecommunications firm. Plans for the adaptive reuse of the structure are ongoing.

Original 1924 proposal for the Gary, Indiana Gateway Improvement Plan by George H. Maher
Source: Courtesy of the Calumet Regional Archives, Indiana University Northwest

Even unrealized plans for Gary's connection to transit can serve as an inspiration for a new multimodal center. This 1924 proposal for the Gateway Improvement Plan was commissioned to reimagine the arrival point to the city, in response to Gary's growing success as a metropolis. In the 1920s, George H. and Phillip Maher drew a monumental scheme complete with transit buildings, train and road infrastructure, additional civic structures, and landscape proposals. The result was later adjusted in 1927 to narrow the height and scope of construction. This scheme was never realized in full; instead, the twin dome buildings were constructed, as well as a portion of the Gateway Park landscape plan.

TRANSIT DEVELOPMENT DISTRICTS IN NORTHWEST INDIANA

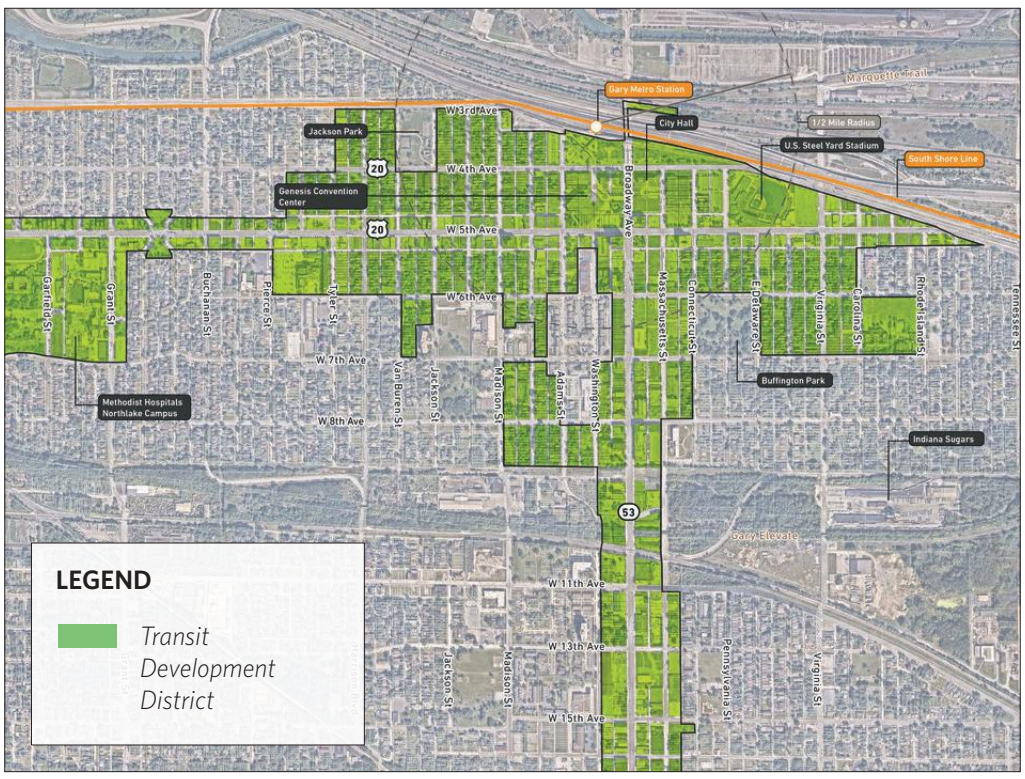


Diagram of the Transit Development District proposed for Gary
Source: Northwest Indiana Transit Development Districts, www.nwitdd.com

The recent Senate Bill 434 includes the Gary Metro Center Station Revitalization Fund, which will support the replacement of the current center with a new multimodal structure. This fund provides 25 years of matching funds from the state; $3 million per year come each from Gary and a local casino sponsor, and $6 million per year from the State of Indiana. The bill also establishes the Gary Metro Center Station Revitalization Project Board, a seven-member group who will own the station, overseeing its growth and maintenance.

In tandem, the Regional Development Authority has been administering Transit Development Districts across northwest Indiana, which will promote walkable, livable communities around new stations along the renovated and expanded South Shore Line. As tax revenues rise with projected growth, the increase in revenue will go towards infrastructure within these districts.

TRAVEL LOGISTICS OF AN MULTIMODAL TRANSIT CENTER

MODES OF TRANSPORTATION

MODES OF TRANSPORTATION	South Shore Line	Auto Parking	Drop Off / Rideshare	BRT / Future Streetcar	Local & Regional Bus	Intercity Bus	Bicycle Park	Bike Share	Pedestrian	[Future] Amtrak
South Shore Line		●	●	●	●	●	●	●	●	
Auto Parking	●									●
Drop Off / Rideshare	●									●
BRT / Future Streetcar	●				●	●	●	●	●	●
Local & Regional Bus	●			●		●	●	●	●	●
Intercity Bus		●	●	●	●					
Bicycle Park	●	●	●	●	●	●		●	●	●
Bike Share	●	●	●	●	●	●	●		●	●
Pedestrian	●	●	●	●	●	●	●	●		●
[Future] Amtrak		●	●	●	●	●	●	●	●	

FIGURE 60: Mode Intersection Chart

How people shift their mode of travel at the station influenced the siting of the building, vehicular and pedestrian access, and the relative adjacencies of program elements. For example, a person parking their car at the station is more likely to board a South Shore Line train than to take a local bus line, whereas a person arriving by intercity bus may transfer to a local bus to their final destination.

LEGEND

● *Likely Intersection of Modes of Transport*

MODES OF TRANSPORTATION

DESTINATIONS	South Shore Line	BRT / Future Streetcar	Local & Regional Bus	Intercity Bus	Bicycle	Pedestrian	[Future] Amtrak
Chicago	●			●			
South Bend	●			●			●
Other Major U.S. Cities				●			●
Other NWI Towns	●						
GWY Airport	●		●				
Dunes National Park		●	●		●	●	
Primary City Districts		●	●		●	●	
Neighborhood Districts			●		●	●	
Other Major City Areas			●		●		
Minor (Lower-Density) City Areas			●		●		

FIGURE 61: Origin / Destination Intersections Chart

Also considered was what modes of transportation people may use to arrive to or depart from the station to travel to a set of destinations. This chart includes the primary and neighborhood districts suggested by the masterplan as well as the potential for future Amtrak service. Local and regional leaders can expand on these charts with data and projections in order to adequately anticipate, encourage, and service transit in alignment with their goals for a sustainable environment and healthier population.

LEGEND

● *Likely Availability of a Transport Mode to Reach a Destination*

PROPOSED TRANSIT CENTER PROGRAMMING NEEDS

New Multimodal Station
A new gateway to visually terminate Broadway
Relocate station to Broadway, reinforcing the prominence of transit in Gary's vision for the future
Convenient, visible access from the street up to the platform level
Large, conditioned waiting area at platform level, bridging over Broadway, with views to trains and city
Office space for GPTC and/or other tenanting
Event space for community gatherings and revenue-generating rentals, with expansive outdoor views

Transit Plaza
Curbless plaza for pedestrian safety and programming flexibility
Shaded waiting areas through canopies, awnings, and trees
Opportunities for business incubator spaces and public art

New South Shore Line Platform
Level train boarding (no step-up)

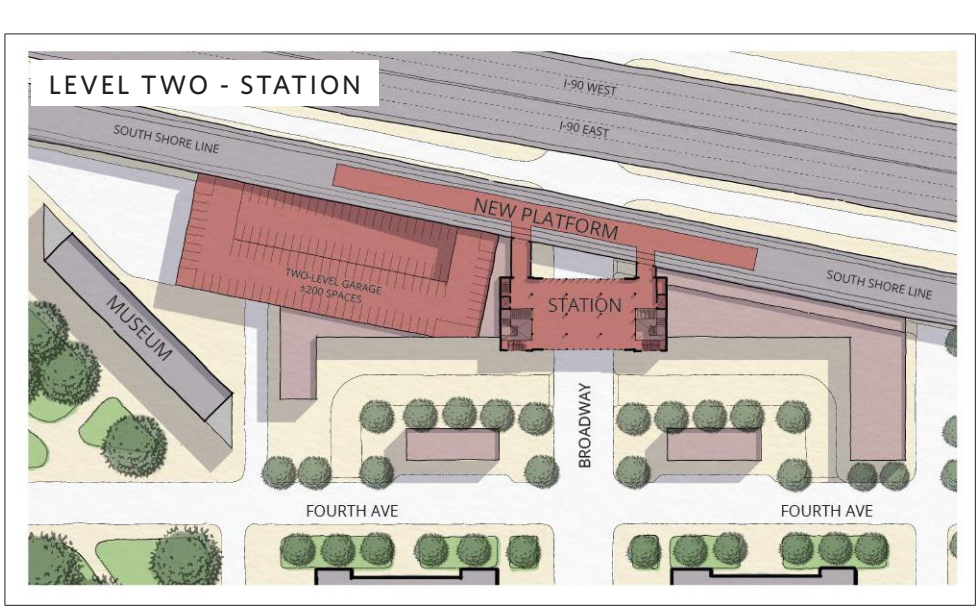
Bus Accommodations
Three dedicated bus bays in the Transit Plaza
Additional bays shared with drop-off / rideshare in the Transit Plaza
Four dedicated bus bays along Fourth Avenue
Future bus bays on the parking entry street
Signal priority at the intersection of Broadway and Fourth Avenue

Automobile Drop-Off / Rideshare
Transit Plaza drop-off

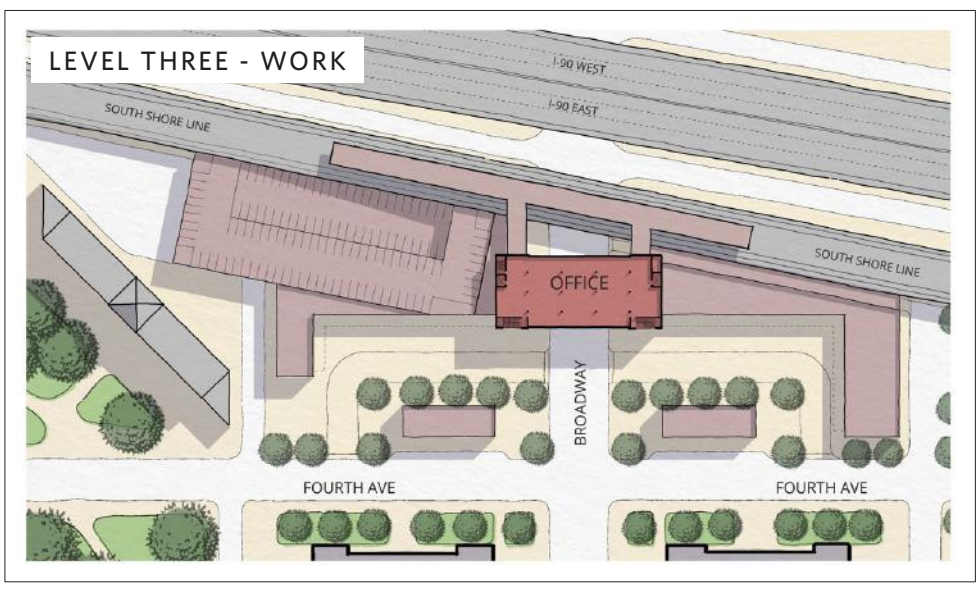
Automobile Parking
Approximately 200 spaces in the two-level attached structured parking garage
Surface parking east of the station
Future structured parking at the Genesis Center site

Bicycle Accommodations
Enclosed, secured bicycle parking and ebike charging
Bike share and bike self-repair station

The first level of the transit center includes essential transit services as well as multiple retail opportunities that engage with and frame the public space to the south of the main structure.



The second level contains the primary station room, with access to a new platform for boarding the South Shore line.



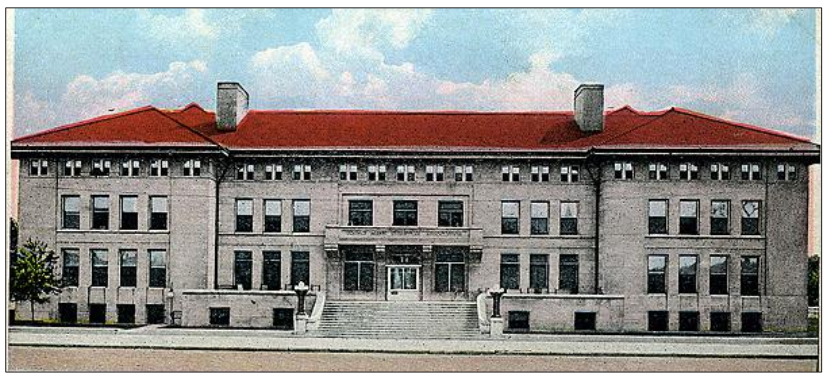
This third level provides for revenue-generating office space at a unique and convenient location with unparalleled views.

The top level is an event space with outdoor terraces, which can generate revenue from both meetings and events. Addition of this space to downtown Gary as a whole is important, as the city lacks a hotel or ballroom.

FIGURE 62: Floor Plans for the Four Levels of the Multimodal Transit Center

The project spatially creates a grand outdoor room defined by the new transit center, City Hall, the Courthouse, and the adaptive reuse of the Adam Benjamin Jr. Metro Center. Throughout the charrette process, citizens expressed frustration at how the current platform is accessed, which requires navigating several level changes and crossing over a parking lot in a "hamster tube." This solution relocates the train platform access to track level, providing clear wayfinding and greatly improving safety and accessibility.

Existing Gary Metro Station
Source: Google Street View

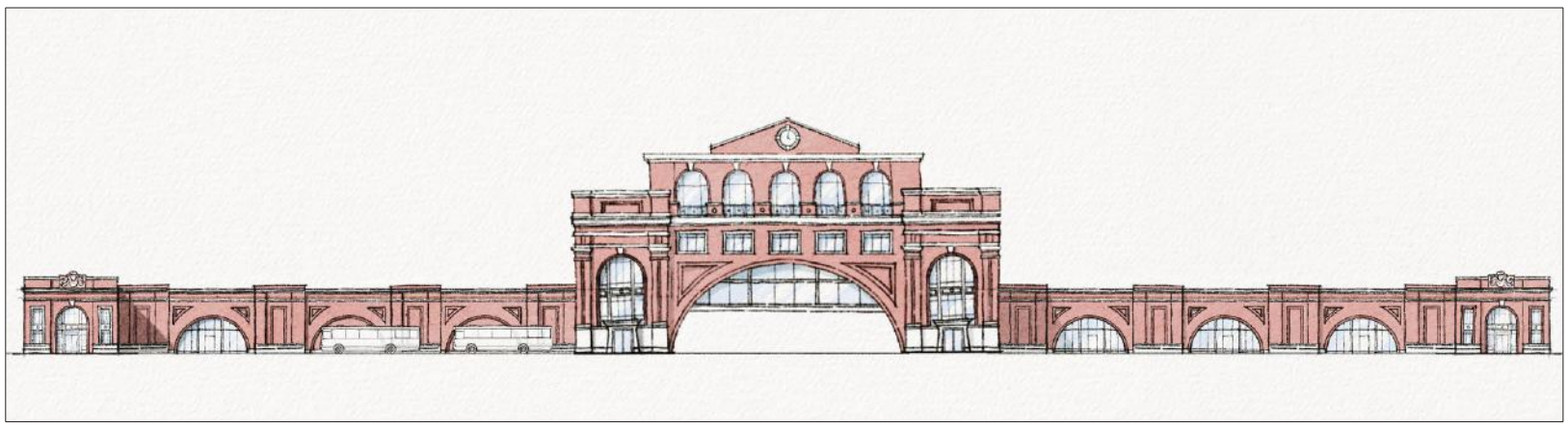


Gary YMCA
Source: Steven R. Shook

1924 Gateway Plan
Source: Courtesy of the Calumet Regional Archives, Indiana University Northwest

Gary Memorial Auditorium
Source: Steven R. Shook

FIGURE 63: Local References for the Proposed Center
Gary's great architectural history provided a wealth of inspiration to draw from. In particular, the interplay of brick and stone seen in many historic buildings imparts solidity and permanence to the transit center while at the same time not overpowering the limestone civic buildings opposite it on Fourth. Like many of Gary's great structures, the transit center has distinctive corner elements. Instead of a series of arches between, as in the Memorial Auditorium, one grand arch demarcates the transit center as a true gateway to Gary's future.



South Elevation

Rendering of View down Broadway, Facing North

FIGURE 64: Elevation and Rendering of the Proposed Center
Starting with George H. Maher's vision for the Gary Gateway in 1924, this site has served as the identity and image of Gary to the world. The new transit center will plant the flag marking the City's next renaissance, creating both a new celebratory entry point and a visual termination of Broadway. The building and plaza will accommodate the next century of mobility with the dignity that all citizens of and visitors to Gary deserve.

EMERSON NEIGHBORHOOD OVERVIEW

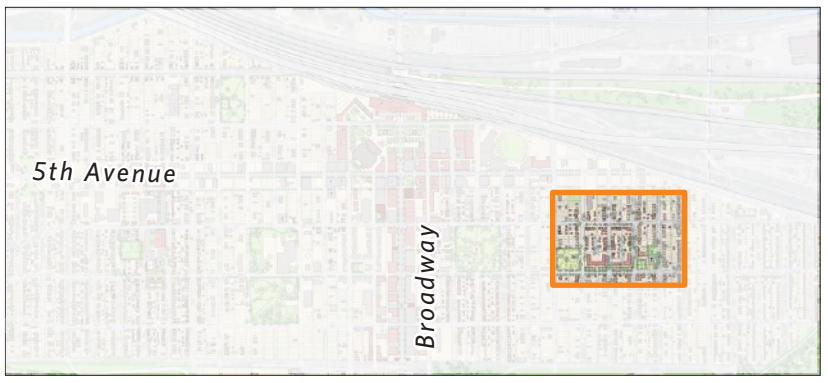
Building in a concentrated way, and focusing development in a strategic location, is the only way to create genuine momentum, which is necessary to pull the entire city to its feet in the long term. If development is scattered and sporadic, sprinkled throughout the city in even dispersal, these new buildings will bring little energy as isolated entities.

Clustering pockets of development actually draws people and energy to a place, rather than to one building with nothing around it. This allows economic growth, brings new residents, and creates a pattern of lasting change in the area of intervention. The momentum created by this success then percolates to its immediate surroundings, and eventually to the city as a whole. At the same time, because an area such as the Emerson Neighborhood is conceived of in full, it provides a template for what is needed in a neighborhood, and establishes a pattern that nearby centers can follow.

One of the two neighborhood seeds planted in this proposal is anchored by the former Emerson School, which sits on an otherwise empty double-block of open land. The property sits between two churches, so the area is already established in terms of community gathering. To the west, a beloved community garden cues the local culture.

This specific proposal takes on the abandoned school, converting it into an apartment building. All around it, infill housing offers a variety of missing middle housing options, creating affordable homes to draw residents to the area. Interspersed among these homes are public parks, mixed-use structures, and other critical neighborhood amenities.

At the time of issuing this report, the future of the shell of the former Emerson School is uncertain, and it appears that it will most likely be deconstructed or demolished. While an adaptive reuse of this structure would provide the ideal core of this neighborhood, new buildings on this site will also serve this purpose. If new buildings are constructed on the Emerson School site, it is essential that they are scaled to fit within the residential neighborhood fabric, and not over-scaled or acontextual. See Part 9 of this report for building types appropriate to this site.



Location Map: Emerson Neighborhood

KEY FINDINGS

1 The Emerson School and local churches act as neighborhood anchors

A neighborhood grows well around local architectural character and established cultural nodes.

2 Ample open land is an opportunity for housing

There is a large amount of open land to the north of the Emerson School, which can be easily densified into a mixed-use neighborhood with many housing options.

RECOMMENDATIONS

1 Highlight and support the community gathering spaces in the area

Churches and a community garden already sit on this site, establishing a strong culture that can be built upon.

2 Build new homes and convert the Emerson School to housing

The combination of adaptive reuse of the Emerson School as apartments and multiple blocks of new buildings will provide ample and varied housing options.

FIGURE 65: Masterplan Detail of the Emerson Neighborhood

The Emerson Neighborhood offers a variety of housing options, public parks, community gathering spaces, and a relationship with existing churches and community gardens. The architectural anchor for the area is the converted Emerson School.

FIGURE 66: Aerial View of the Existing Site

The current Emerson site is primarily vacant or abandoned, with extensive open land and parking lots. The existing Emerson School shell (top left) and St. Monica & Luke Church (bottom right) offer anchors for new development.

Source: Google Earth

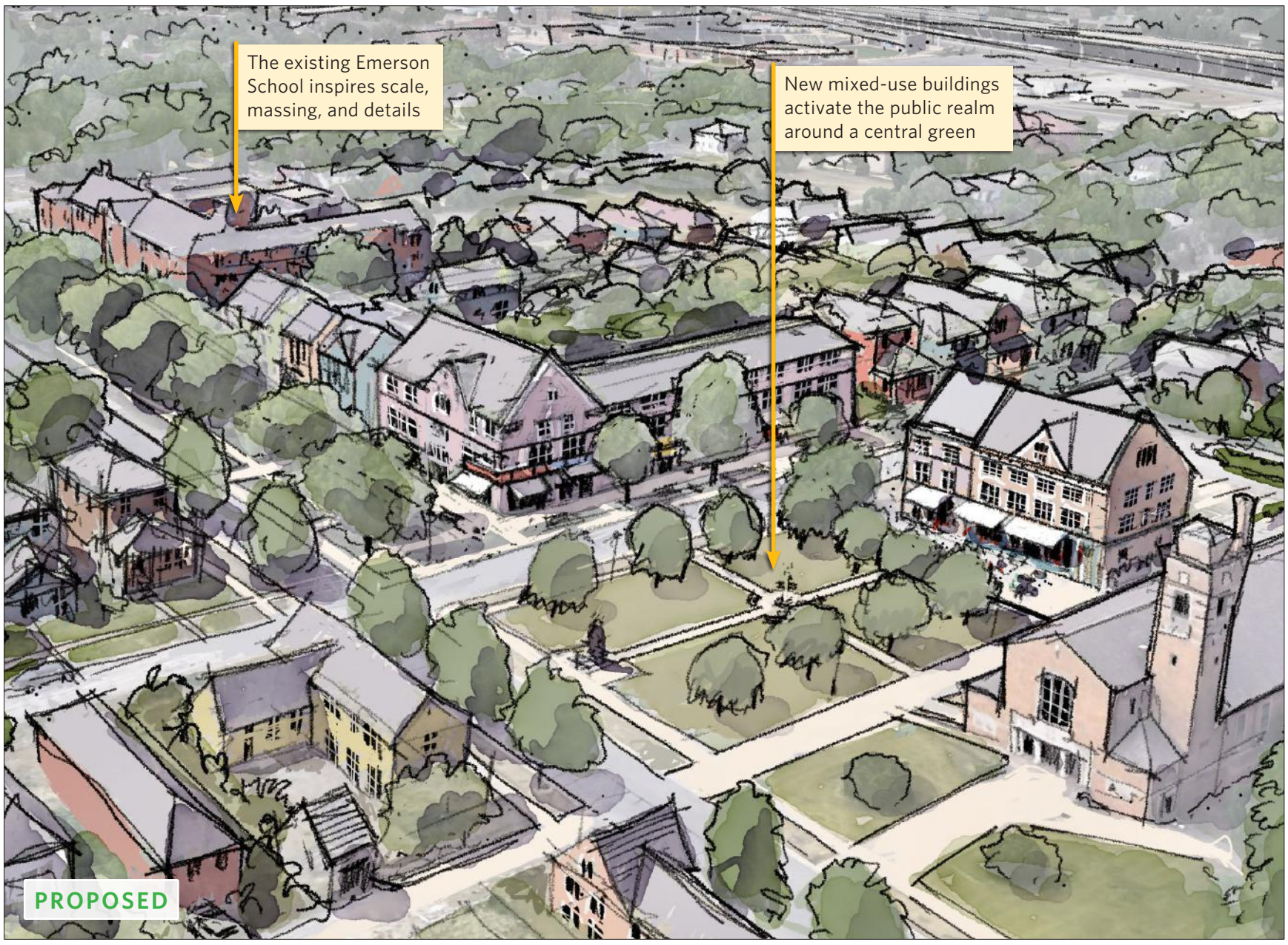


FIGURE 67: Aerial View of the Proposed Emerson Neighborhood

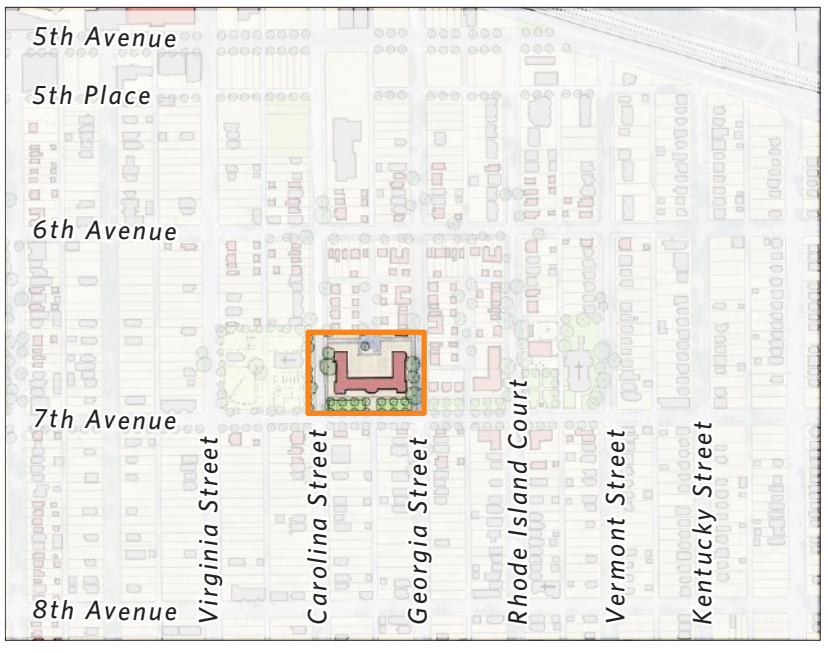
The neighborhood unites restored historic structures with new infill buildings, creating a dense environment.

EMERSON CONDOS

The Ralph Waldo Emerson High School, now abandoned, sits in the southwest quadrant of a double block, which is primarily open land. Though the building has been unoccupied for multiple decades, it has a distinctive facade that is worth saving. The structure holds the corner of the block with an elegant solidity that cues both the character and street presence of new development in this neighborhood.

The proposed Emerson Condos saves the shell of the building, adapting the school's facades to residential needs while keeping its heritage intact. Windows are adjusted from a classroom scale to a more residential character, but the overall massing and character of the building remain the same. A facade so rich in detail, sitting proudly among new development, is the ideal setting for fostering a strong community.

As noted previously, it may not be possible to save this structure. If new housing is built on this site, ensure that the scale and character of this development is compatible with the existing context. See Part 9 of this report for building types appropriate to this site.



Location Map: Emerson Condos

FIGURE 68: Street View of the Existing Site

Though the current conditions of the Emerson School are challenging, the history and architectural character of the building deserve saving.

Source: Google Street View

FIGURE 69: Proposal for the Emerson Condos

This proposal uses the existing shell of the Emerson School as the facade for a new condominium building.

A VISION FOR THE EMERSON CONDOS

FIGURE 70: Historic Photograph of Emerson School in the 1910s
The Ralph Waldo Emerson High School, built in 1909, was Gary's first high school. It incorporated a remarkable range of resources and facilities. It was known nationwide for its implementation of the "whole child" philosophy of education. The school desegregated in 1927, but resegregated the same year due to student boycotts against attendance by African American students. As a result, the Roosevelt High School was founded for Black students southeast of downtown.

Image Source: Stephen R. Shook

Information Source: Wikipedia

FIGURE 71: Street View of Southwest Corner of the Site
The Emerson School building is visible in the distance, behind trees. In the foreground, a community garden sits on the site south of the Progressive Community Church, developed and maintained by the FAITH (Families Anchored in Total Harmony, Inc.) CDC: a "social, environmental and food justice organization that advocates for equitable access to available resources that benefit black indigenous people of color in the city of Gary and throughout Northwest Indiana." This food source and community gathering space will be a key foundational element of the new neighborhood.

Image Source: Google Street View

Information Source: FAITH CDC, Gary

FIGURE 72: Street View of Emerson School South Facade
Though the school's interior cannot be saved, its shell is salvageable, and features a number of dignified stone details. The graceful front steps and large front door create a welcoming entrance to the future home of many Gary citizens.

Source: Google Street View

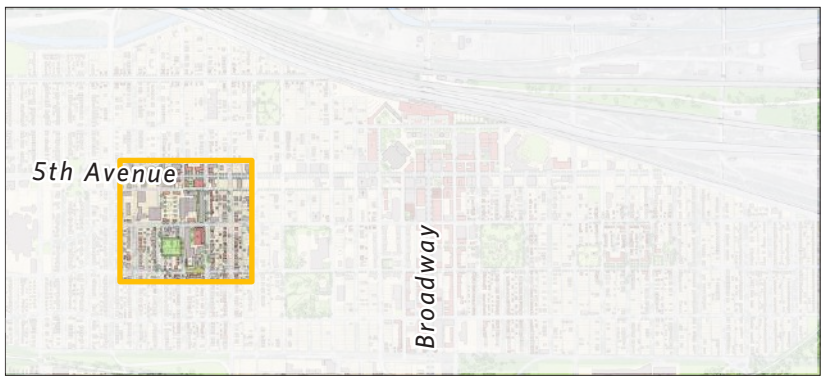
HOLY ANGELS NEIGHBORHOOD OVERVIEW

Mirroring the Emerson Neighborhood on the east side of the city, the Holy Angels Neighborhood offers a similar center of growth on the west side of the city. The neighborhood, which has remained largely intact, is anchored by the Cathedral of the Holy Angels and a large building that houses the Gary Police Department.

The Cathedral of the Holy Angels' regional draw and continued local engagement has helped to hold together the neighborhood fabric and acted as a counterbalance to the disinvestment seen in other parts of the city. As an anchor for the overall neighborhood, the cathedral will bolster new development by bringing people to the area and maintaining a stabilizing presence.

Surrounding the cathedral are several parking lots and sporadic vacant lots. To the northwest of the church, a former school building sits empty, and the parish is considering reviving it. The block north is defined by two large buildings: the abandoned St. Mary's Hospital to the east, a potential candidate for adaptive reuse, and the Gary Police Department to the west. The former St. Mary's Hospital building is large, dense, and salvageable, and the perfect opportunity to provide an ample community of housing units as other residential buildings are gradually constructed.

This proposal exemplifies all the elements necessary for a thriving neighborhood, with the church as a central element: housing, community gathering space, public parks, a school, a church, security, health, small shops, and a local market. The model generated on this site serves as a strong example of a safe, walkable neighborhood, and can be replicated throughout the city and region.



Location Map: Holy Angels Neighborhood

KEY FINDINGS

1 Holy Angels Cathedral is an anchor for new development

The cathedral is a beautiful and well-loved building on the west side of the city, and a strong node for growth in this neighborhood. The parish owns several adjacent properties, including a school building that could potentially reopen.

2 The St. Mary's Hospital is a potential opportunity for adaptive reuse

Currently abandoned, this hospital is in decent condition, and is worth considering renovating to satisfy future housing needs.

RECOMMENDATIONS

1 Build neighborhood amenities around the church property

With community gathering space and a possible school already attached to Holy Angels Cathedral, it is the ideal area for clustering other amenities to serve the immediate neighborhood, such as health services and a local market.

2 Provide new housing in the converted hospital and infill buildings

New residents will be drawn by the flourishing church, school, and other amenities of the neighborhood as it grows. The converted hospital building will have ample housing, and there are many nearby vacant lots for infill buildings.

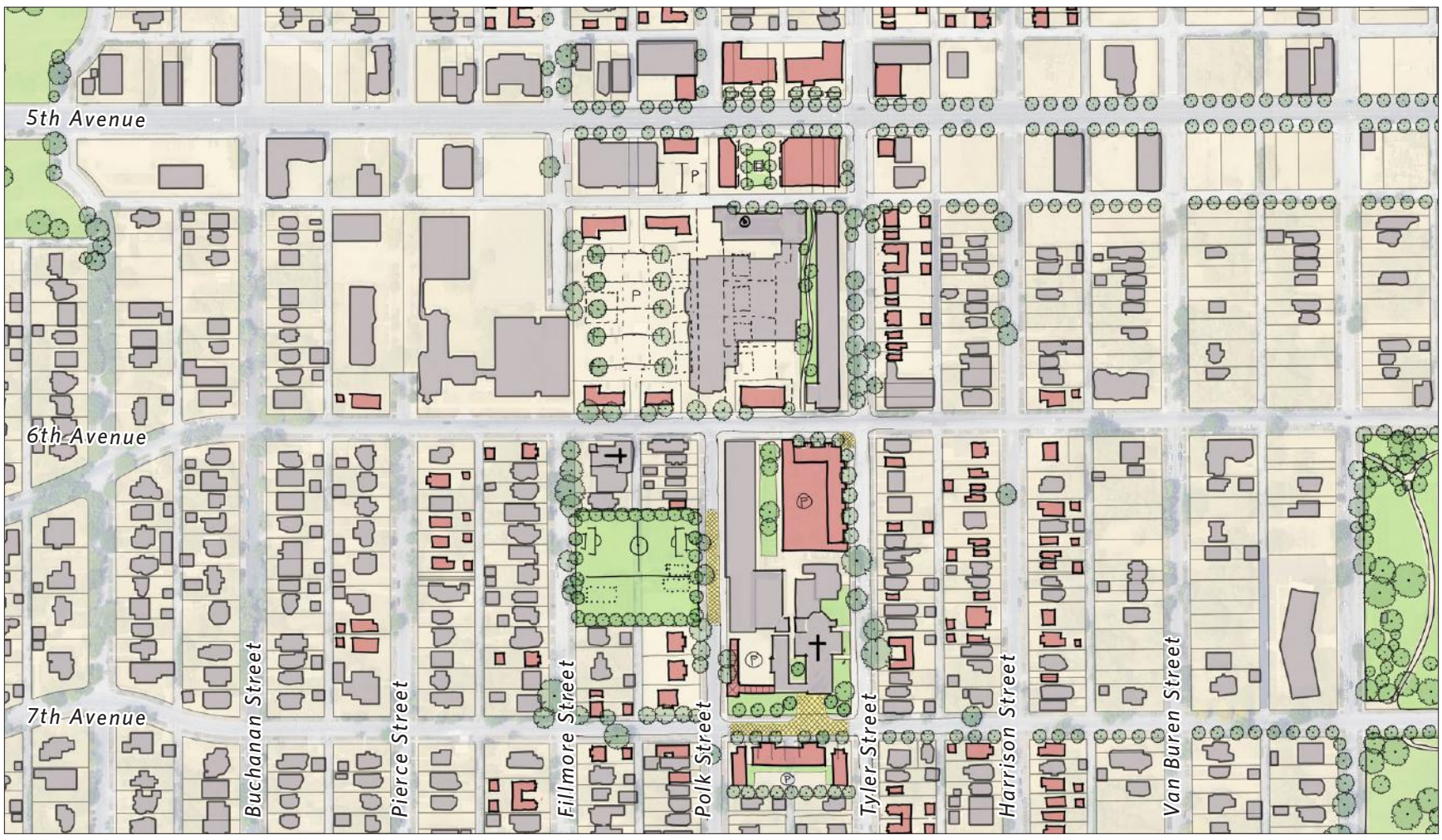


FIGURE 73: Masterplan Detail of the Holy Angels Neighborhood

Centered around the Holy Angels Cathedral, the Holy Angels Neighborhood offers a variety of housing options, public parks, community gathering spaces, and a refined relationship with existing structures.

FIGURE 74: Aerial View of the Existing Site

The current conditions of this site are characterized primarily by large structures – some abandoned – surrounded by empty land, with a sporadic ring of smaller buildings. A phased approach to redevelopment will allow the gradual conversion of abandoned buildings, revival of the Cathedral School, and infill of lots and parking with new housing and mixed-use buildings.

Source: Google Earth

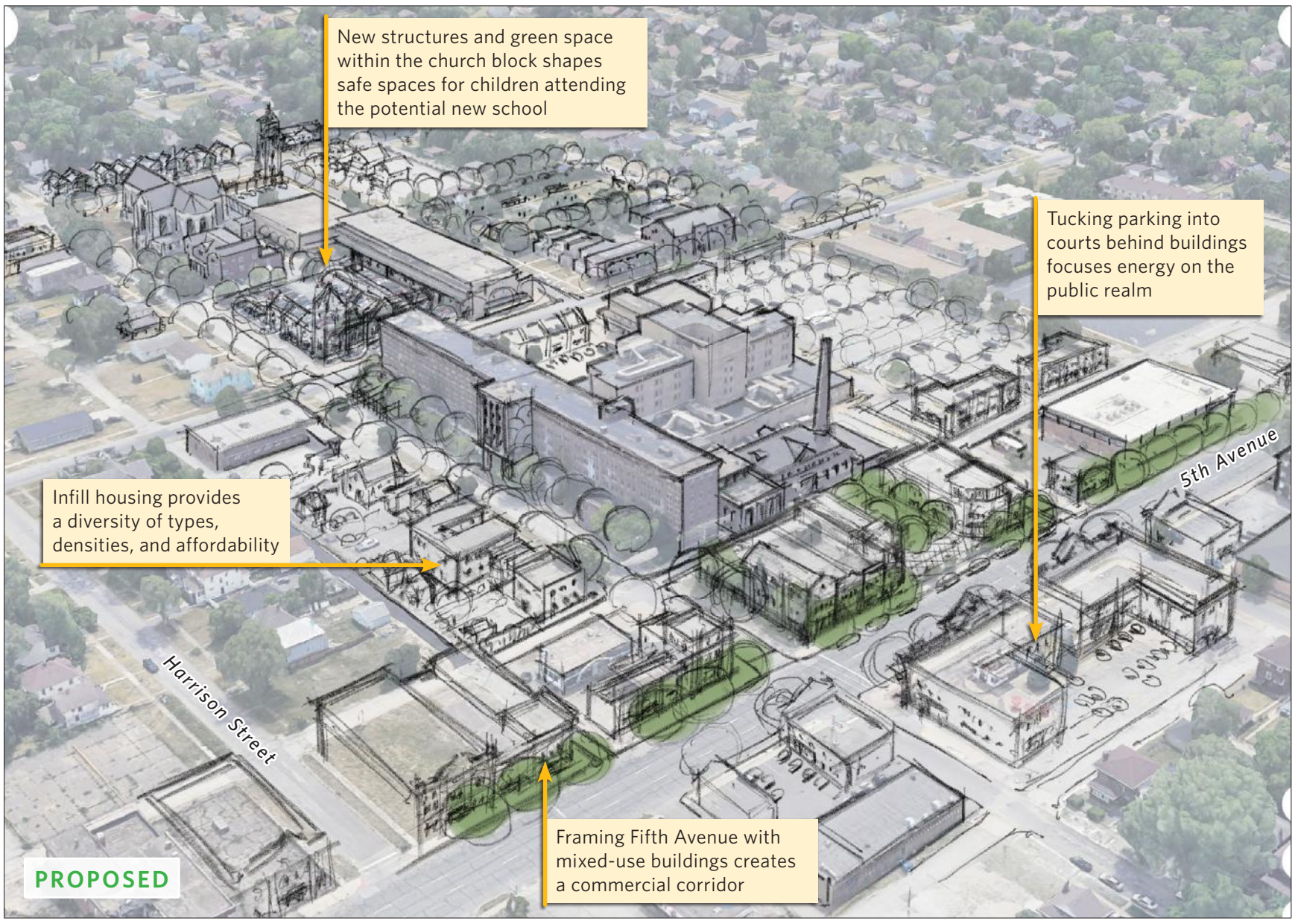


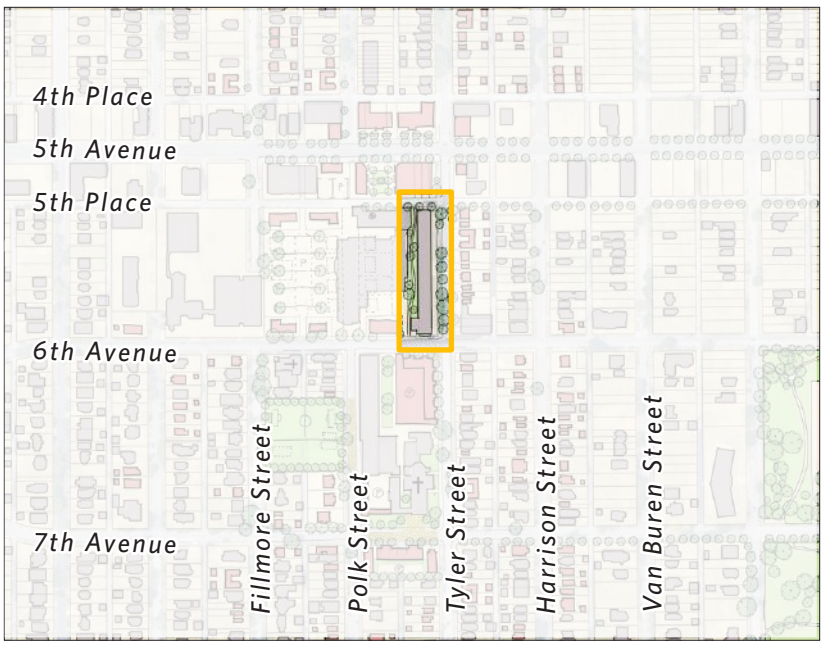
FIGURE 75: Aerial View of the Proposed Holy Angels Neighborhood

The neighborhood unites restored historic structures with new infill buildings, creating a dense environment that exemplifies the ten elements on page 88.

ST. MARY'S HOSPITAL

Built in 1908, St. Mary's Mercy Hospital changed significantly over time: growing horizontally and vertically, gaining new roofs and entrances, and generally adapting to Gary's booming population. The hospital was initially a critical medical site for both the city and region, but was fully abandoned by the mid-1990s. Now, the empty north-south building lines an entire city block, in need of heavy interior renovation but with robust facades. If restored, this structure could provide high-density housing opportunities to a large number of people.

At the time of issuing this report, the future of the former St. Mary's Hospital is uncertain, and it appears that it will most likely be deconstructed or demolished. We encourage pausing on demolition if possible and allowing the community to build up around this structure. New growth will make this building more attractive as a development opportunity.



Location Map: St. Mary's Hospital

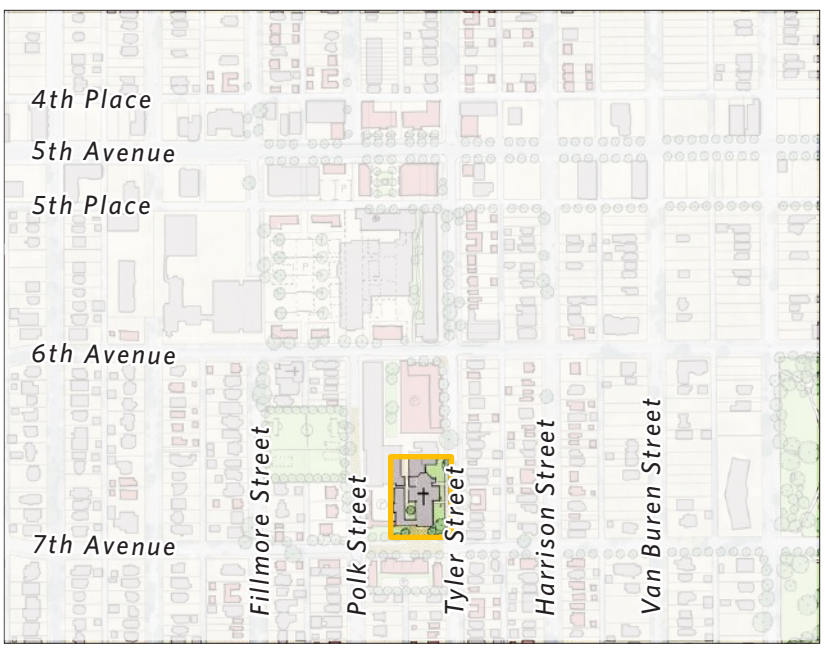
FIGURE 76: Street View of the Existing Site
The former St. Mary's Hospital is abandoned, but in a stable condition. Such a robust, useful building can provide both character and a great deal of housing space as an anchor for the neighborhood.
Source: Google Street View

FIGURE 77: Proposal for the Rehabilitation of the St. Mary's Hospital as Apartments
Renovating this historic structure as apartments is a sustainable and heritage-honoring approach to creating density of available housing in the area. The new apartment building holds the street well and offers an elegant backdrop to an activated public realm.

HOLY ANGELS CATHEDRAL

The Cathedral of the Holy Angels, which anchors this neighborhood, began as a Catholic church in 1906, and became a cathedral with the 1956 establishment of the Diocese of Gary. The building was renovated for the first time in 1972, and again in 1998. It is architecturally compelling, in excellent condition, and well attended by a local and regional congregation.

The Diocese of Gary owns multiple adjacent parcels of land as well as the church property, and is exploring the possibility of developing these together, as well as potentially reviving its inactive adjacent school.



Location Map: Holy Angels Cathedral

FIGURE 78: Historic Photograph of the Holy Angels Cathedral School, 1910

The original Holy Angels Cathedral School was an attractive stone building that engaged with the architecture of the church. It was demolished and replaced with a more modern structure, which has also since closed.

Source: Stephen R. Shook

FIGURE 79: Street View of the Holy Angels Cathedral Facade, Facing Northwest

The cathedral is in excellent condition. Its strength as a regional destination for worship will be key in the activation of development in the surrounding area.

Source: Google Street View

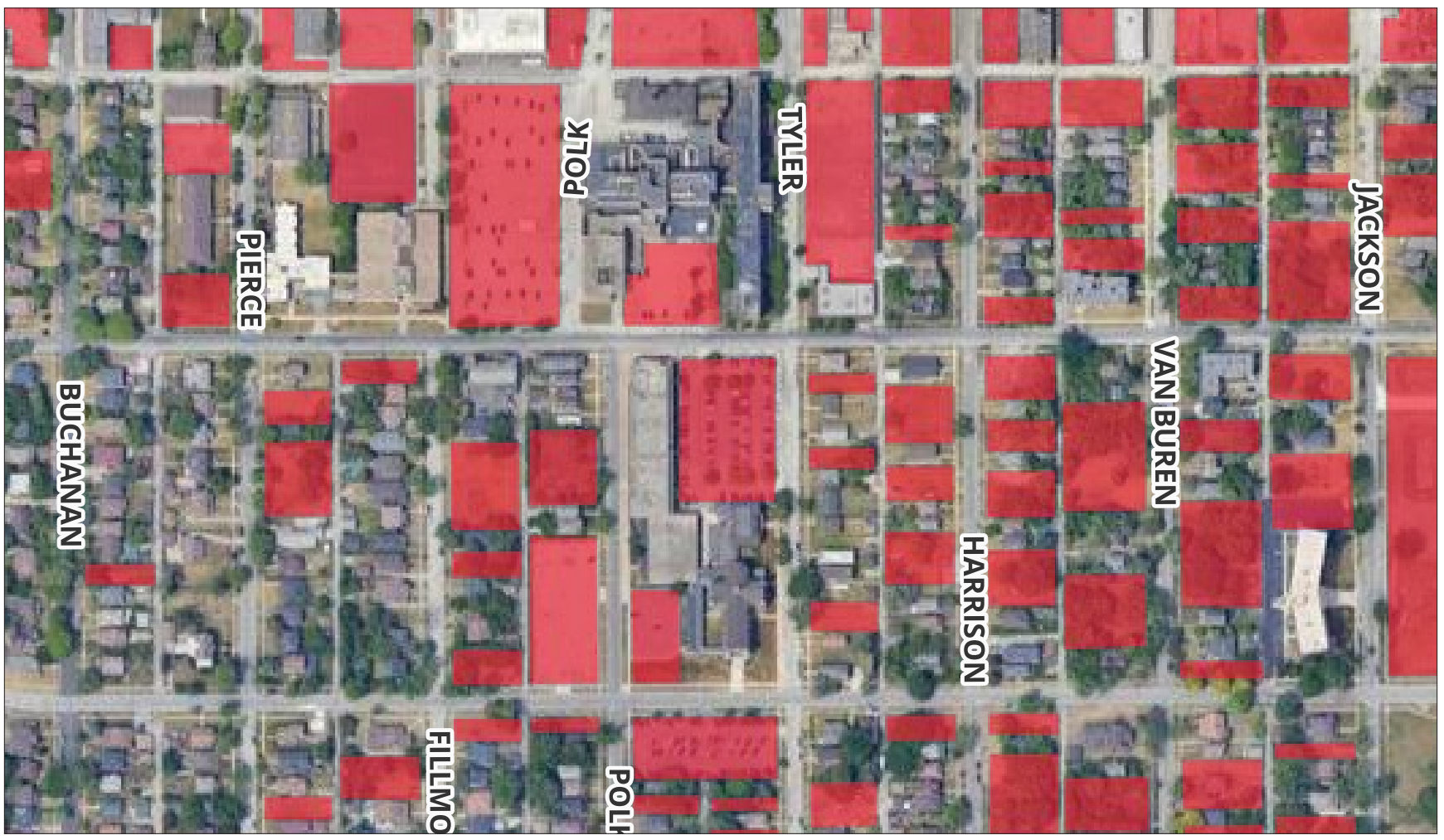


FIGURE 80: Vacant & Underutilized Land Diagram Highlighting the Holy Angels Neighborhood

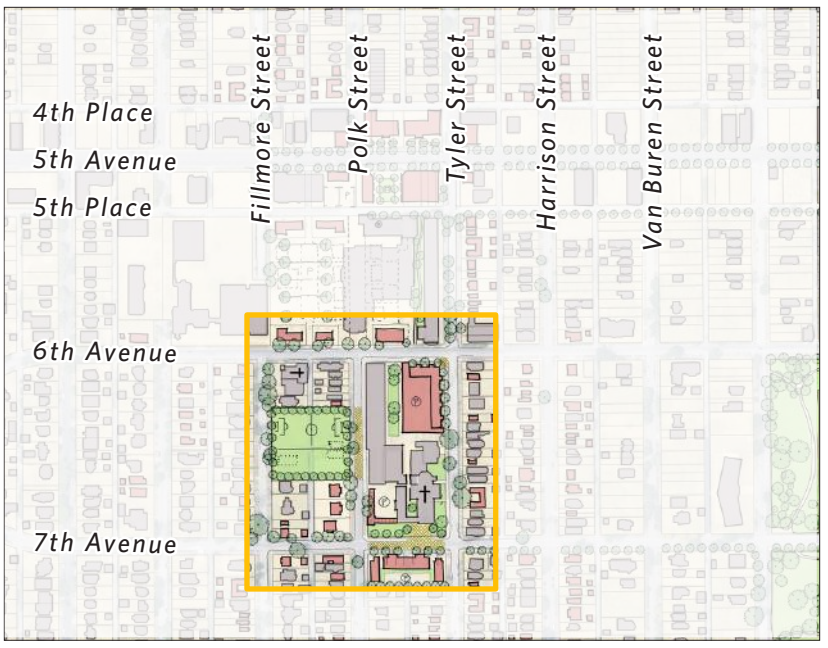
Despite being more intact than other areas of the city, there is still a great deal of open land adjacent to and surrounding the cathedral, posing a generous opportunity for new development.

HOLY ANGELS CATHEDRAL SITE

The Diocese of Gary owns both the cathedral property and several adjacent lots. Recent interest in developing these lots and consideration of reestablishing the school is timed well with the overall momentum of the city. With the Holy Angels Neighborhood as one of two neighborhood centers establishing growth patterns for the further evolution of Gary beyond its downtown, this series of church-owned parcels as well as the surrounding blocks are poised to lead regeneration strategies.

The first step to this phased approach is addressing the public realm. By strategically activating the area in front of the cathedral, which is already well-attended, new structures will become a catalyst for additional growth in this area of the city. The second phase of proposed growth is to reopen the school and provide a new park and playground. Over time, as the neighborhood infills with new housing and the school is fully reestablished, the final phase of development is to build a parking garage lined with mixed-use buildings on the northeast corner of the block. Access to convenient parking is important to the operations of the cathedral due to its regional draw. The phased plan takes this into consideration, and ensures continued availability of parking throughout all phases of growth.

In full, this proposal exemplifies the ten elements of a strong neighborhood identified to the right. The existing church and school act as an anchor for these blocks. A community center, market, and health services can appear within any of the proposed buildings, or within a reimagining of existing buildings, with adequate development of streets and landscaping to support public access and dignified context. A park and commons are proposed as new framed spaces. Residential block infill provides significant housing diversity. Security is available via the existing police station. Safe streets are particularly highlighted with paved areas of Seventh Avenue and Polk Street, which can be bollarded off for school children and parishioners as well as general events.



Location Map: Holy Angels Cathedral & Surrounding Site

TEN ELEMENTS OF A STRONG NEIGHBORHOOD

1. Church
2. Park
3. School
4. Community Center
5. Market
6. Commons
7. Security
8. Health
9. Safe Streets
10. Housing Diversity

0 EXISTING CONDITIONS

FIGURE 81: Existing Conditions of the Cathedral Site
The cathedral and adjoining parcels act as a regional draw. Yet, while the proximity of parking is convenient, large surface lots surrounding the cathedral deactivate the public realm and disconnect the campus from its neighborhood.

1 ACTIVATE THE CATHEDRAL

FIGURE 82: Phase One – Activate the Cathedral & Start Infill
People instinctively gather in public places that provide a sense of containment. Phase One proposes activating the area in front of the cathedral by converting Seventh Avenue between Polk and Tyler Streets into a festival street that is generally open to traffic, but can be closed for events. An arcade frames the parking lot to the west of the cathedral, offering cover for parishioners going to and from services. New buildings on the block to the south of the cathedral not only frame the space, but provide the opportunity for neighborhood services as well as housing to draw people to the area throughout the week. In parallel, construction of infill housing begins on vacant property near the front of the cathedral.

FIGURE 85: Rendering of the Activated Cathedral
In the proposed first phase of development, the area west and south of the cathedral is activated with hardscaping, landscaping, and new structures to create a vibrant public realm that engages the cathedral with the communities by attracting pedestrians to visit the area throughout the week.
Inset Image Source: Google Street View

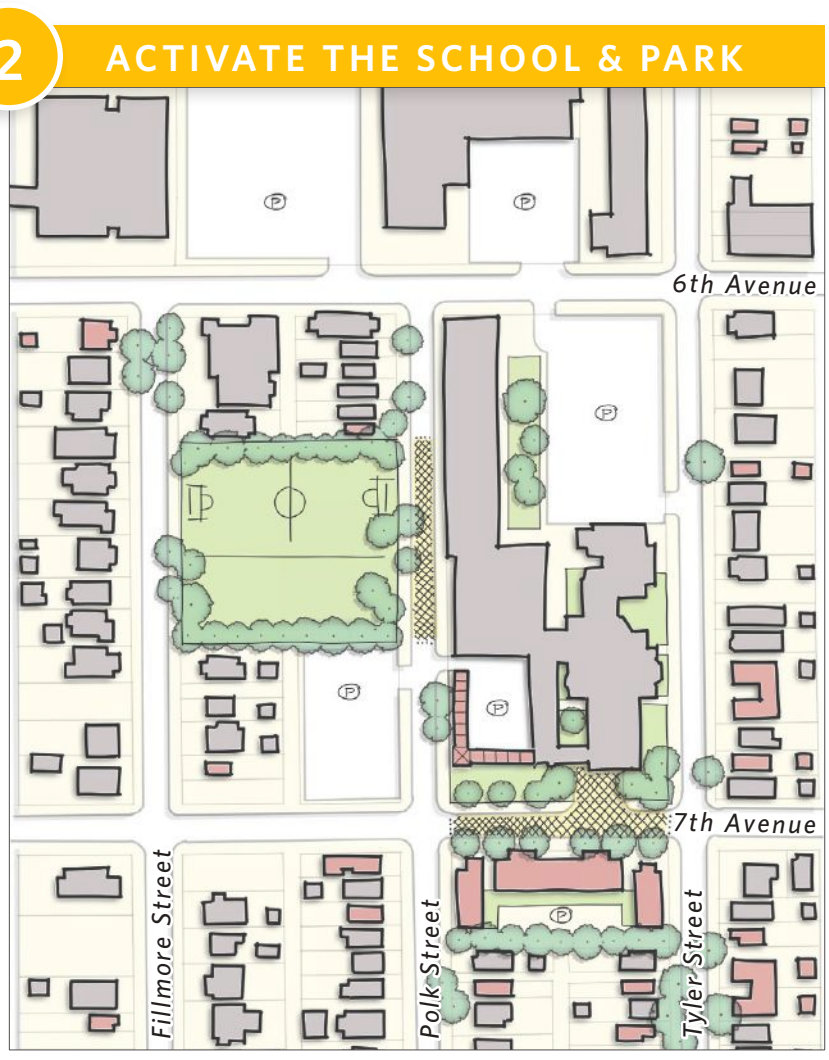


FIGURE 83: Phase Two – Activate the School and Park
The potential reactivation of the cathedral school provides the opportunity to develop a new playground and field to the west of the campus. In this scheme, a portion of Polk Street is shown repaved as a festival street that is capable of being closed off during school hours to allow safe passage for students accessing the play area, as well as pick-up and drop-off before and after school. In parallel, construction of housing continues to gradually fill vacant lots.

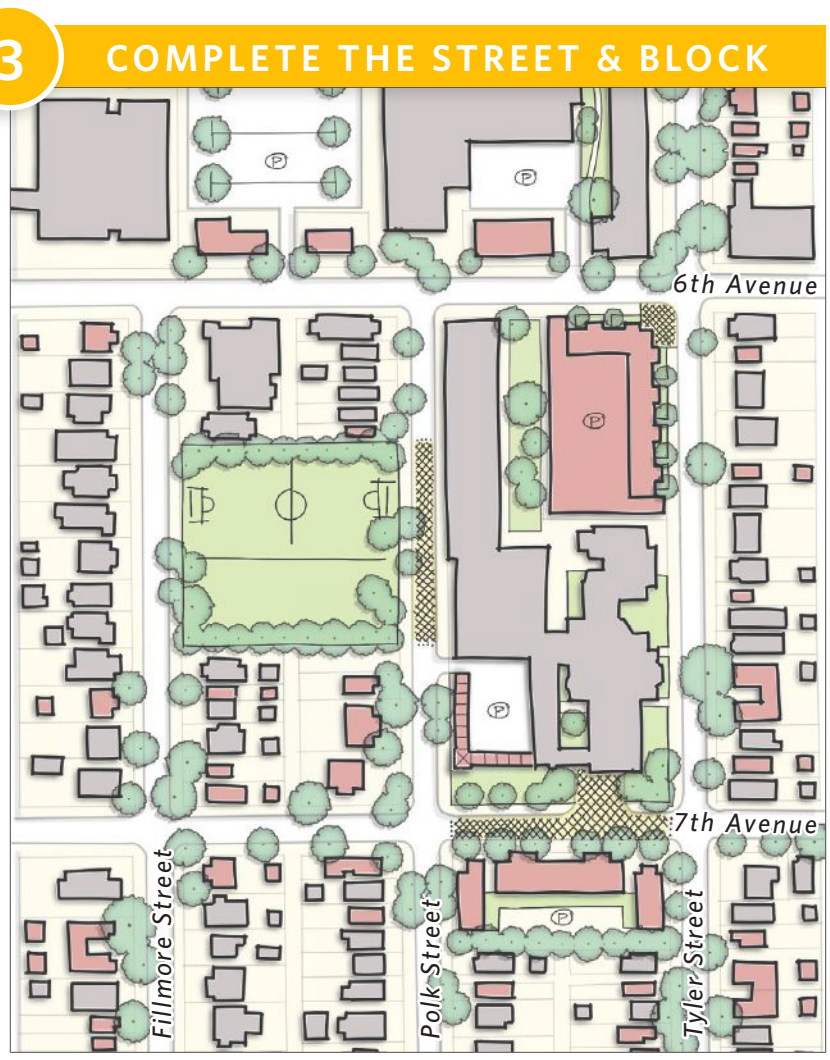


FIGURE 84: Phase Three – Complete the Street and Block
The final act in this series proposes a parking garage with direct access to the cathedral and a residential liner building at the northwest corner of the cathedral block. By this time, all residential infill has taken place in surrounding vacant lots, and the original density of the neighborhood is restored.

Broadway, circa 1965, Source: Stephen R. Shook

PART 7:
STREETS

STREET NETWORK

Gary's street network was masterplanned as a part of the original city planning efforts in the early 1900s. The street grid was modeled after New York City, with the primary north-south corridor named Broadway, and its main east-west cross-axis named Fifth Avenue.

Parallel to Broadway, Washington Street to the west and Massachusetts Street to the east were also commercial corridors, though slightly narrower and less active than the primary corridor. Retail extended along Fifth Avenue, though the street became more residential as it moved away from downtown. The rest of the city streets were primarily residential, with larger multifamily buildings more likely to sit on east-west avenues and smaller single-family structures more likely to occupy north-south streets.

Two features of the street network pose significant barriers to a vibrant and inviting public realm. One-way streets with wide travel lanes promote high-speed traffic, which deters pedestrian activity and negatively impacts local businesses. Additionally, the designation of Broadway, Fifth Avenue, and Fourth Avenue as Indiana State Road 53 and U.S. Highways 12 and 20 has introduced a heavy flow of truck traffic through the city. A crucial first step in reducing the impact of this truck traffic is for the state to relinquish control of Fifth Avenue.

Each of the five streets in this section reflects a distinct character and role within the city. While the changes made to them share a common theme – introducing narrower, two-way streets with trees and on-street parking to create a safer, more pleasant environment – these elements are tailored to the unique context and needs of each street. At the same time, they can serve as models and inspiration for similar improvements across other streets in Gary.

KEY FINDINGS

1 Truck traffic makes streets unsafe

Currently, both Fourth and Fifth Avenues act as major truck routes. This brings heavy, invasive traffic down streets that should be active corridors of the public realm.

2 One-way streets encourage high-speed traffic

Wide lanes in one-way streets are associated with fast traffic, posing severe barriers to safety, ease of motion, and the ability to establish a thriving public realm.

RECOMMENDATIONS

1 Lobby the state to relinquish Fifth Avenue

Truck routes are currently controlled by the state. Even if some of these must continue to provide truck access, Fifth Avenue is the primary east-west axis of the city, and the first priority to take back from the Department of Transportation.

2 Convert one-way streets to safe two-way streets

Replacing one-way with two-way traffic, and creating buffers with parking and trees will create a safer, quieter environment for residents, visitors, and businesses alike.

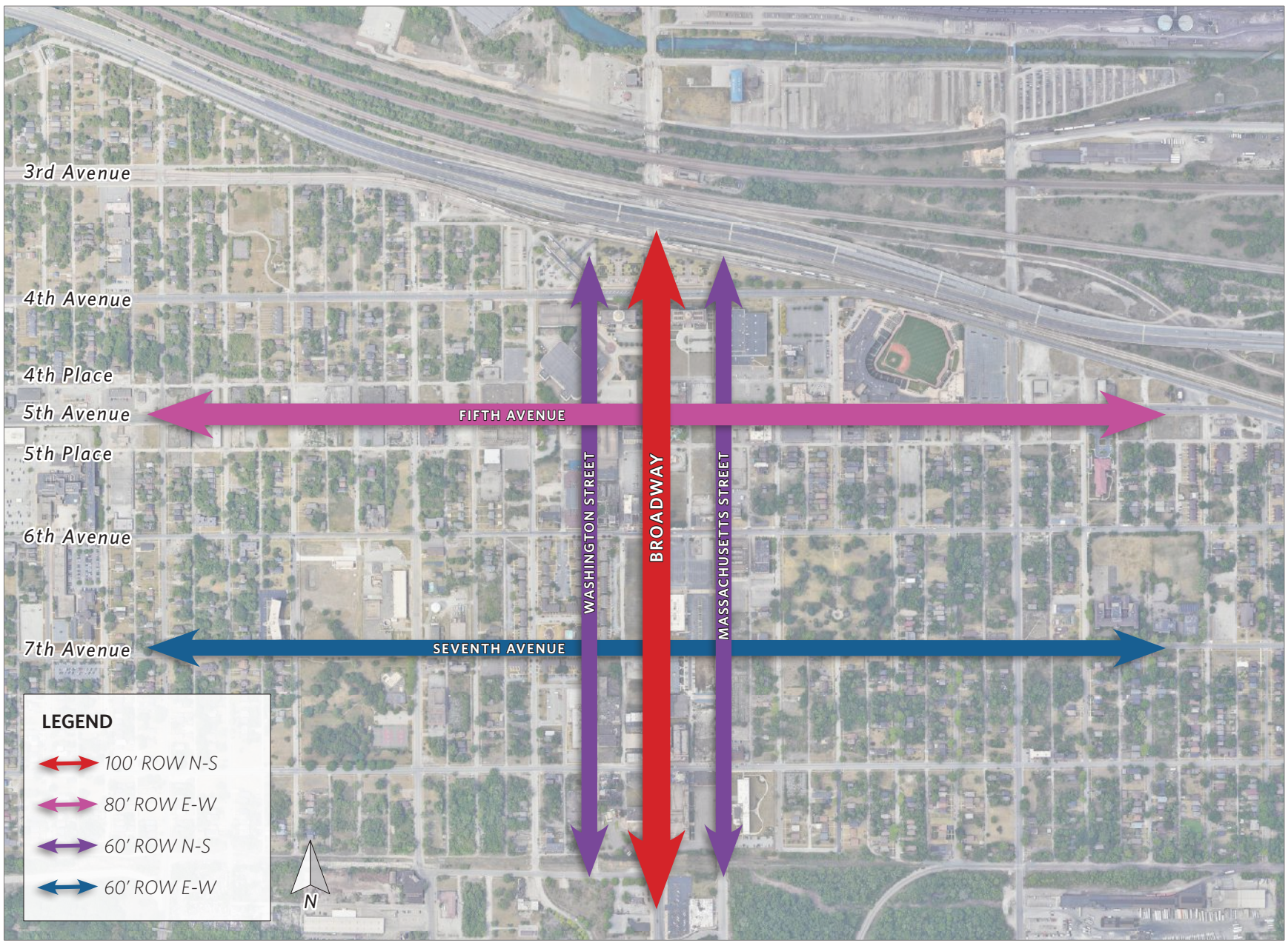


FIGURE 86: Street Hierarchy Diagram

Gary's primary streets have a hierarchy associated with their relative widths. Broadway, as the primary corridor, is the widest, with a 100' right-of-way. Fifth Avenue, the primary cross-axis, is slightly narrower, with an 80' right-of-way. The secondary north-south and east-west streets have a 60' right-of-way.

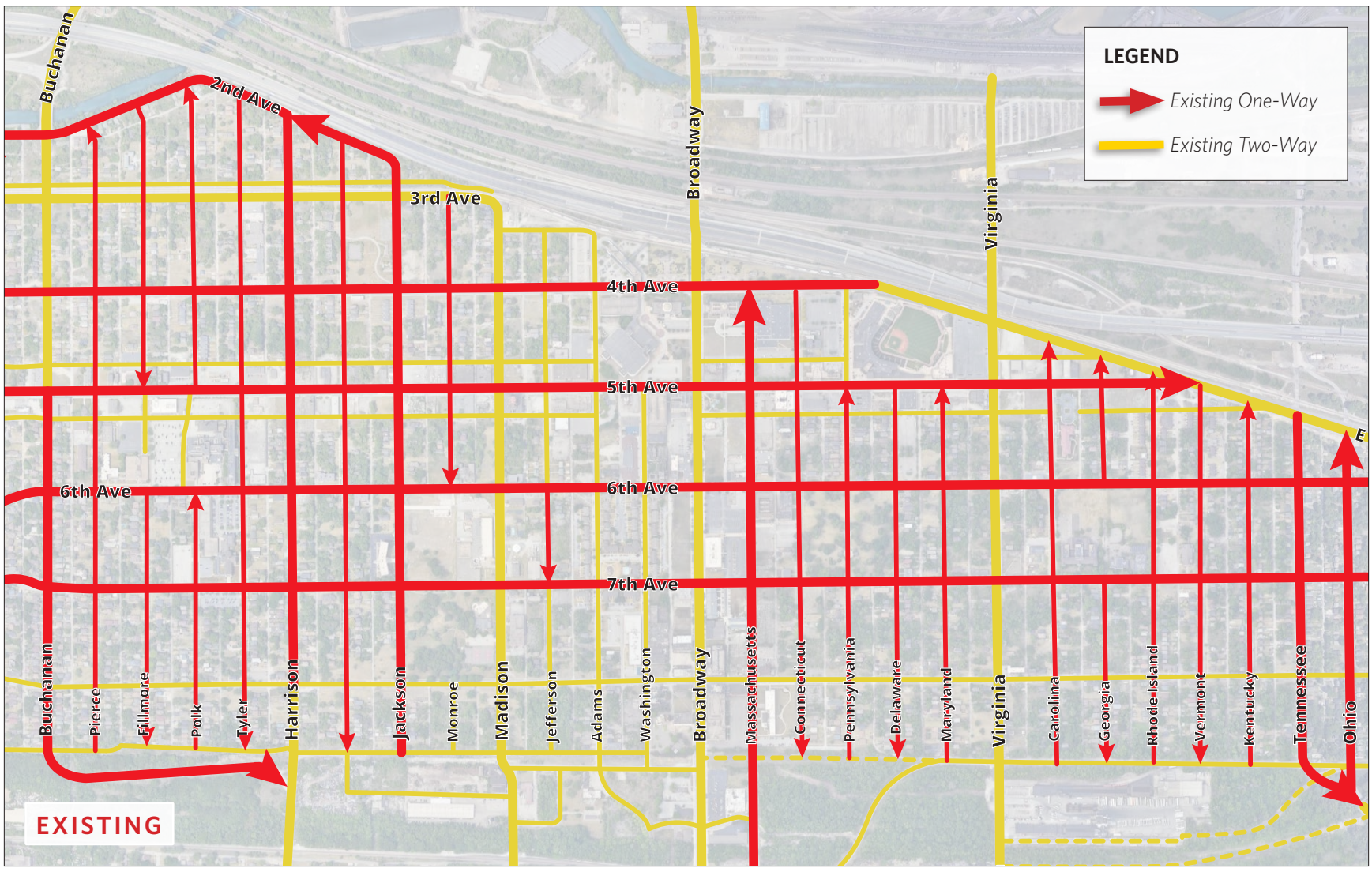


FIGURE 87: Existing One-Way and Two-Way Street Network

In 1910, New York City began to designate one-way streets. Gary was designed and built in this era, and modeled after New York City, so it too sports many one-way streets. However, one-way streets encourage cars to travel faster, creating safety hazards for pedestrians, especially when a driver misses a turn and has to loop around a long, New York-scaled block.

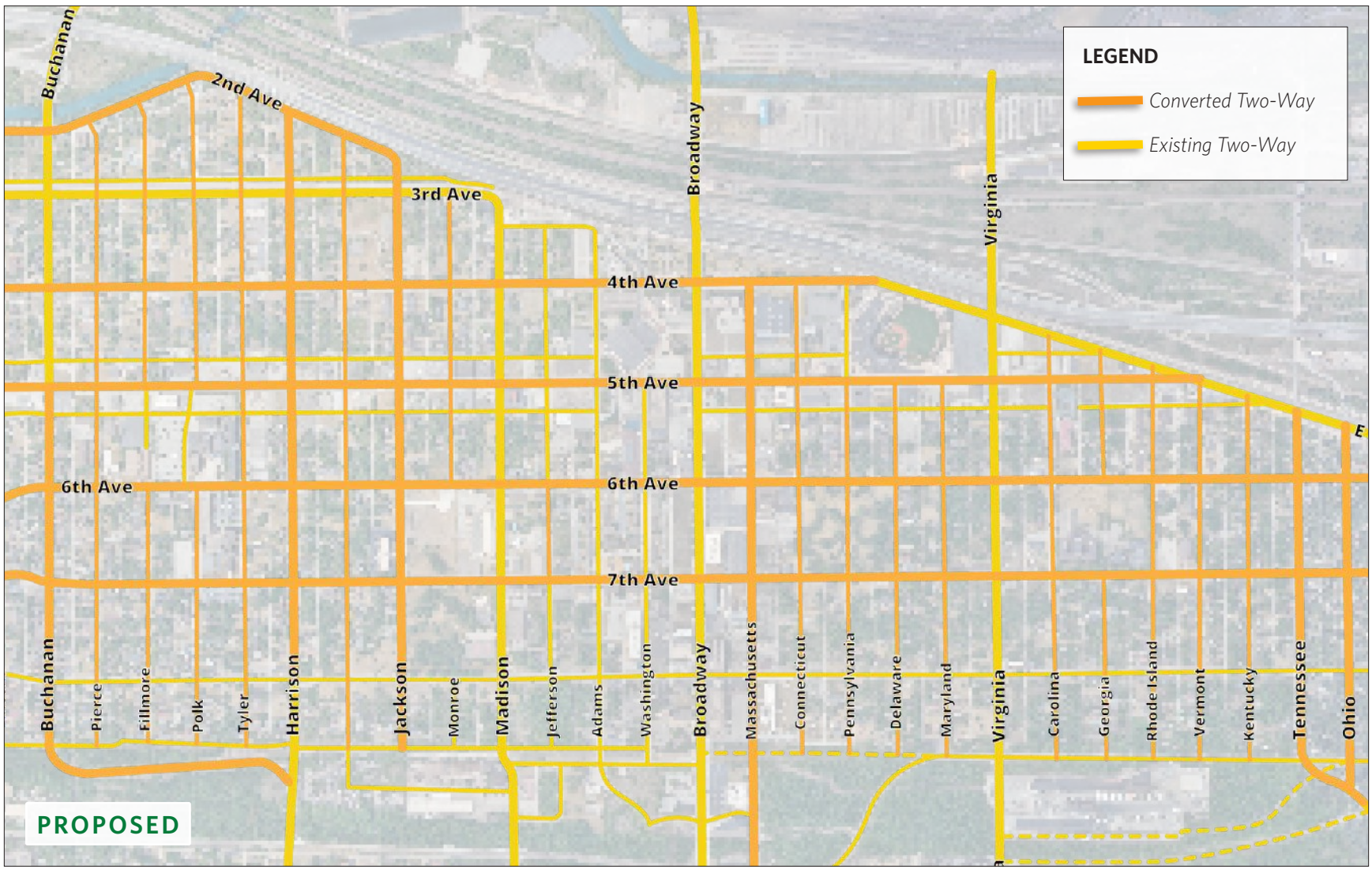


FIGURE 88: Proposed Two-Way Street Network

This proposed system converts all downtown one-way streets to two-way. Two-way streets encourage cars to move more slowly and create a safer and more pleasant public realm.

STREET SECTIONS

Streets are the backbone of the public realm. A well-designed street network forges strong connections between different parts of the city, fostering a sense of cohesion and neighborhood identity. The effectiveness of this network hinges on the quality of street design. Successful streets accommodate not only vehicles but also invite pedestrian activity, creating vibrant spaces for walking, dining, shopping, and enjoying the outdoors. When these human-centered uses are overlooked, the result is an uninviting pedestrian environment – ultimately undermining the community's long-term economic vitality.

Safe street design incorporates physical buffers between moving vehicles and pedestrians. These buffers are typically created by positioning sidewalks behind rows of parked cars and street trees. Studies have shown that adding on-street parking can reduce traffic speeds by 5 to 10 mph, improving pedestrian safety without significantly increasing congestion[5]. Reducing the number of travel lanes – a strategy known as a 'road diet' – can lower crash rates by 19% to 47%[6]. Narrower lanes also encourage slower driving, which not only improves safety but has minimal impact on travel times in urban areas[7]. Pedestrian safety is further enhanced through corner bump-outs, which extend the sidewalk into the intersection and reduce crossing distances by up to 40%, making intersections safer and more accessible for all users[8].

Gary currently experiences significant truck traffic along three state roads: State Road 53 (Broadway), and U.S. Highways 12 and 20 (Fourth and Fifth Avenues, respectively). The high volume of daily truck movement through these corridors creates ongoing disruptions to a safe, functional, and welcoming public realm. Addressing this challenge will require active dialogue and coordination with the Indiana Department of Transportation (INDOT) to explore strategies for rerouting or mitigating truck traffic through the city.

The following pages illustrate both existing and proposed street sections throughout downtown Gary. While street widths and designs vary depending on their location and role within the broader street network, all follow the same core principles of safe street design. These principles include fewer, narrower travel lanes to help slow traffic, and enhanced pedestrian safety through protective measures that separate pedestrians from moving vehicles.

The selection of street trees should be done by a professional arborist, who will consider factors such as root depth and connectivity. This ensures that the trees can thrive over the long term while preventing potential disruption to sidewalks as the trees mature.

[5] National Association of City Transportation Officials (NACTO) (2013). Urban Street Design Guide. Island Press.
[6] Federal Highway Administration. (2015). Road Diet Informational Guide. U.S. Department of Transportation. https://safety.fhwa.dot.gov/road_diets/guidance/info_guide/
[7] National Association of City Transportation Officials (NACTO) (2013). Urban Street Design Guide. Island Press.
[8] Ibid

KEY FINDINGS

1 Safe Streets Require Fewer and Narrower Lanes

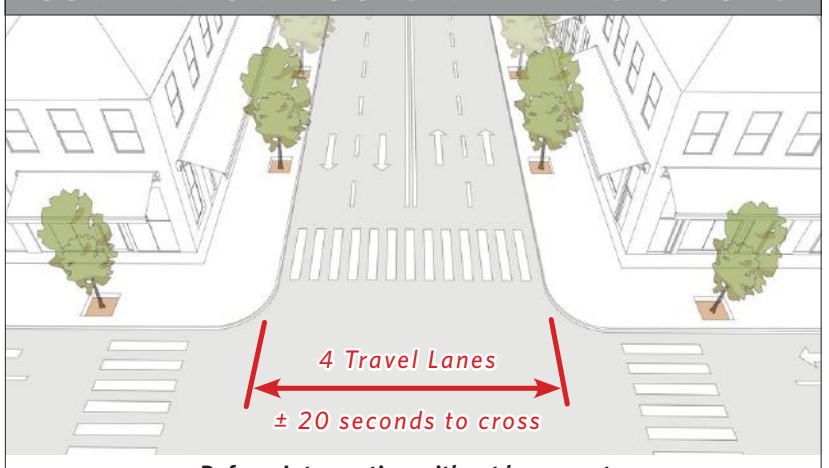
Reducing the number and width of lanes will slow traffic enough to make streets safer without causing delays.

RECOMMENDATIONS

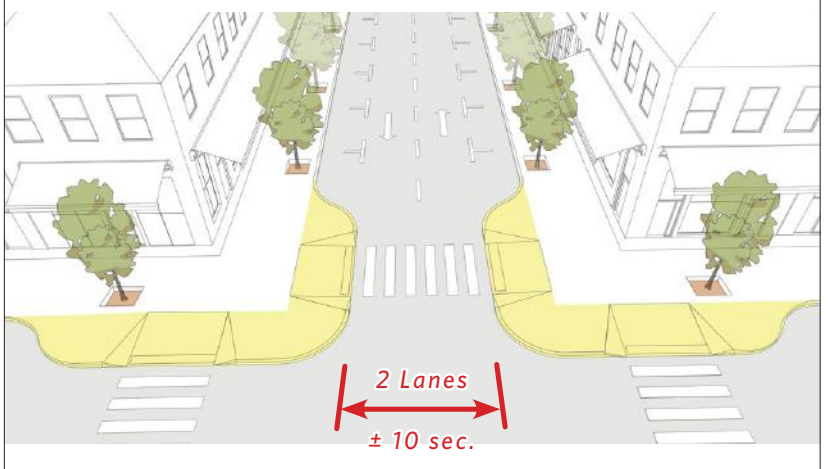
1 Protect Sidewalks Behind Street Trees and Street Parking

Pedestrian activity and street life flourish when protected from automobiles.

CORNER BUMP-OUTS AT INTERSECTIONS

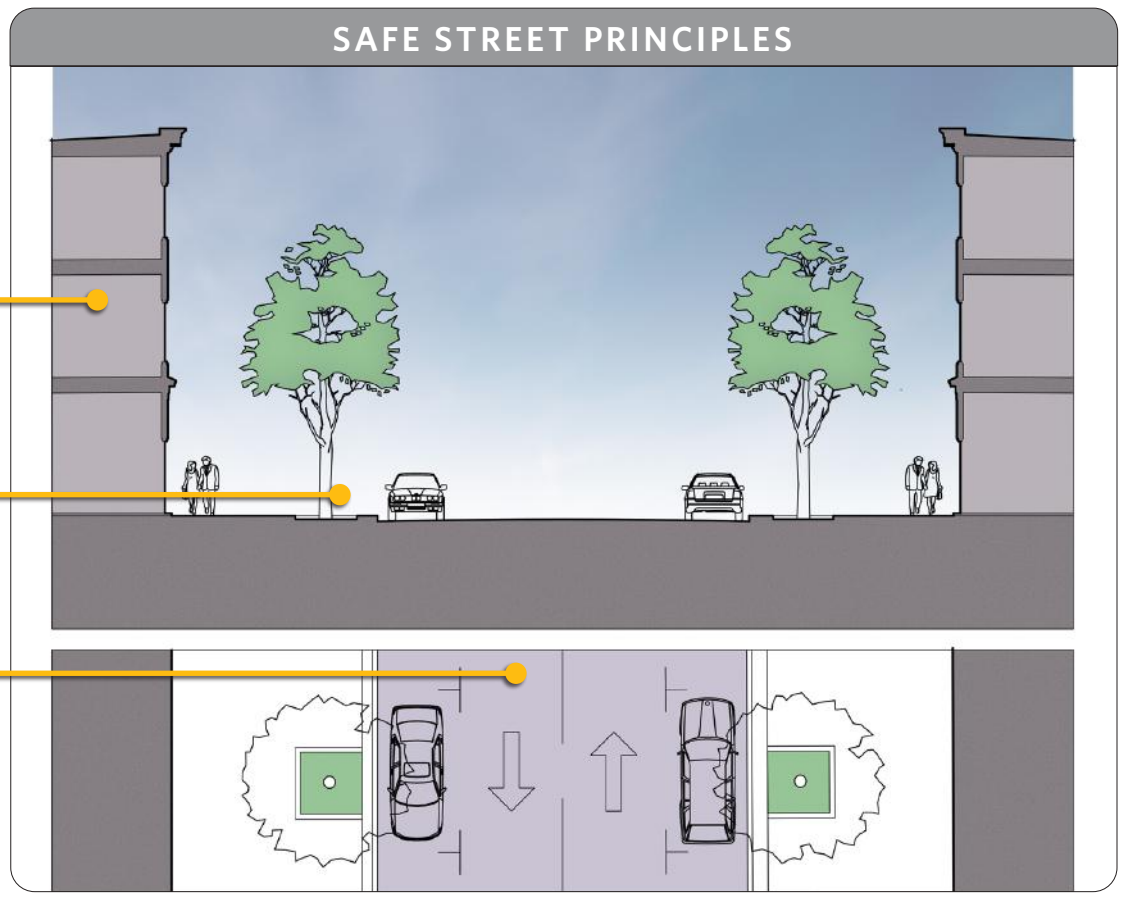


Before: Intersection without bump-outs.
In this example, drivers are encouraged to drive at higher speeds, and pedestrians have to cross four travel lanes.



After: Intersection with bump-outs *with on-street parking.*
In this example, drivers are encouraged to slow down at intersections, and pedestrians only need to cross half of the distance.
Use only when not in conflict with protected bike lanes.

SAFE STREET PRINCIPLES



Buildings frame the street, engage pedestrians, and create the walls of an outdoor room that makes drivers more cautious

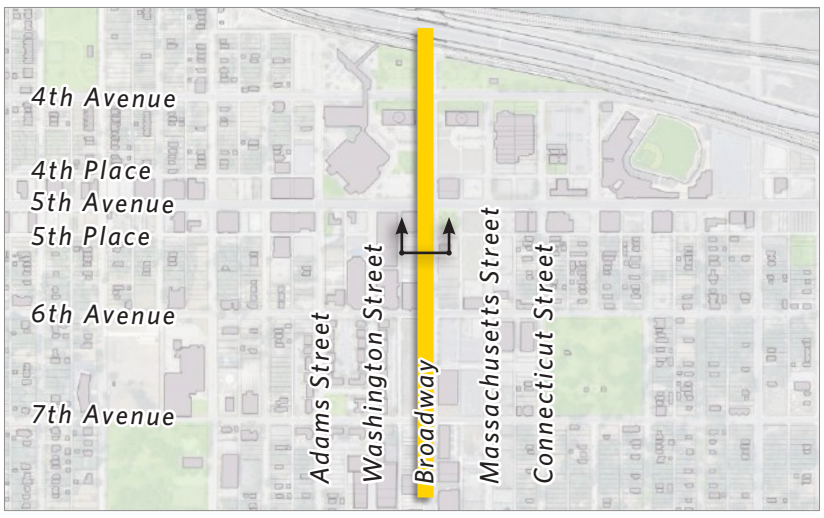
Pedestrians are protected by on-street parking and street trees

Traffic is naturally slowed by reducing vehicle travel to one lane in each direction

BROADWAY

Broadway is the primary corridor of downtown Gary, and also acts as Indiana State Road 53. As such, it receives heavy, high-speed traffic that disturbs pedestrians, people in nearby buildings, and the overall peace and function of the public realm.

A reimagined Broadway must cater to its role as the main downtown axis of the city by providing a safe, beautiful pedestrian experience. In its current form, Broadway is a hostile environment to businesses and customers alike, which makes a thriving retail corridor impossible and discourages economic development in the city.



FEATURES & CONSIDERATIONS

EXISTING

Right-of-Way	100′
Typical Curb-to-Curb	64′
Travel Lanes	Four lanes, two in each direction
Median	No
Parking	Parallel, on both sides
Bus Lane	No
Trees	Both sides in sporadic grates
Sidewalks	18′

PROPOSED

Right-of-Way	100′
Typical Curb-to-Curb	64′
Travel Lanes	Two lanes, one in each direction
Median	8′ treed median
Parking	Parallel, on both sides
Bus Lane	Both sides
Trees	Both sides in tree grates
Sidewalks	18′

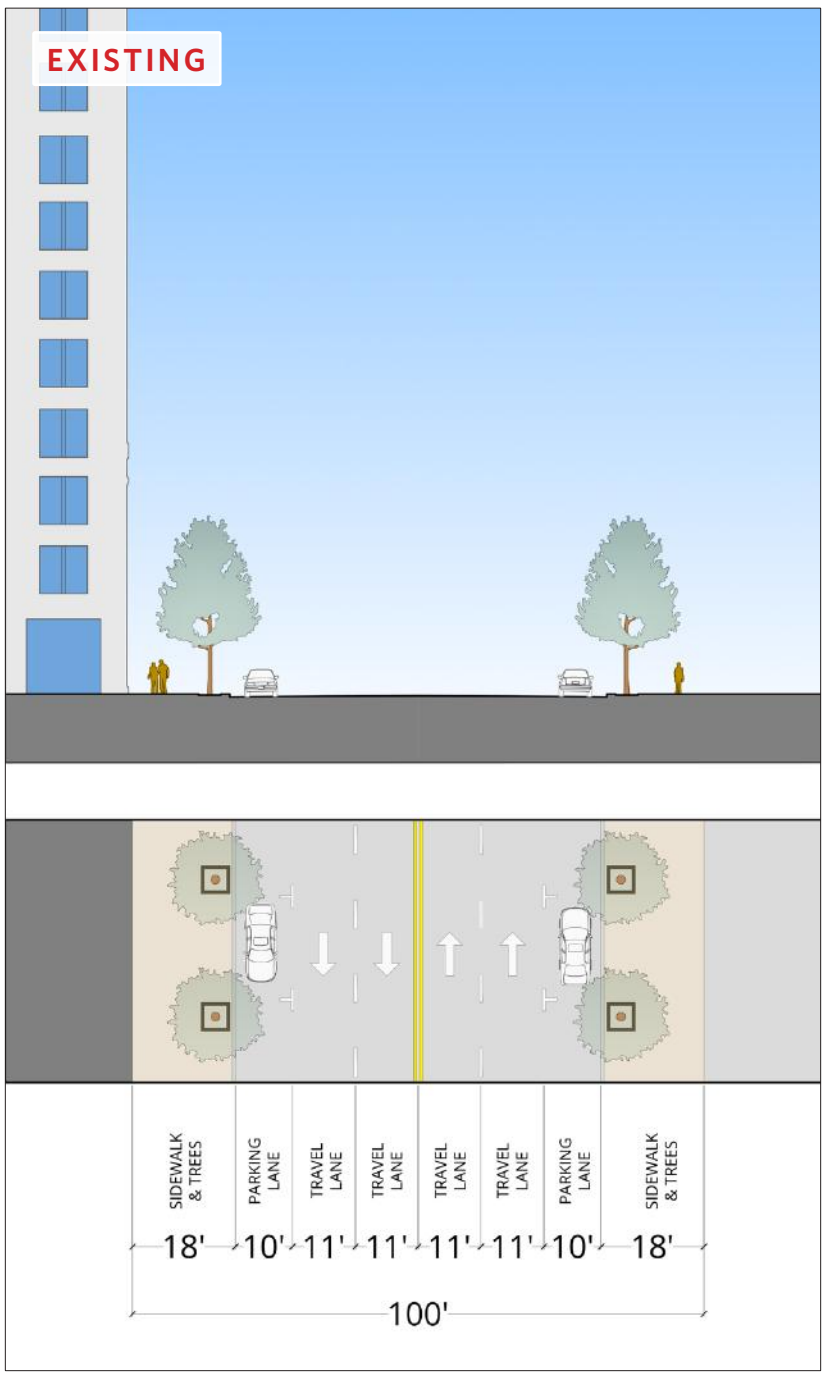


FIGURE 89: Existing Conditions of Broadway
Currently, Broadway has overly wide travel lanes, encouraging high-speed traffic which disrupts the public realm.

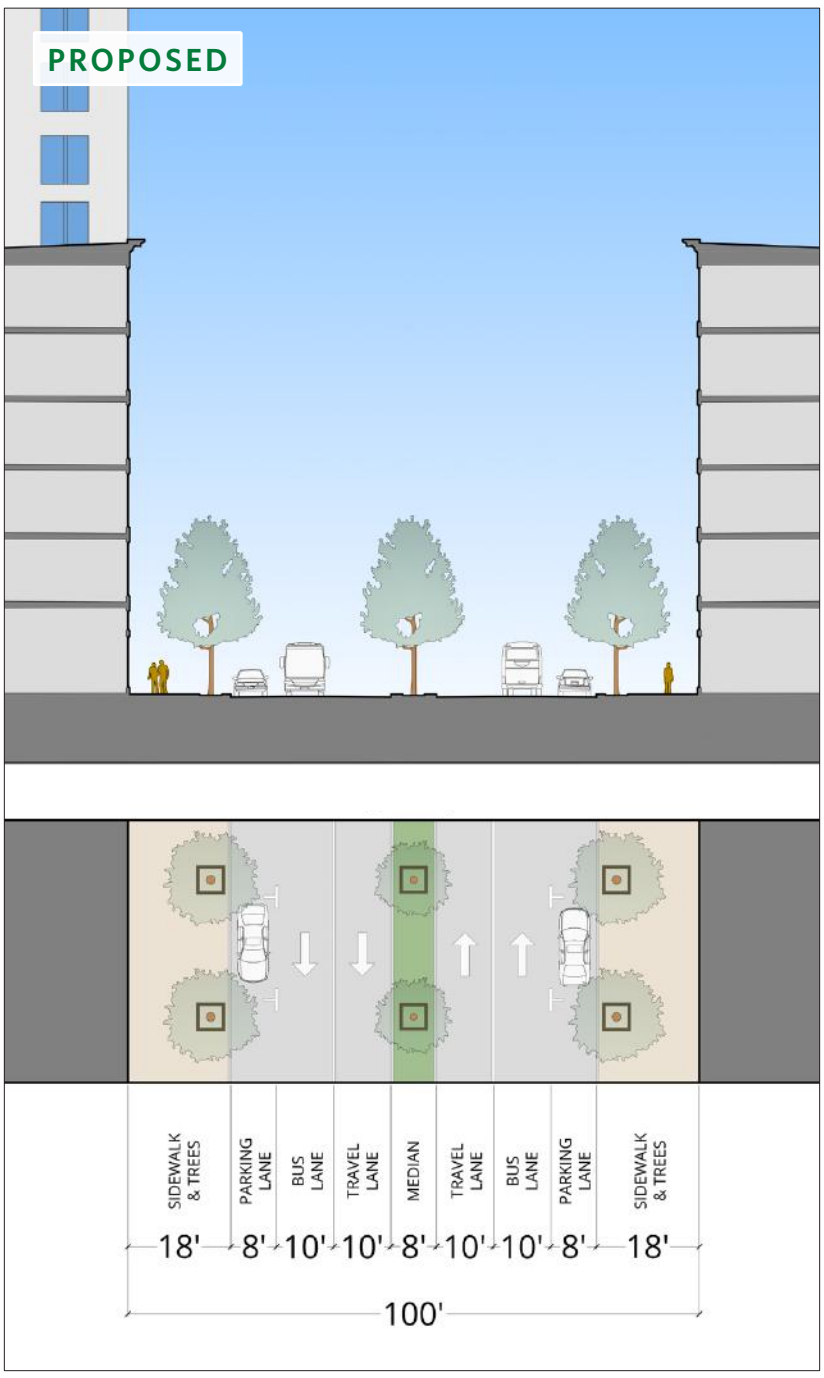
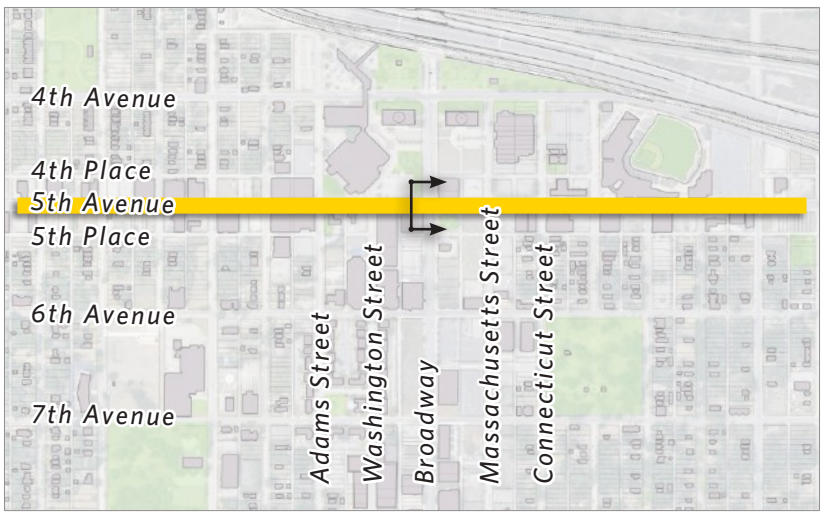


FIGURE 90: Proposed Conditions of Broadway
One narrow travel lane will slow traffic, and an added bus lane will enable public transportation. A median adds shade and beauty.

FIFTH AVENUE

Running perpendicular to Broadway, Fifth Avenue is the primary cross-axis of downtown Gary. It currently features 20' travel lanes and heavy one-way truck traffic, impeding the possibility of public activity. These trucks also compromise indoor activity, rattling buildings and disrupting work and private life.

Fifth Avenue has the potential to reemerge as an arm of the public realm. Several mixed-use buildings remain on the street, but their success is compromised in part by traffic. New development of the downtown core can work in tandem with street improvement efforts to jointly foster an environment that is able to thrive socially and economically.



FEATURES & CONSIDERATIONS

EXISTING

Right-of-Way	80'
Typical Curb-to-Curb	55'
Travel Lanes	Three lanes, in one direction
Median	No
Parking	No
Trees	No
Sidewalks	12'-6"

PROPOSED - PREFERRED / ALTERNATE

Right-of-Way	80' / 80'
Typical Curb-to-Curb	46' / 56'
Travel Lanes	One in each direction with turn lane / Two in each direction
Median	Turn lane / No
Parking	Parallel, on both sides
Trees	Both sides, in tree grates
Sidewalks	17'

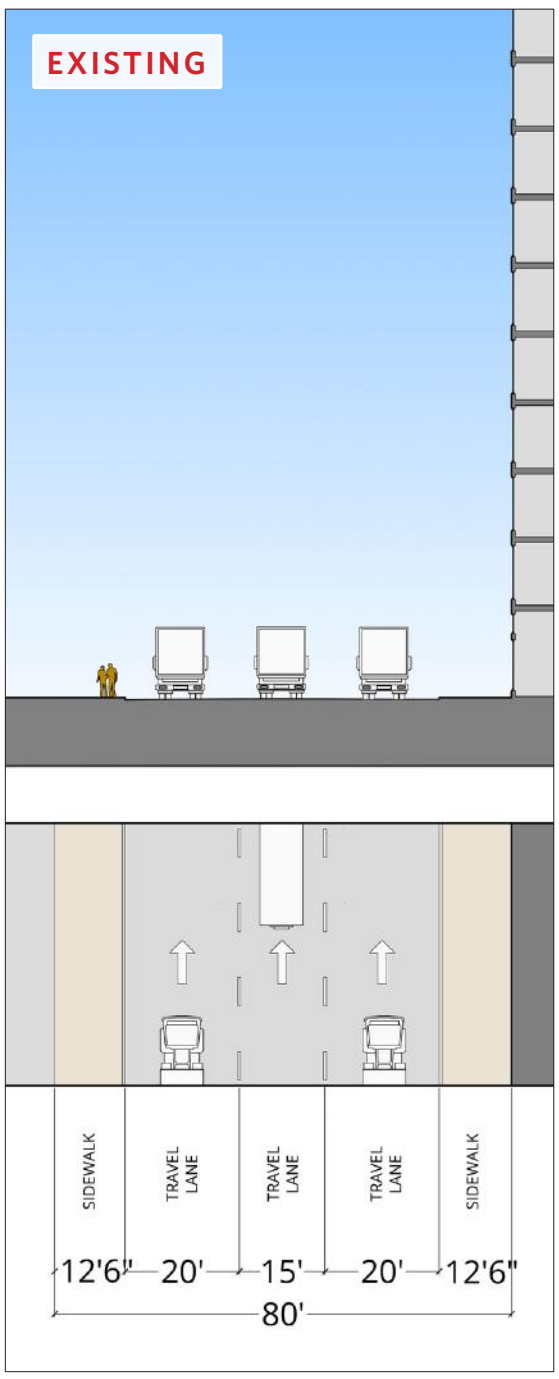


FIGURE 91: Existing Conditions of Fifth Avenue

Currently, Fifth Avenue is a one-way state road with very wide travel lanes, encouraging high-speed traffic which disrupts the public realm.

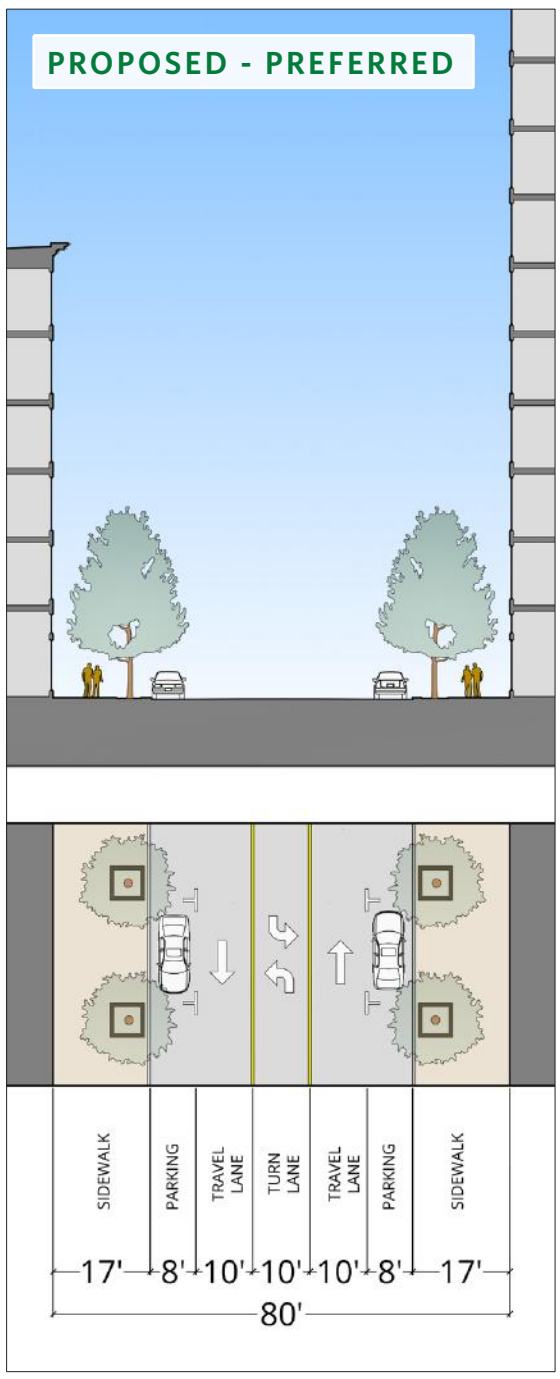


FIGURE 92: Preferred Proposed Conditions of Fifth Avenue

If truck traffic can be rerouted, narrower, two-way lanes will slow traffic, and added parking and trees will contribute safety, shade, and beauty.

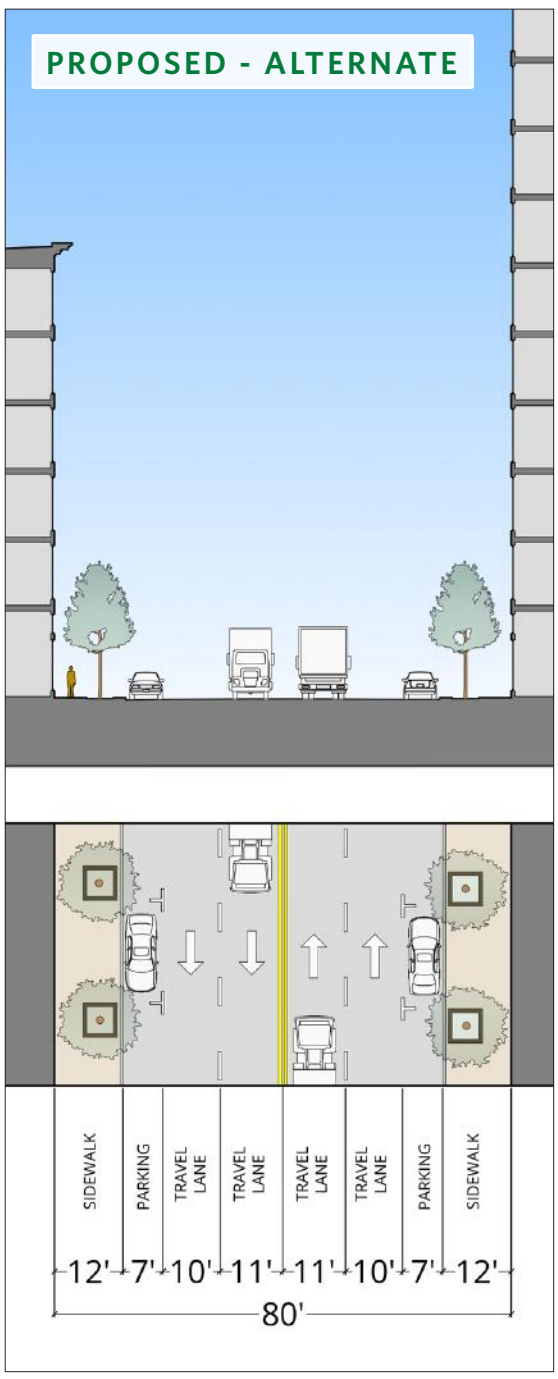


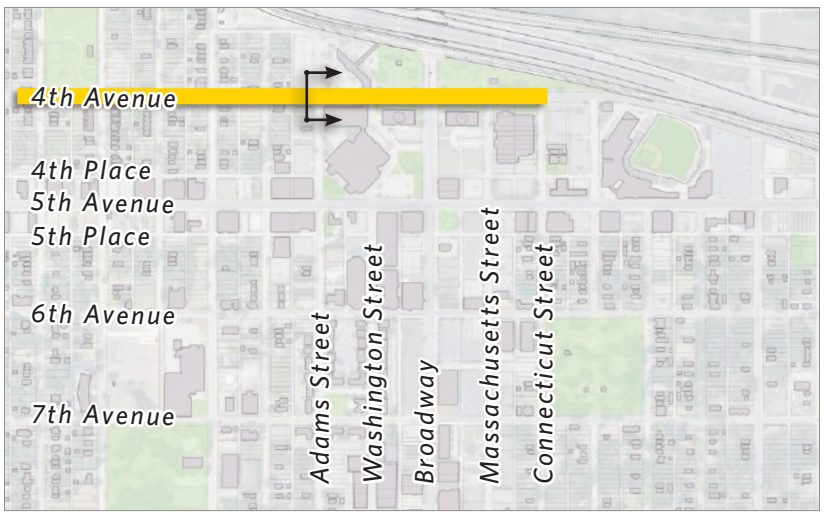
FIGURE 93: Alternate Proposed Conditions of Fifth Avenue

If truck traffic cannot be rerouted, narrower lanes will slow the trucks, and the parking and planting strip buffers will protect pedestrians.

FOURTH AVENUE

Running parallel to Fifth Avenue, Fourth Avenue is the second cross-axis and a secondary corridor of downtown Gary. It currently features wide travel lanes and heavy one-way truck traffic, which impede the possibility of public activity.

Fourth Avenue is one of three state roads, along with Fifth and Broadway, that cuts through downtown Gary. Discussions are underway with the Indiana Department of Transportation (INDOT) to relinquish these streets. While it would be ideal for the city to regain control of all three, if INDOT must maintain one of the east west streets, we strongly recommend that Fourth Avenue remains a state route to prioritize retail along Fifth Avenue. Regardless of which entity controls this street plans to convert to two-way traffic with narrower lanes should proceed.



FEATURES & CONSIDERATIONS

EXISTING

Right-of-Way	60′
Typical Curb-to-Curb	40′
Travel Lanes	Three lanes, in one direction
Median	No
Parking	No
Trees	No
Sidewalks	10′

PROPOSED

Right-of-Way	60′
Typical Curb-to-Curb	36′
Travel Lanes	Two lanes, one in each direction
Median	No
Parking	Parallel, on both sides
Trees	Both sides, in tree grates
Sidewalks	12′

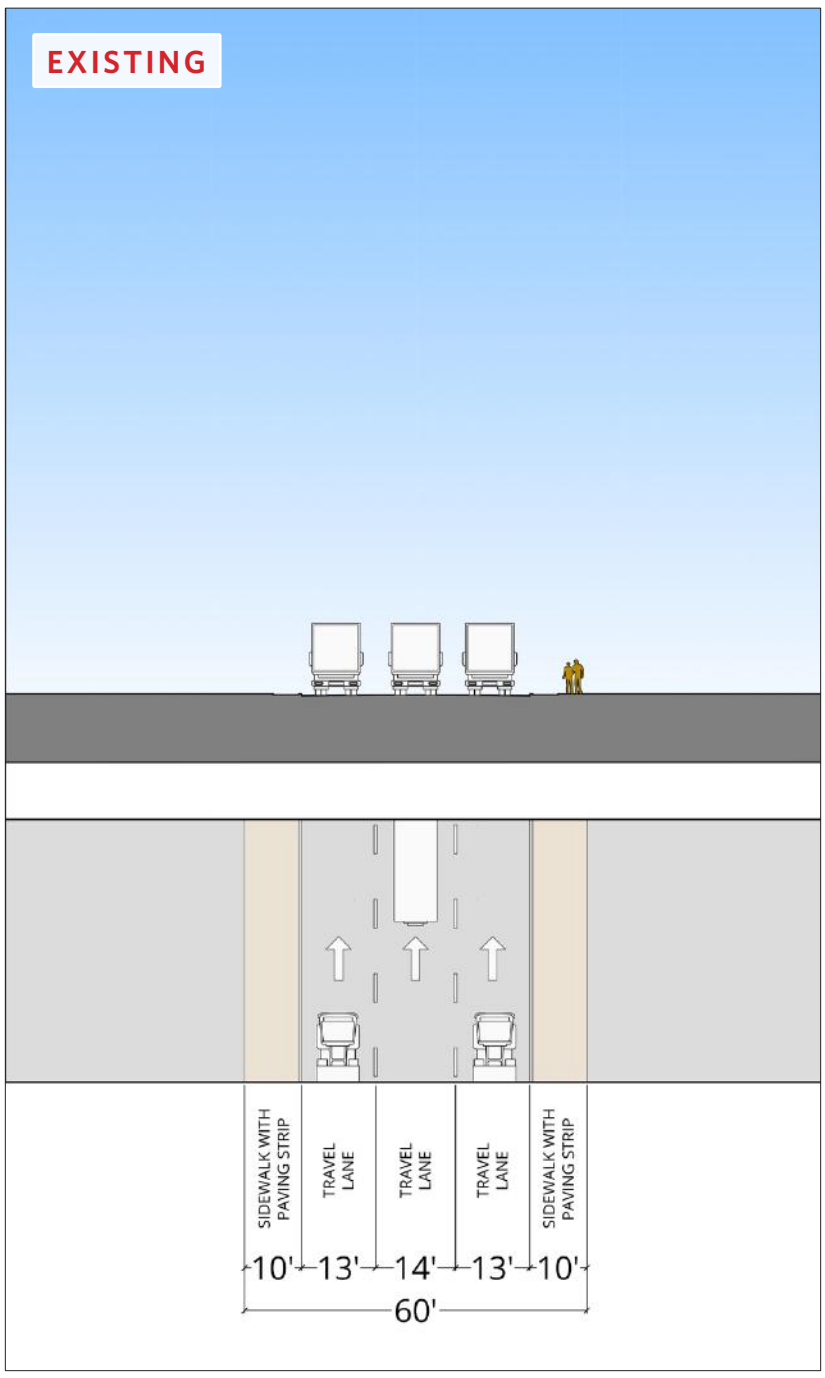


FIGURE 94: Existing Conditions of Fourth Avenue
Currently, Fourth Avenue is a one-way state road with very wide travel lanes, encouraging high-speed traffic which disrupts the public realm.

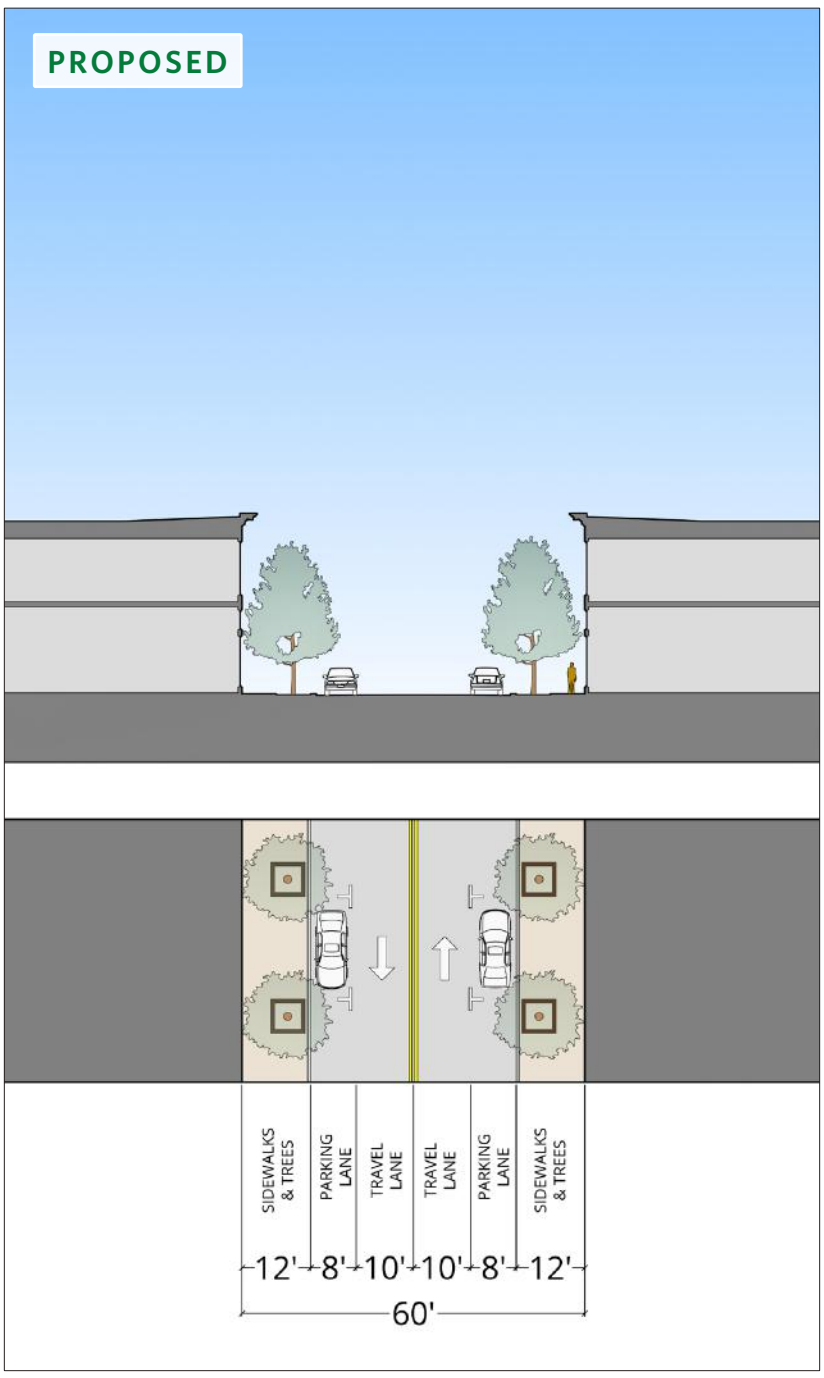
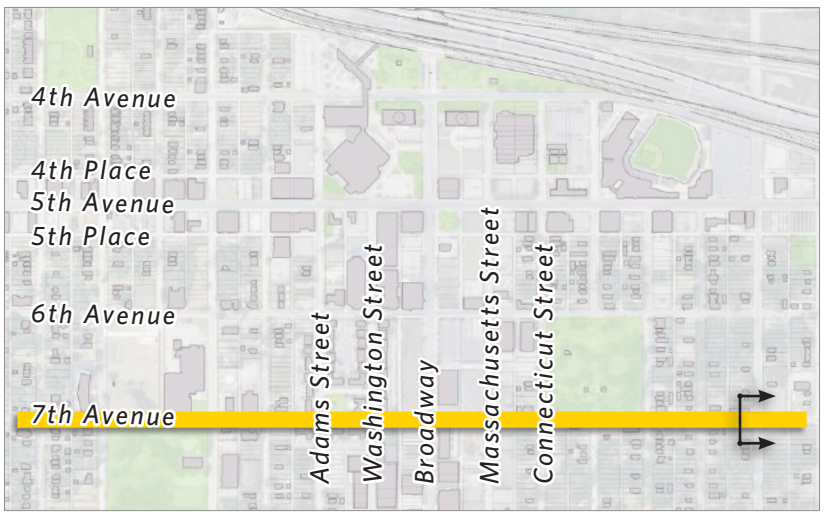


FIGURE 95: Proposed Conditions of Fourth Avenue
Narrower, two-way lanes will slow traffic, and added parking and planting strips will contribute safety, shade, and beauty.

SEVENTH AVENUE

Seventh Avenue is a secondary east-west travel corridor south of downtown that is a primary axis of residential Gary. It currently features 15' travel lanes, which encourage high-speed traffic that disrupts residents and visitors to Bormon Square and Buffington Parks.

The proposal for Seventh Avenue calms traffic by converting to a two-way street, narrowing travel lanes, and adding on-street parking. All of these elements and their dimensions can be adopted as standard for residential streets, and further adjusted depending on street hierarchy.



FEATURES & CONSIDERATIONS

EXISTING

Right-of-Way	60′
Typical Curb-to-Curb	30′
Travel Lanes	Two lanes, in one direction
Median	No
Parking	No
Trees	No
Sidewalks	5′

PROPOSED

Right-of-Way	60′
Typical Curb-to-Curb	30′
Travel Lanes	Two lanes, one in each direction
Median	No
Parking	Parallel, on one side
Trees	Both sides, in planting strip
Sidewalks	5′

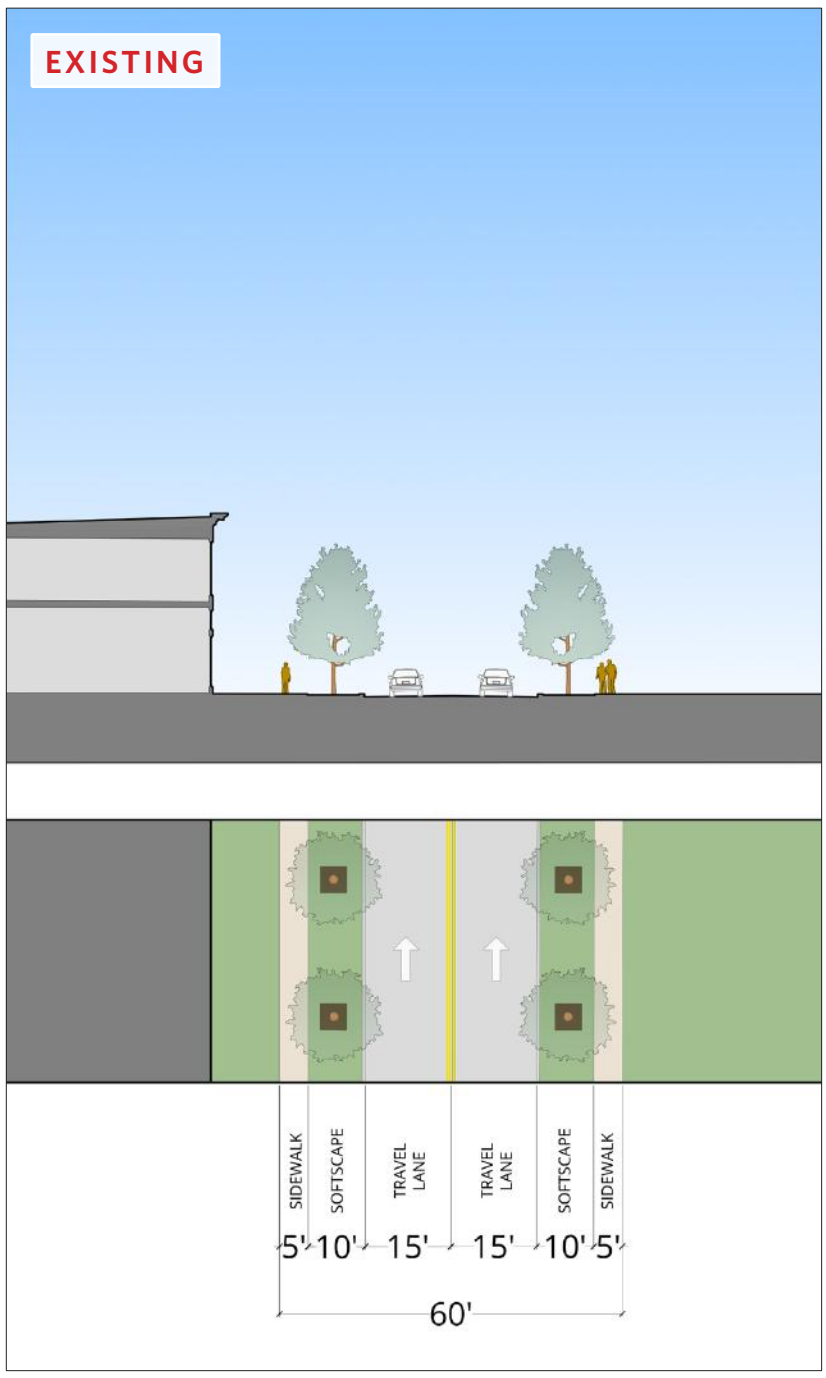


FIGURE 96: Existing Conditions of Seventh Avenue
Currently, Seventh Avenue is a one-way street with overly wide travel lanes, encouraging high-speed traffic which disrupts the public realm.

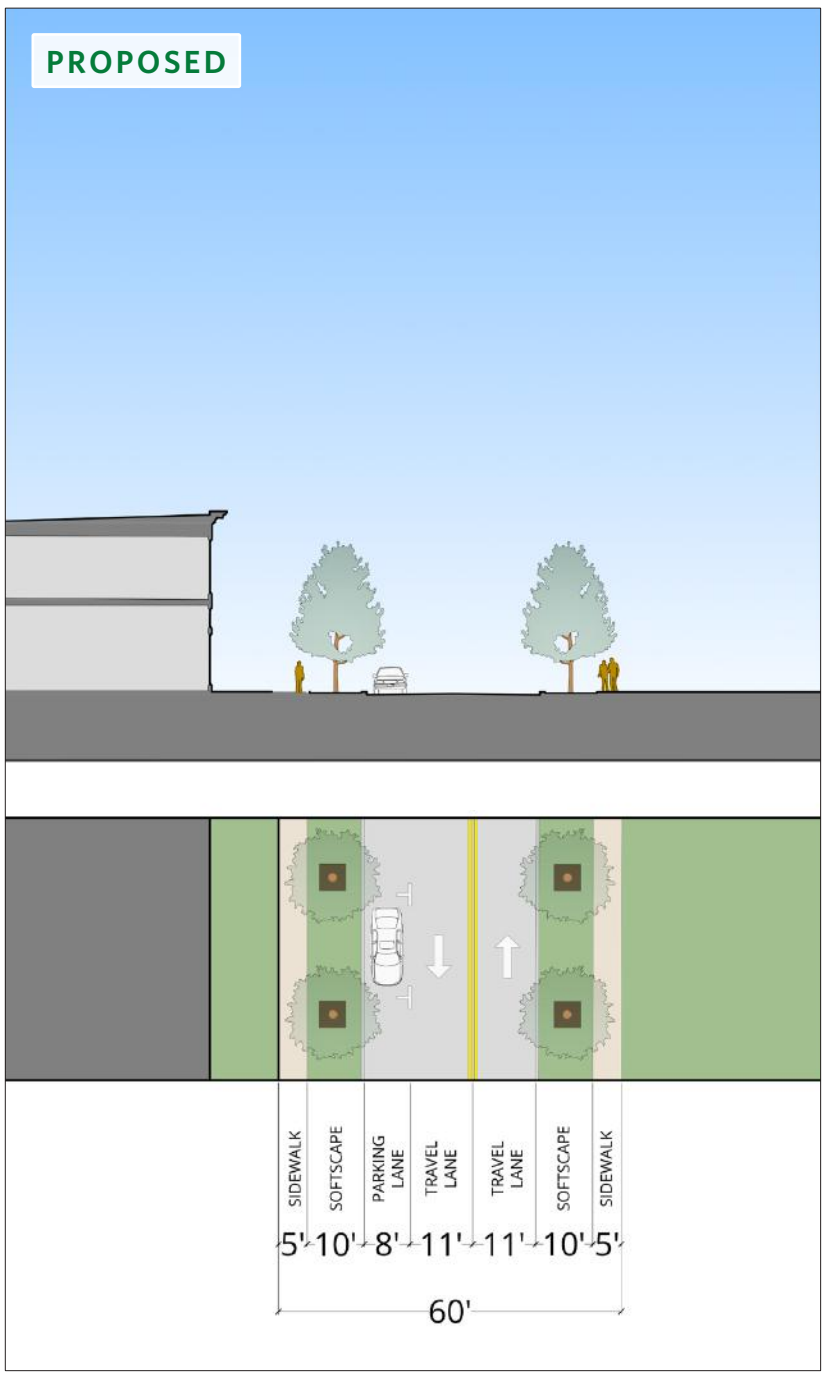
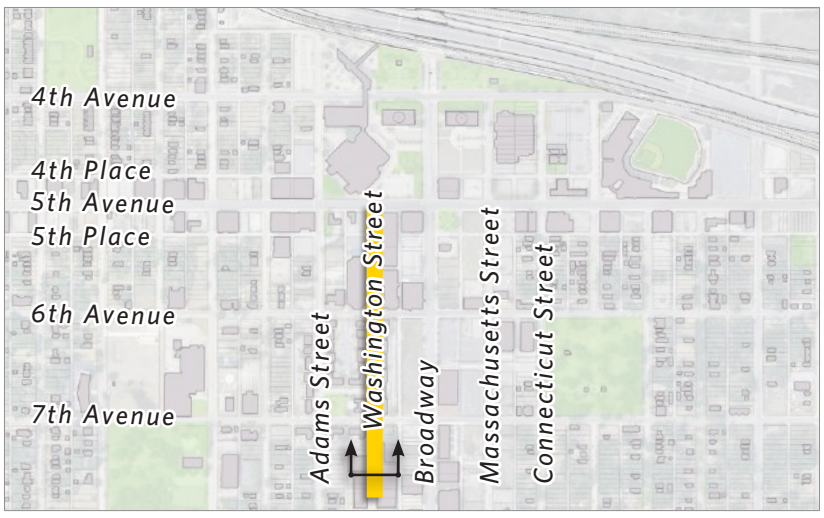


FIGURE 97: Proposed Conditions of Seventh Avenue
A two-way street with narrower lanes will slow traffic, and added parking and trees will contribute safety, shade, and beauty.

WASHINGTON STREET

Parallel to Broadway, Washington Street is a secondary north-south commercial corridor, which features a mix of fabric buildings and residences. As a primarily mixed-use street, it is essential that Washington have an active and safe public realm to encourage economic development.

The proposed street section narrows travel lanes to slow traffic and incorporates both parking and planting strips to protect and shade pedestrians.



FEATURES & CONSIDERATIONS

EXISTING

Right-of-Way	60′
Typical Curb-to-Curb	36′
Travel Lanes	Two lanes, one in each direction
Median	No
Parking	No
Trees	No
Sidewalks	12′

PROPOSED

Right-of-Way	60′
Typical Curb-to-Curb	36′
Travel Lanes	Two lanes, one in each direction
Median	No
Parking	Parallel, on both sides
Trees	Both sides, in tree wells
Sidewalks	12′

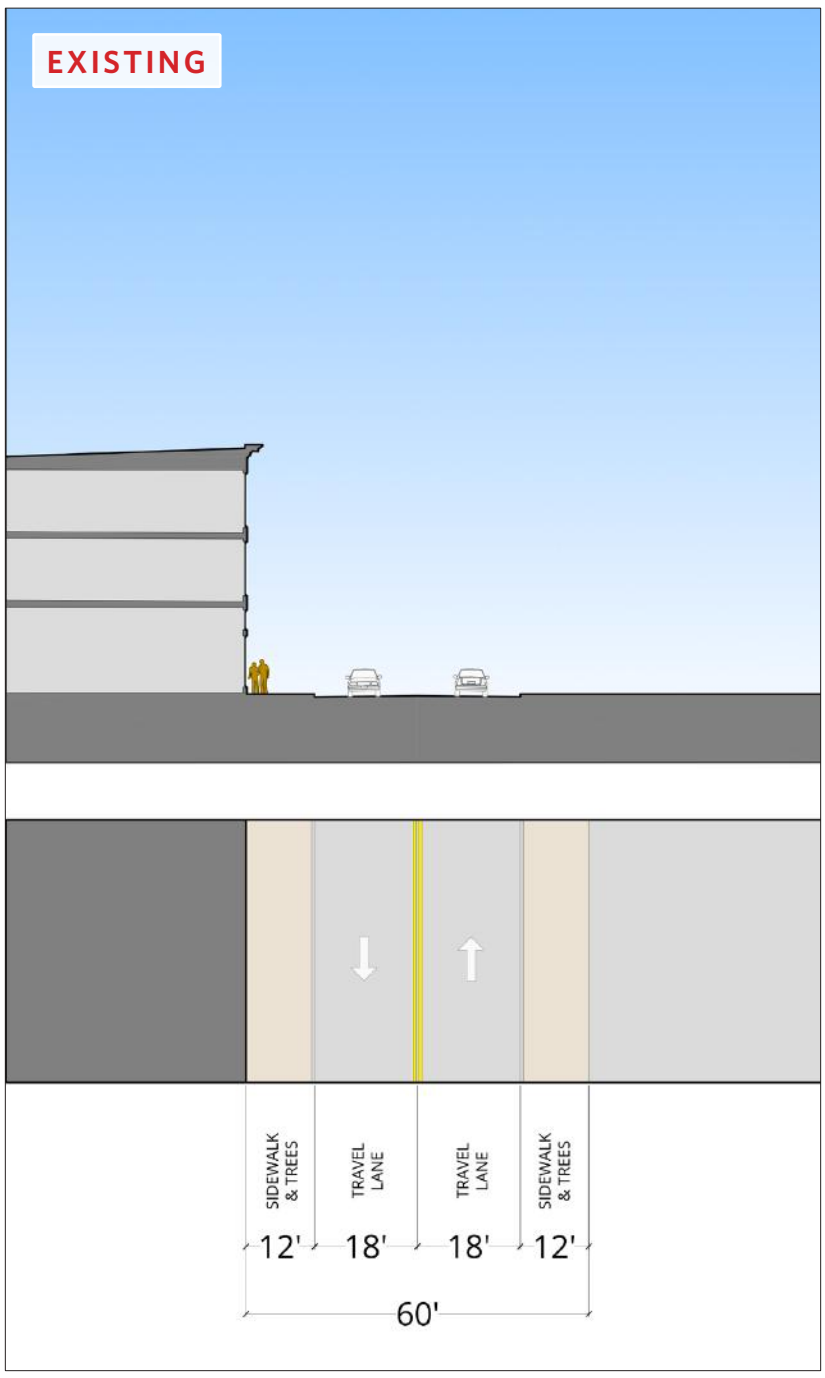


FIGURE 98: Existing Conditions of Washington Street
Currently, Washington Street is a two-way street with very wide travel lanes, encouraging high-speed traffic which disrupts the public realm.

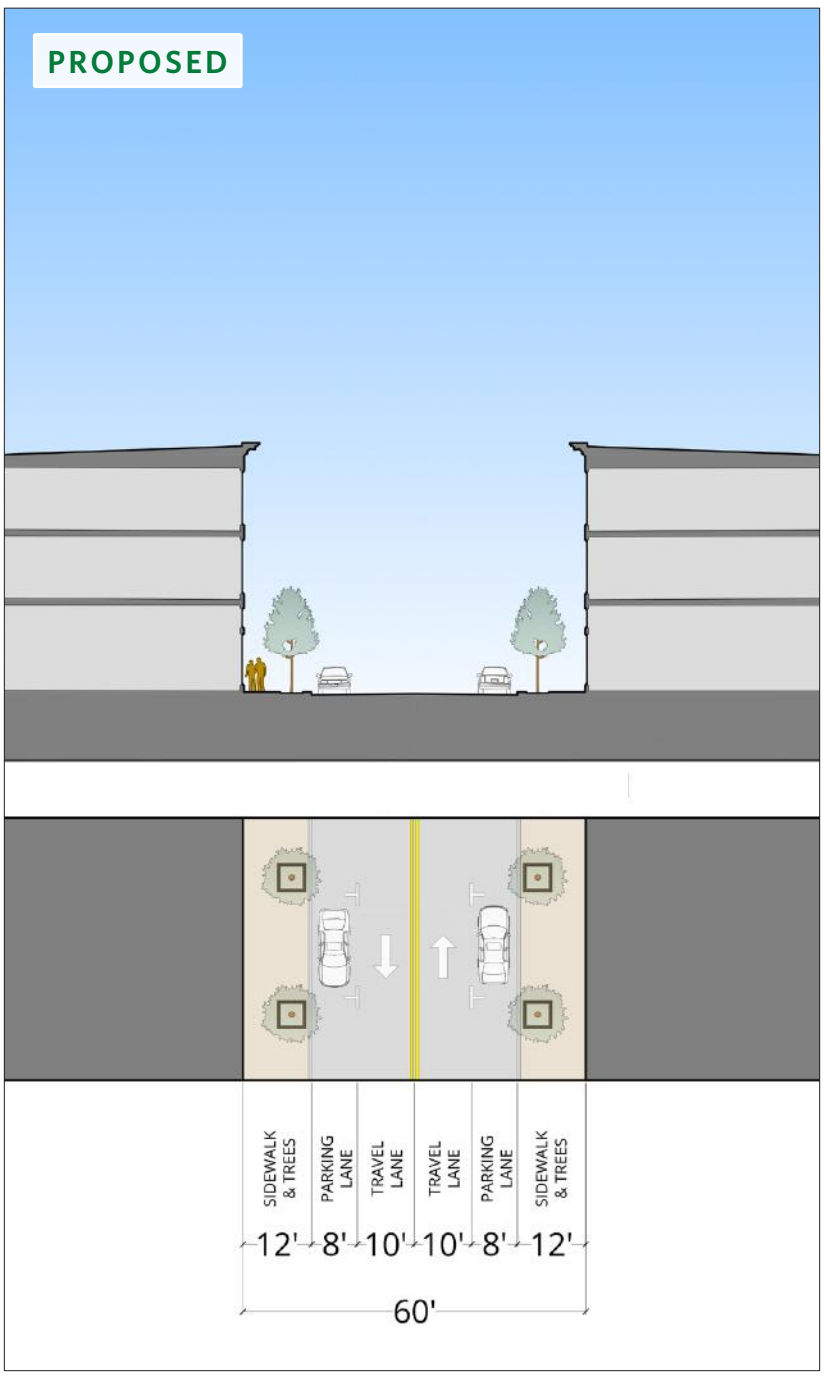


FIGURE 99: Proposed Conditions of Washington Street
Narrower lanes will slow traffic, and added parking and planting strips will contribute safety, shade, and beauty.

Broadway Looking South, 1923 - Gary, Indiana, Source: Stephen R. Shook

PART 8:
ARCHITECTURAL IDENTITY & STANDARDS

BROADWAY IDENTITY & STANDARDS OVERVIEW

The City of Gary is renowned for its iconic structures, such as the twin domes of City Hall and the Courthouse, City Methodist Church, and Palace Theater. Yet, it is the fabric buildings – mixed-use buildings with long storefronts – that shape the everyday experience and define the character of the place. These buildings form the walls of an 'outdoor room,' and frame the public realm. Historic fabric buildings evoke a bygone era; they are also ripe with details unique to the city, and represent an overall massing, density, and block structure that is place-specific.

Throughout the community engagement exercises of this study, members of the public repeatedly expressed the desire to restore the grandeur of Broadway. They envisioned an active street life, thriving businesses, and a place with an identity which is uniquely Gary. Achieving this goal will require developing city that integrates a mix of iconic modern buildings (see pages 66-69) into a rich fabric of traditional buildings.

This section offers a guide for designing place-based mixed-use buildings that draw inspiration from historic precedents in Gary to create architecture that is both rooted in its context and reflective of the present day.

The goal is not to replicate historic Gary brick by brick – doing so would be impractical, especially since we no longer build grand department stores or ornate theaters. Instead, this is an effort to define a contemporary architectural identity for Gary, one that honors the past as a foundation for shaping the future. And, more broadly, it is about understanding the forms and details of buildings that foster economic vitality, social connection, and enduring value.

Fabric buildings have general rules: a base with a storefront, a middle with well-proportioned openings, a top with some sort of cornice or parapet, and use of string courses or ornament to adorn or separate these three vertical layers. Within these rules, there is a wide range of ways to fill in the facade, with many options for parapet shapes, window spacing, or storefront arrangement, not to mention the application of ornament. Facades can also vary in height and width, while maintaining the same overall organization.

KEY FINDINGS

1 Gary's historic urban fabric embodies an architectural language that is specific to place

Historic Gary fabric buildings are evocative of regional trends, but include details, massing, and groupings of buildings that are particular to Gary and embody the city's unique character.

2 Urban fabric buildings can be broken down into essential elements, with themes and variations

Fabric buildings are guided by a set of principles that regulate the basic arrangement of facade elements. Each of these elements is infinitely malleable, however, and they can be combined in countless permutations to create variety.

RECOMMENDATIONS

1 Continue to speak the architectural language of historic Gary

In order to respect local context and implement a logical infill strategy, it is essential to learn what makes Gary buildings place-specific such that these characteristics can be carried forward as the city grows.

2 Evolve local variety within overall design principles

Understanding overall themes of urban buildings allows for creativity within the base, middle, and top of a structure. Combining various parapets, window arrangements, details, and storefront layouts results in a coherent yet variegated experience of the street.

Design standards must be considered on a building-by-building basis, but also need to take into account how buildings combine into blocks and street walls. Along Broadway, for example, the increment of development matters; buildings will be lower and smaller on the south end, and higher as they reach the downtown core. Establishing ground rules with room for expansive permutations of elements results in a diversity of experiences within a unified whole, all of which embody the unique identity of Gary.

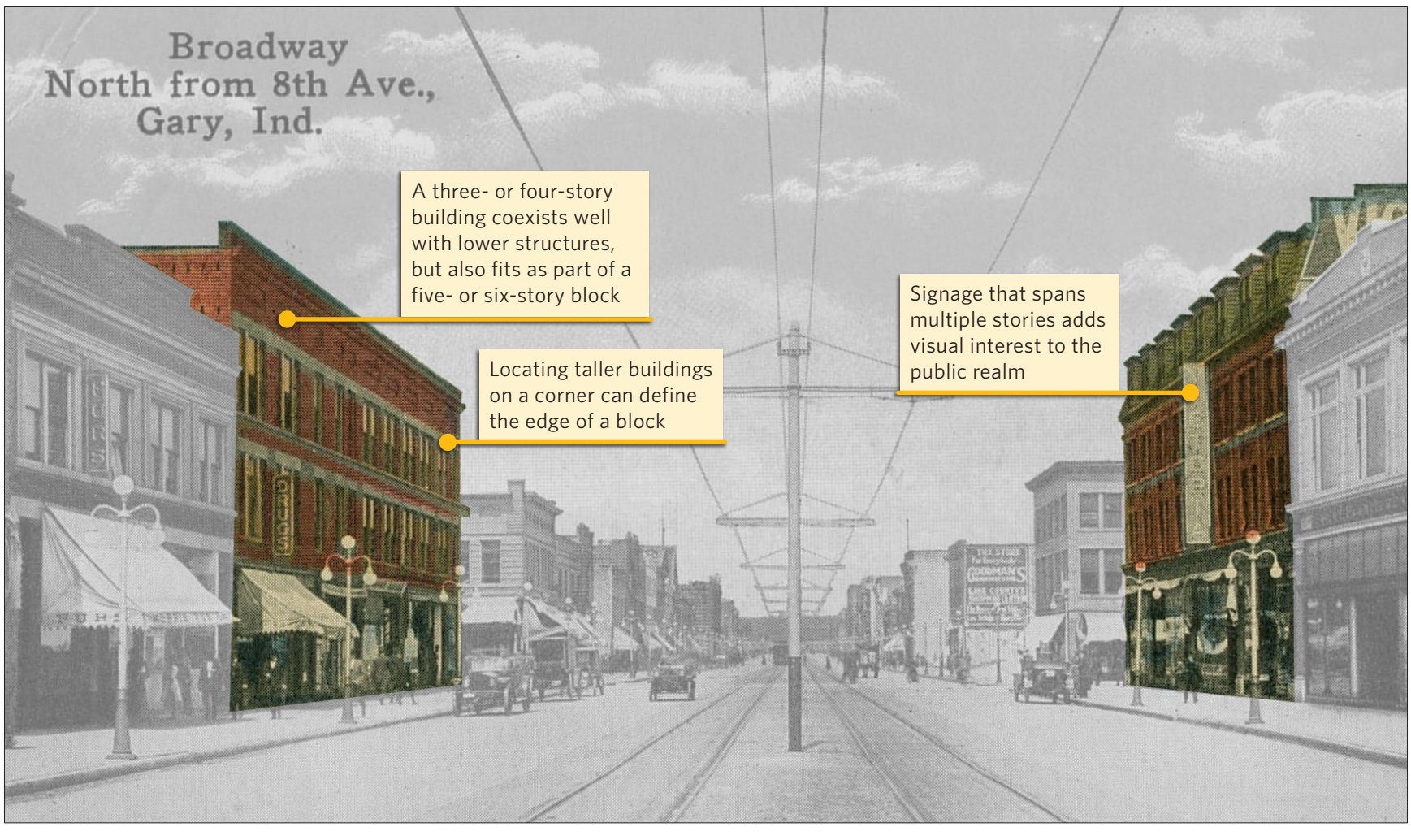


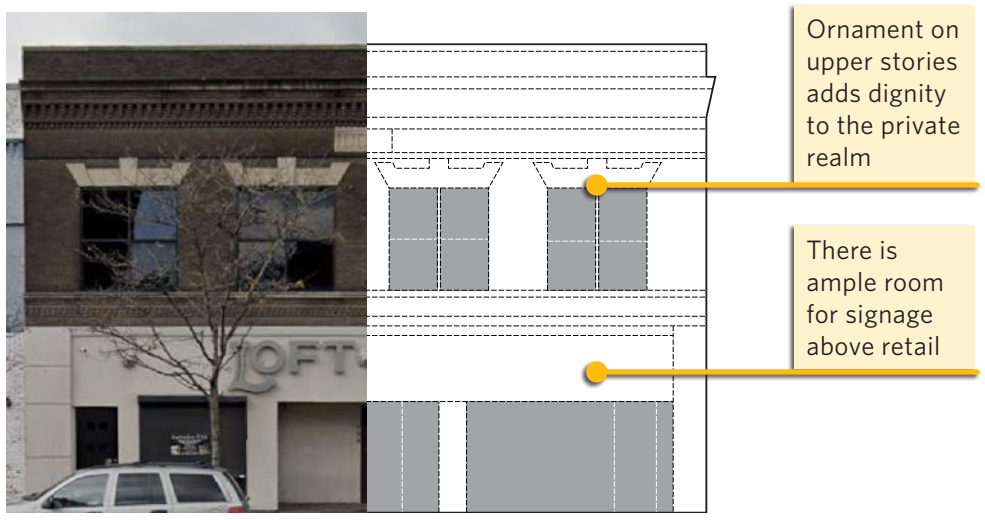
FIGURE 100: Historic View with Larger-Scale Mixed-Use Buildings
Looking north on Broadway from Eighth Avenue, this street view shows a variety of sizes of mixed-use fabric buildings. Highlighted are wider buildings of three to four stories, a scale of building discussed in depth in the following spreads.

STUDYING HISTORIC FABRIC BUILDINGS

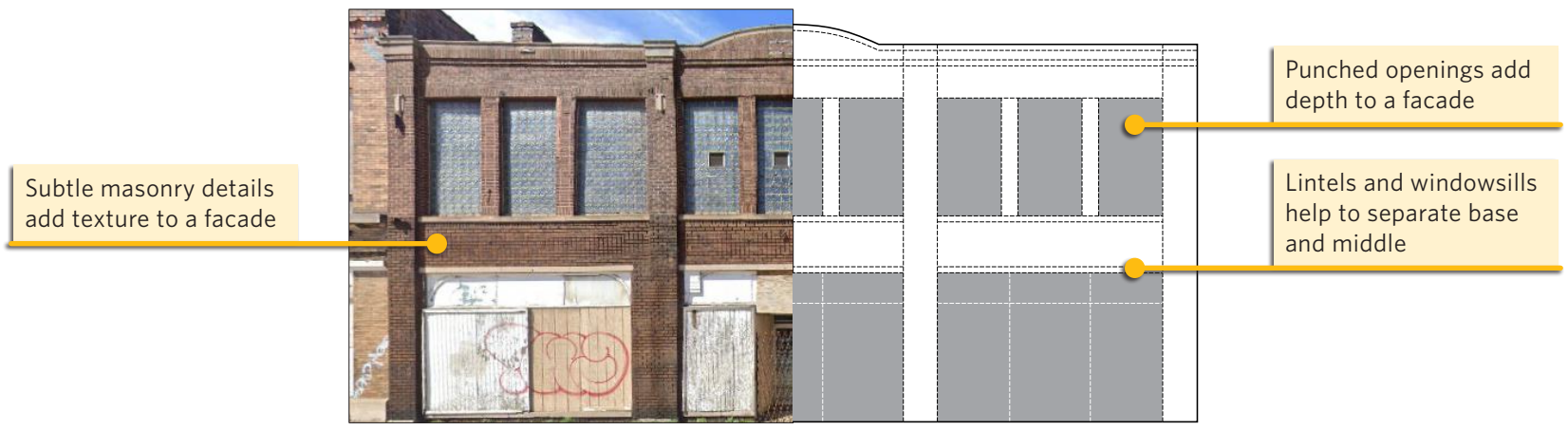
Prior to the charrette, the Notre Dame team engaged in an in-depth research process to understand the architectural character of historic Gary, in terms of civic, fabric, and residential buildings. With a particular focus on urban structures, the team compiled building details in various categories, including parapets and cornices, windows, doors, ornament, use of columns and arches, and awnings and signage.

Studying historic precedent is critical to understanding how to build new development respectfully in an urban context. In their essential forms, these fabric buildings have a base-middle-top arrangement with a large storefront opening, smaller upper window openings, and simple parapet. Additional vertical and horizontal divisions add depth and character.

Wigs Building, Broadway & 8th Ave



Todd Building, Broadway between 7th Ave & 8th Ave



Fabric Building, Washington St between 7th Ave & 8th Ave

Former Gordon Department Store, Broadway & 8th Ave

FIGURE 101: Existing Fabric Buildings with Solid-Void Diagrams

Many of Gary's historic fabric buildings have been demolished or sit in disrepair, but many are still in a condition that can be studied to understand the unique character of place.

Source for All Images: Google Street View

EXISTING LOCAL PRECEDENT


710 W 11th Ave


761 Washington St

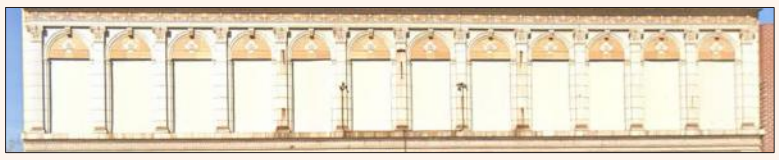

1617 Broadway


840 Broadway


Broadway & 5th Ave

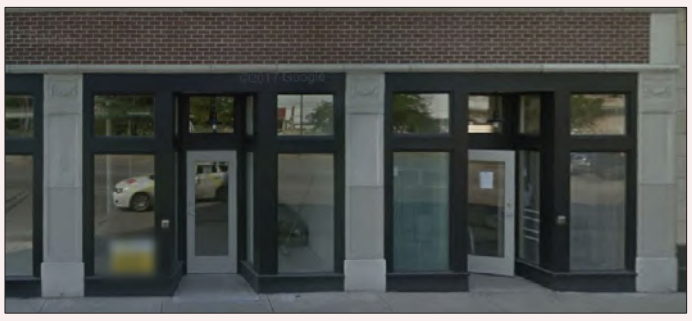

813 Broadway


Broadway & 11th


813 Broadway


Broadway & 5th

131 Broadway


Broadway & Connecticut Ave


761 Washington St

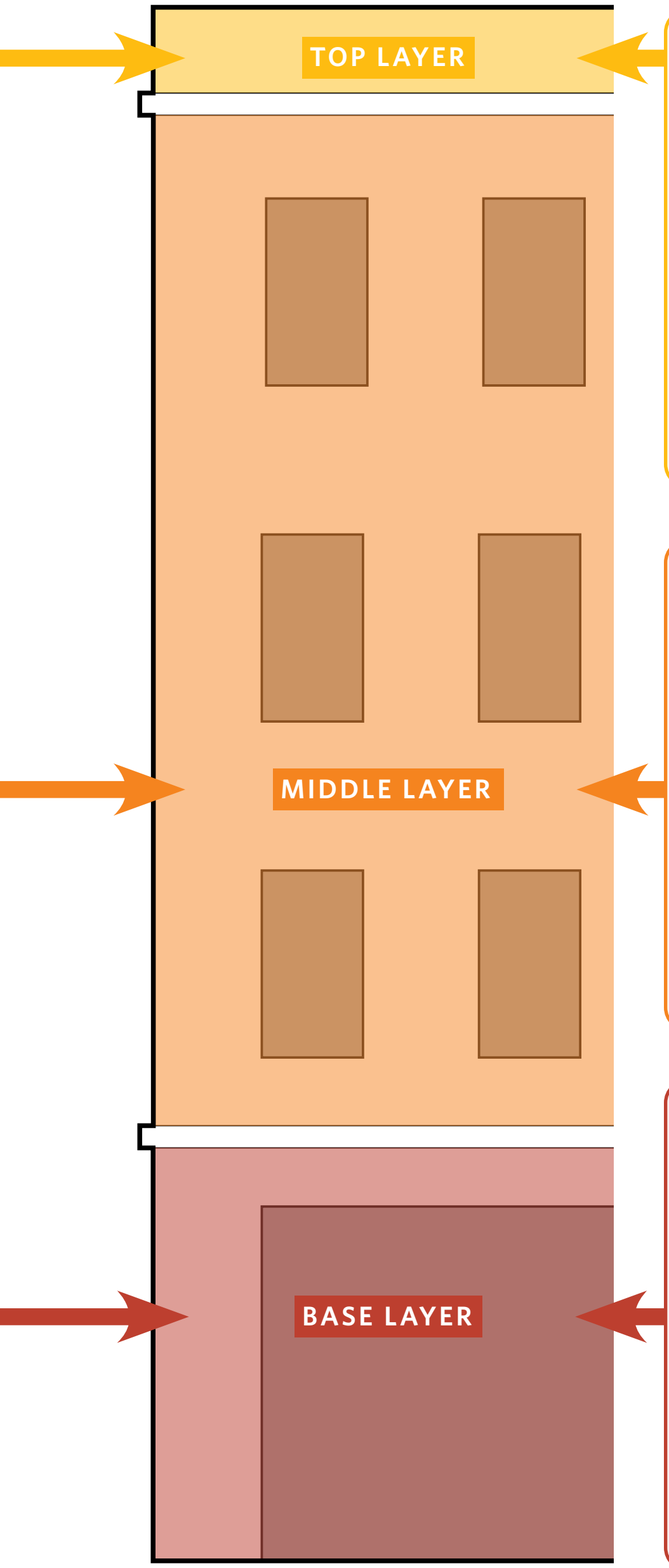
Broadway & 8th

Source for All Images: Google Street View

FIGURE 102: Base-Middle-Top Template and Variations

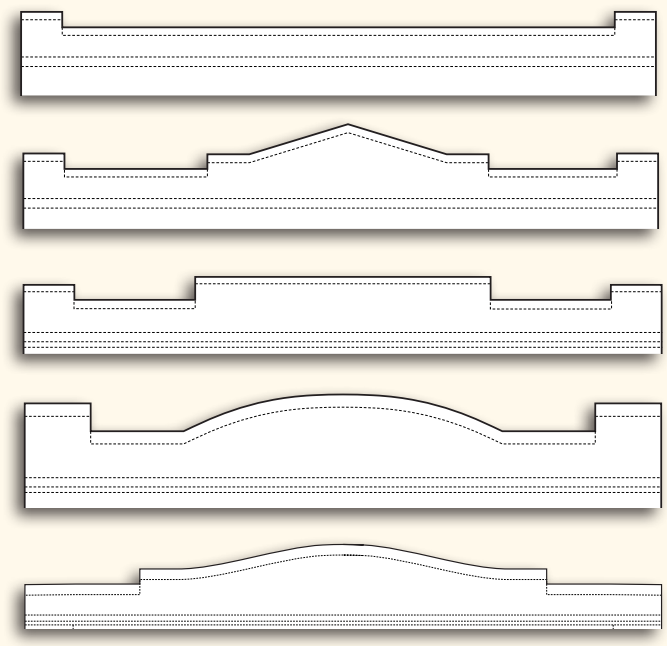
The most basic template of a fabric building is a base (of one story representing the private realm as articulated by a storefront), middle (of one or more stories representing the private realm as articulated by the window arrangement), and crown (of a cornice or parapet). New development requires a conversation between historic precedent of each of these elements and proposed permutations for a new era of growth.

BASIC TEMPLATE

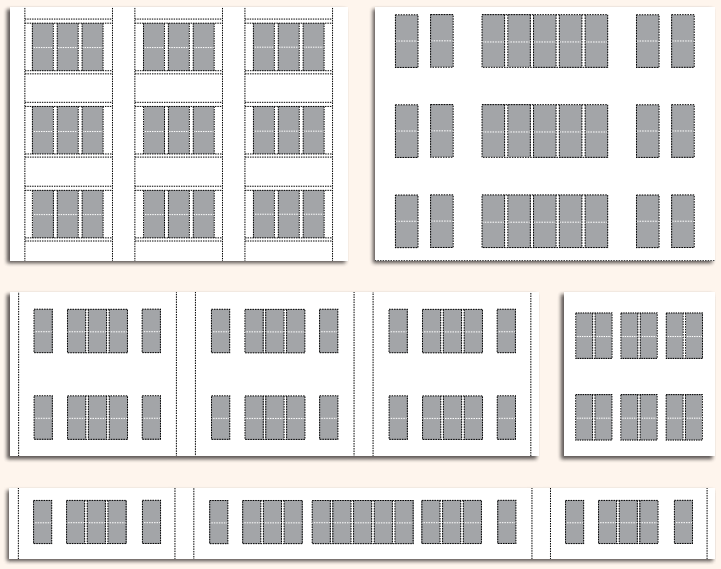


PROPOSED VARIATIONS

BUILDING CROWN: PARAPET OR CORNICE



PRIVATE REALM: RESIDENCE OR OFFICE WINDOW ARRANGEMENT



PUBLIC REALM: STOREFRONTS

COMPOSING URBAN BUILDINGS

As illustrated on the previous pages, typical fabric buildings are composed of a base, middle, and top. They tend to meet the street with a storefront, rise by at least one upper story, and are crowned with a cornice or parapet. The ground floor represents both retail and the public realm, while the upper stories are semiprivate or private, with offices or residences.

The smallest commercial lot width in Gary is 25', which establishes the minimum width for a fabric building; these buildings should be required to be a minimum of two stories high. In many cases, several smaller lots will be consolidated to accommodate larger development opportunities. When a single property owner controls an entire city block, the building facade should be broken into smaller increments to avoid visual monotony along the street. Wider buildings tend to be taller as well, though height limits are regulated by the zoning code based on location within the city and proximity to the downtown core.

All new fabric buildings in Gary should work within the same general rules of tripartition to create a unified experience of the public realm, with variety in each building via its specific composition and detailing of elements. Different heights and widths of buildings will also present a range of opportunities to compose elements.

Figure 102 on the previous spread breaks down fabric buildings into essential parts, examining both precedent for and recommended new expressions of these elements. This set of solid-void studies (Figure 104) illustrates possible new Gary fabric buildings, embodying both overall trends and a variety from facade to facade. The matrix takes into account four different lot sizes, as can be generated by combining 25' narrow lots, as well as five different heights, in keeping with the recommended maximum building height of six stories.

The buildings in this matrix represent just some of the many possible combinations of storefront arrangement, window rhythm, and cornice character, not to mention many ways to break up the facade horizontally and vertically. The following spread explores the contextualization of these structures in streets and blocks.

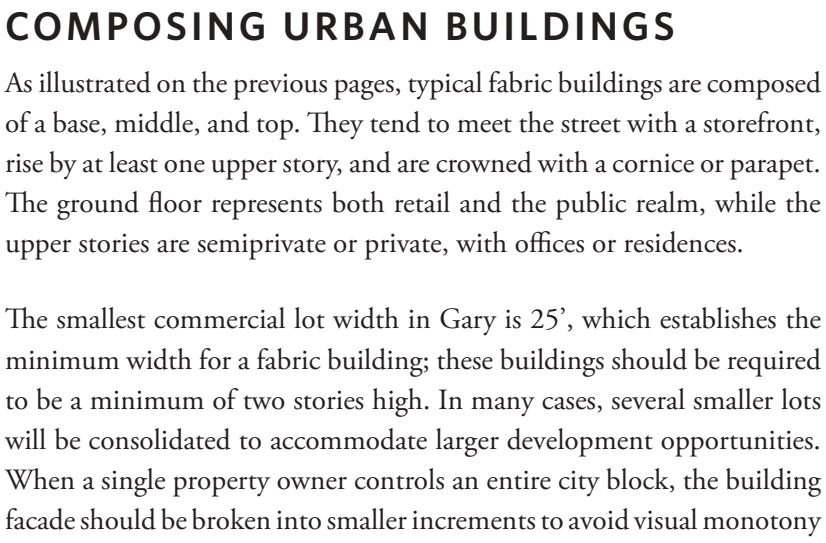


FIGURE 103: Possible Lot Combinations
Most of the commercial lots in Gary are combinations of 25' wide.

FIGURE 104: Fabric Building Matrix
This matrix represents possible combinations of essential elements of a fabric building. The variety of combinations all feel part of a common language.

25′ COMMERCIAL BLOCK

Many of Gary's commercial lots, especially along Broadway, are 25' wide. This is the narrowest width proposed for a mixed-use building, and can be thought of either as an individual structure, or as an additive module used towards wider buildings.

The proposed 25' commercial block type has a storefront on the ground floor, and one residential unit above. The open shop level is adaptable to any small business, and the upper story can be occupied by the shop owner or a renter.

Building Dimensions	
Building Height	2 stories
Building Width	25′
Building Depth	40′
Lot Standards	
Lot Width (min.)	25′
Program	
Unit Configuration	2 bed / 1.5 bath
Unit Size (Gross)	925 sq. ft.
Retail Unit Size	925 sq. ft.

800 Broadway

1601 Broadway

1617 Broadway

1976 Broadway

2452 & 2464 Broadway

Source: Google Street View

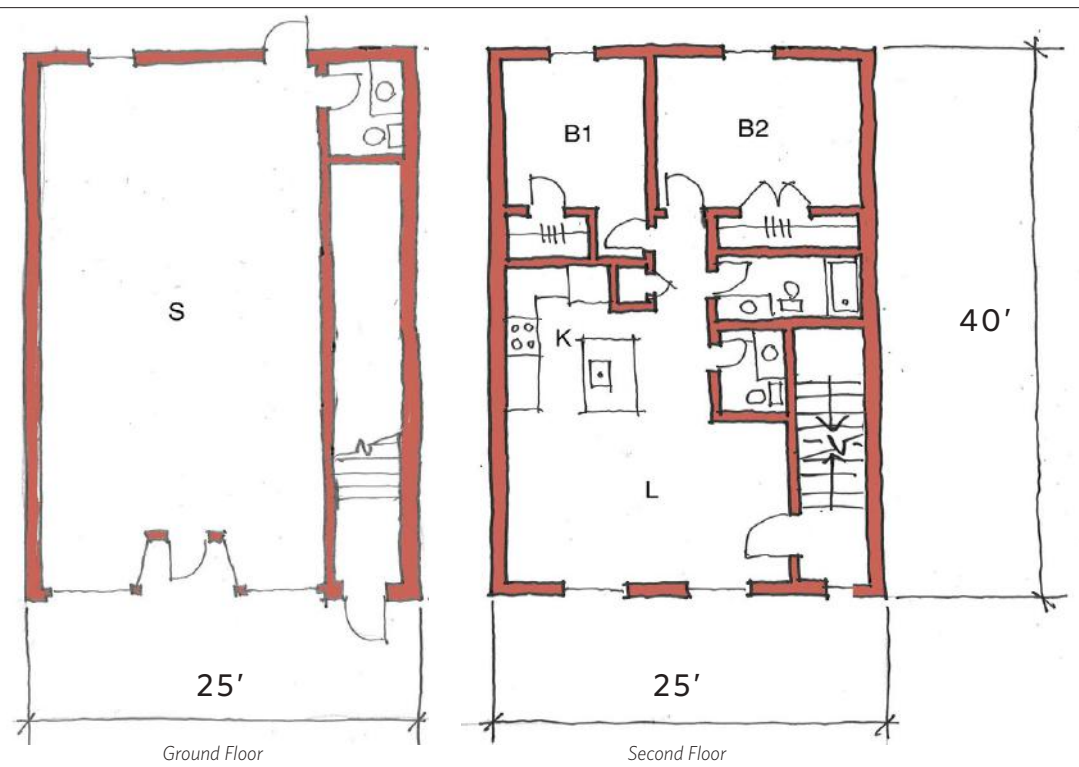


FIGURE 105: 25′ Commercial Block

A mixed-use structure with a commercial unit below and residential unit above.

50′ COMMERCIAL BLOCK

A 50’ lot, also common in downtown Gary, can be thought of as a combination of two 25’ lots. This type too can be either a solo structure or an additive module used towards wider buildings. The proposed 50’ commercial block design below shows two storefronts on the ground floor, a studio on the ground floor to meet ADA requirements, and two residential units above. The shop level can house two different small businesses, or be reconfigured into one space, by shifting the stair to the back of the building, for a business needing more room. This design illustrates just one of many possible configurations.

Depending on the total number of residential units planned in a mixed-use building, building codes may require an elevator to provide access to the upper floors, to meet accessibility standards. If installing an elevator is cost-prohibitive, an accessible ground-floor unit may, in some cases, satisfy the accessibility requirement. Always verify specific requirements with local and state building codes, as they are subject to change.

Building Dimensions	
Building Height	2 stories
Building Width	25′
Building Depth	40′
Lot Standards	
Lot Width (min.)	25′
Program	
Unit Configuration	2 bed / 1.5 bath
Unit Size (Gross)	925 sq. ft. each
Retail Unit Size	925 sq. ft. each

481 Broadway
Source: Google Street View

753 Broadway

1608 Broadway

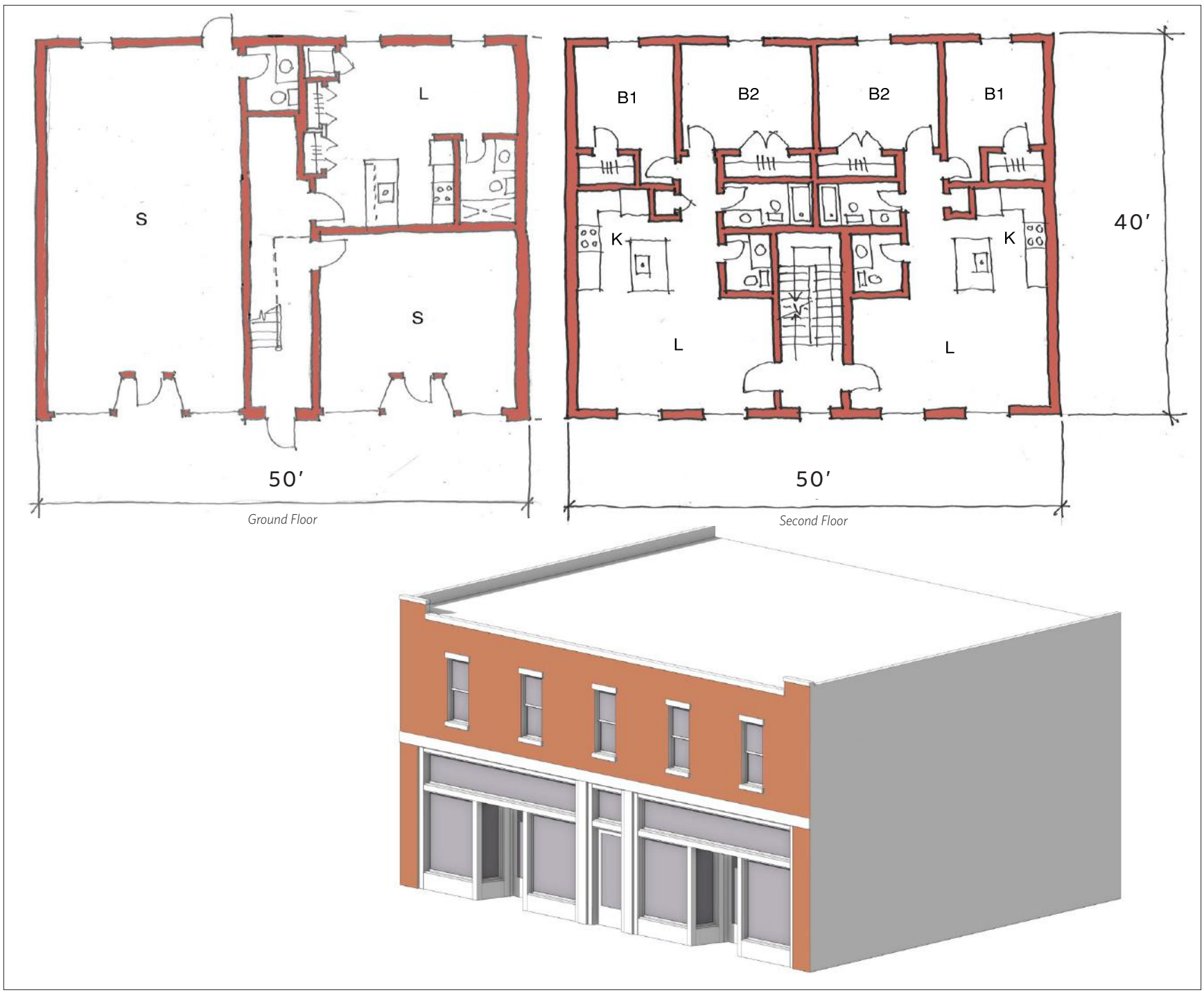


FIGURE 106: 50′ Commercial Block
A mixed-use structure with one or two commercial units below and two residential units above.

COMMERCIAL STOREFRONTS

Broadway was once a vibrant destination, lined by historic buildings that contributed to its active public realm. These buildings, even the ones that have been lost, are an excellent reference when planning for new growth. A combination of renovated existing structures and new structures that evoke the historic character can collectively frame Broadway and revive this strong commercial corridor.

At the street level, the most critical element of an urban building that aims to activate public space is its storefront. Storefronts operate at two levels: an underlying basic form, and variations from shop to shop within the unique architectural language of the city.

KEY FINDINGS

1. **Urban storefronts have typical elements and forms**

   Urban storefronts, though widely varied, exist within a set of standard forms, which can act as an underlying template.

2. **Historic Gary has a strong retail character**

   Gary's fabric buildings on Broadway were once well-designed and well-visited. Though all shops vary, they also maintain an overall character.

RECOMMENDATIONS

1. **Identify and quantify storefront forms and elements**

   Note the standard forms for mixed-use storefronts, identify their key elements, and define specific dimensions for successful execution of the form.

2. **Design new storefronts within the area's character**

   Use historic signage, materials, colors, and ornament as inspiration for a storefront that will contribute to the overall commercial character of the area.

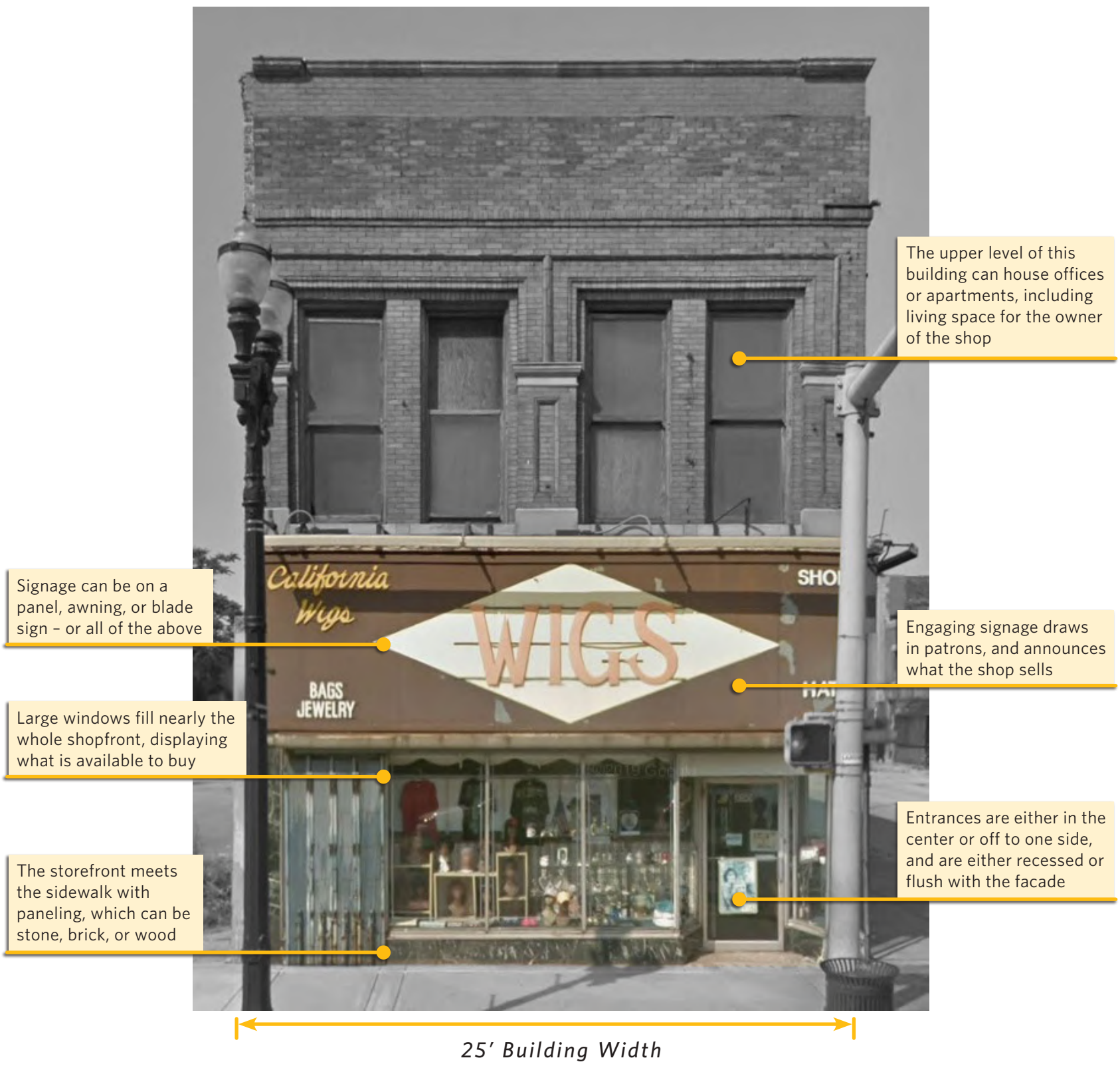
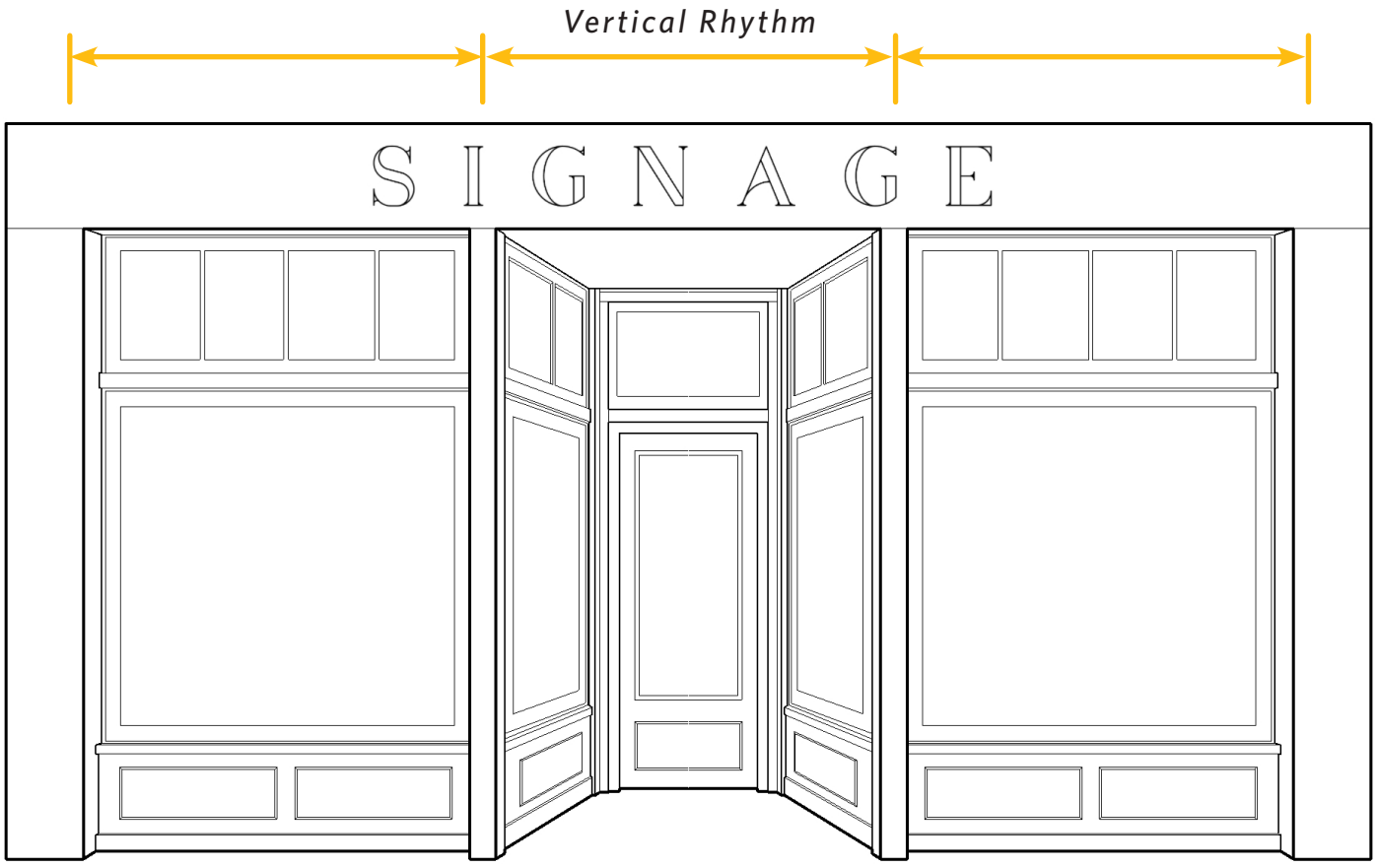
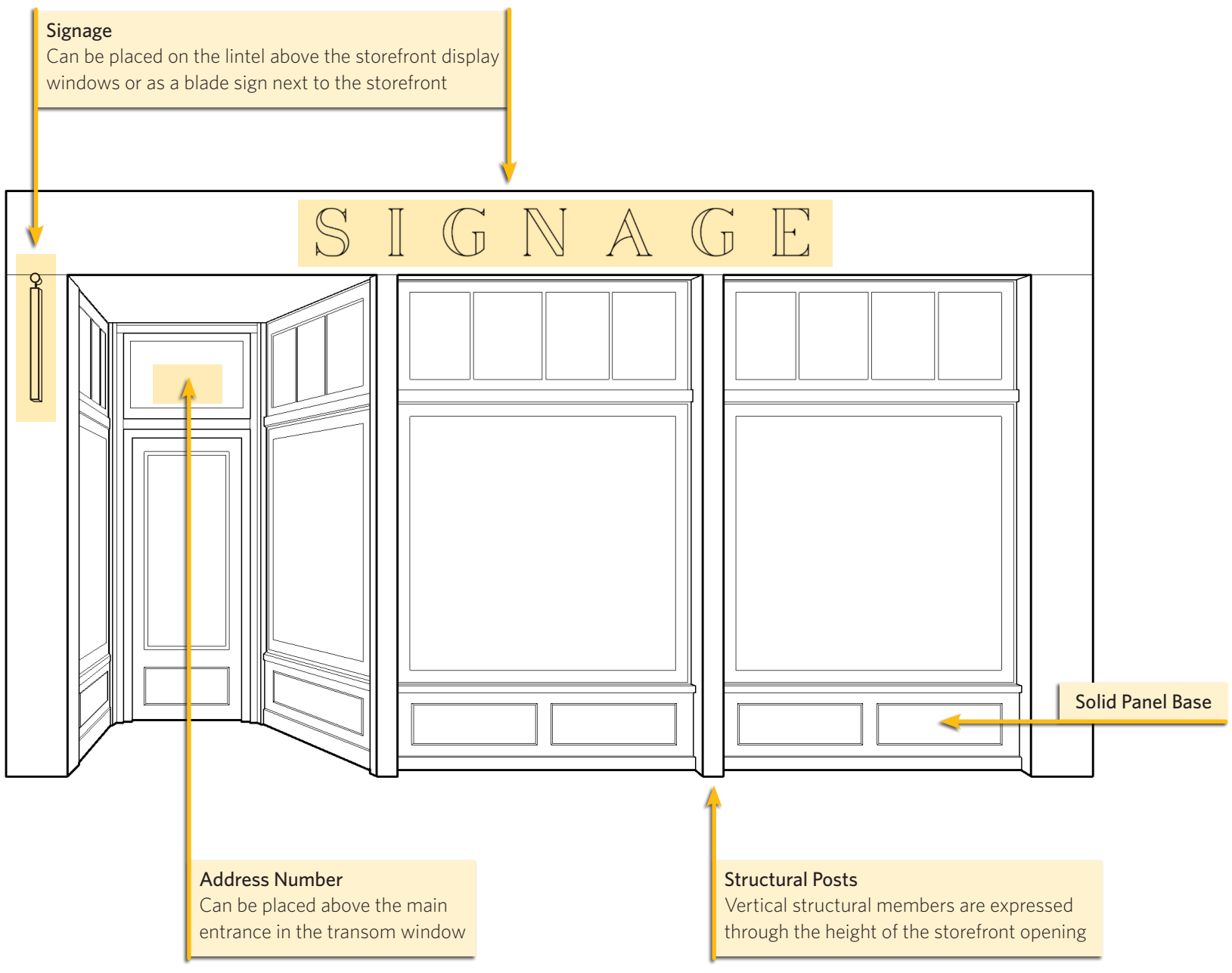


FIGURE 107: Existing Storefront in Gary with Elements highlighted
The Wigs buildings is one of a few remaining 25' retail buildings on Broadway, and exemplifies key elements of a successful storefront.



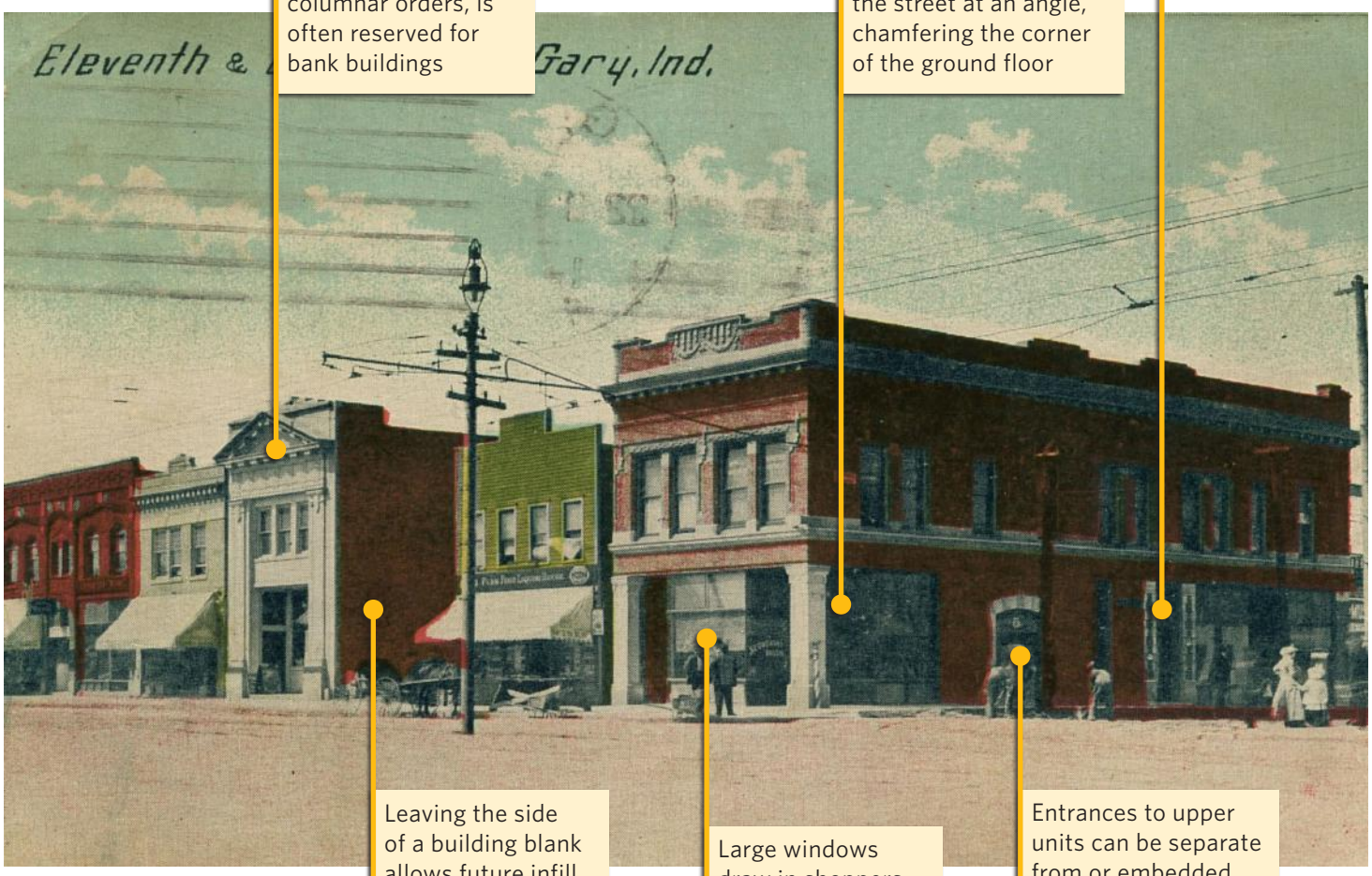
Storefront with Central Entrance



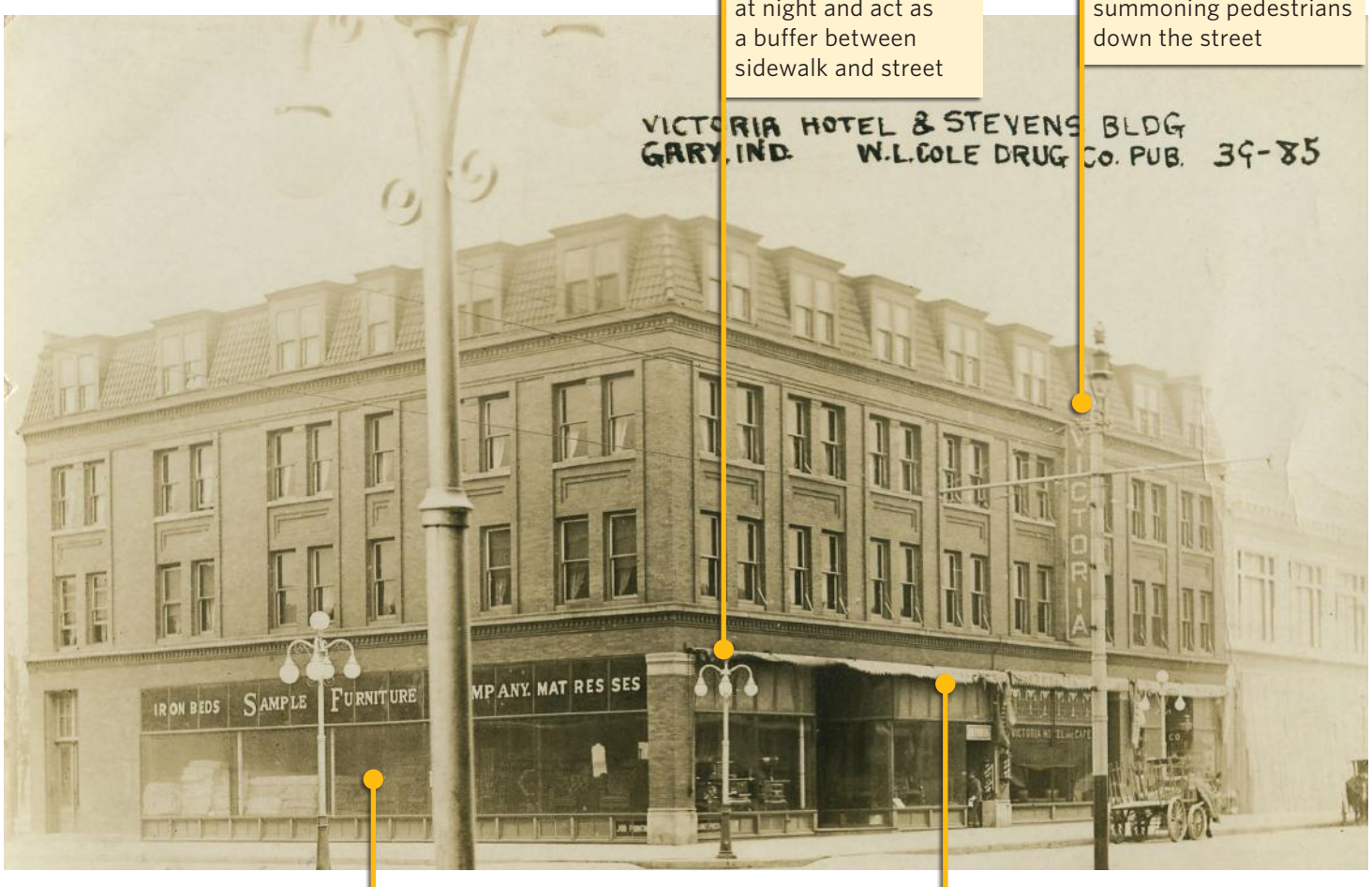
Storefront with Off-Center Entrance

FIGURE 108: Examples of Storefront Design Details Based on Local Precedents

Storefront design configurations are limitless but draw from a basic kit-of-parts: low panel or base, display windows, door – often recessed, transom windows above, and mullions or frame between glass panels. The richness of a pedestrian experience depends on the scale and detailing of these elements since it is the portion of the building that meets the ground where people walk.



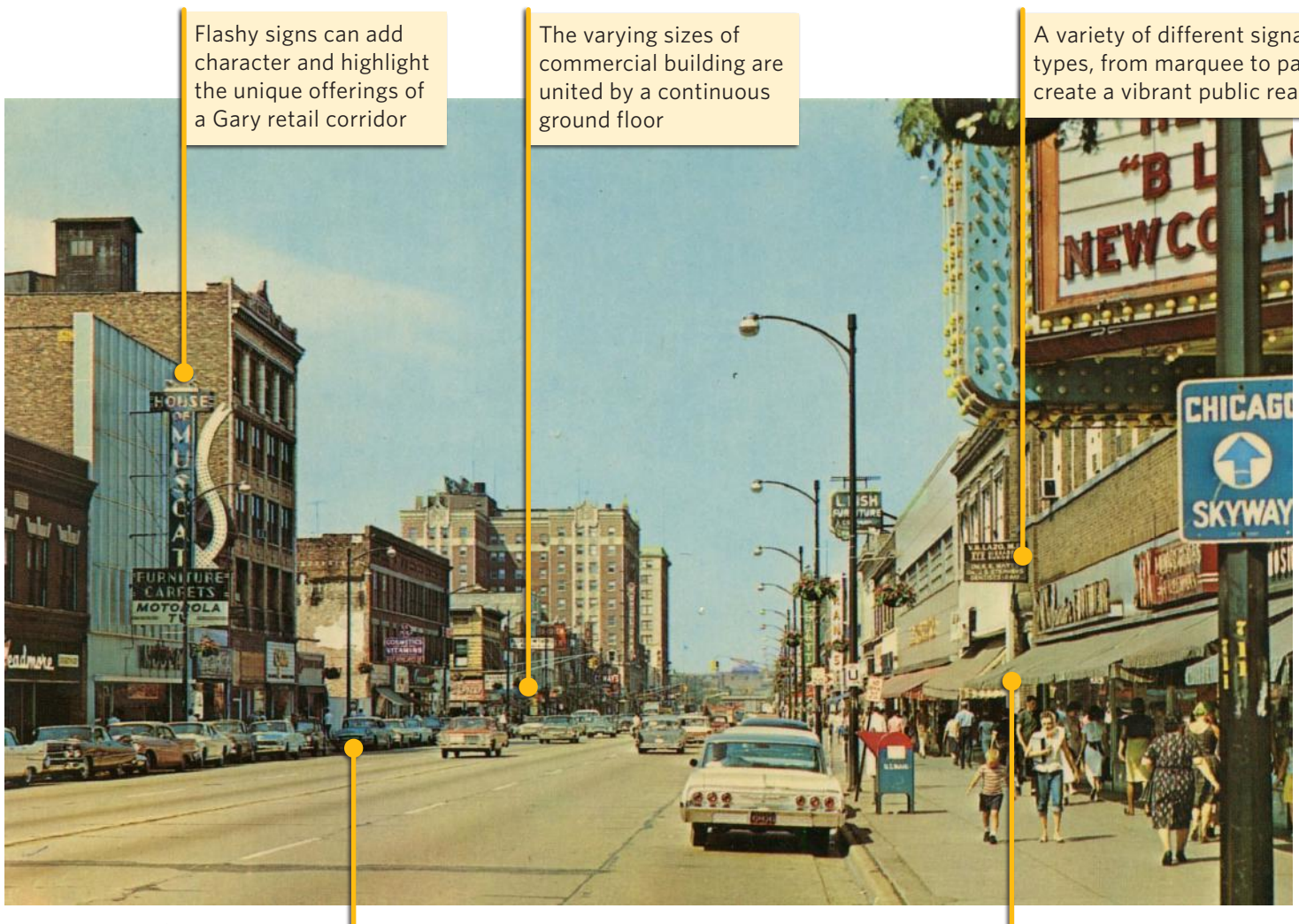
Broadway & Eleventh Ave, 1911
Source: Steven R. Shook



Victoria Hotel, 1910
Source: Steven R. Shook

FIGURE 109: Historic Examples of Gary Storefronts
The fabric buildings of Gary, primarily found on historic Broadway, offer a wide range of ways in which simple elements can be arranged to activate the public realm.

Broadway & Sixth Ave
Source: Steven R. Shook



View Down Broadway, 1965
Source: Steven R. Shook

COMPOSING STREETS & BLOCKS

Broadway begins to the north with civic buildings and large-scale urban structures. After two blocks, heading south, the historic character shifts to smaller fabric buildings, ranging from two to four stories tall. Adjacent Washington and Massachusetts Streets were also historically lined with two- to four-story fabric buildings.

Very few of these structures remain today. Those that do provide cues for setbacks, massing, and character of new development that will fill in the gaps. Fortunately, historic images of Gary in its heyday offer examples of how to align a series of fabric buildings to create streets and blocks.

The tendency in the current design world is to think of buildings as solo entities, unbound by context. Fabric buildings embody the opposite ethos; though elegant in their own right, the whole is always greater than the sum of the parts. These buildings vary in height and character, but do so within limits, such that the block itself is a unified structure. Fabric buildings also sit directly against each other, creating one mass rather than a series of disjointed elements. Further, fabric buildings all meet the sidewalk at the same place, shaping a continuous street wall that frames the public realm.

By adhering to the lessons of historic Gary fabric buildings, Broadway, Washington, and Massachusetts – as well as parts of Fifth Avenue – will reestablish their presence as corridors of activity and dignity.

KEY FINDINGS

1 Building heights and facade characters vary, but the street still feels harmonious

In historic Gary, streets of fabric buildings included a variety of architectural characters and heights, but kept to an overall rhythm. Blocks included different ranges of height and width depending upon their proximity to the downtown core.

2 Buildings sit directly at the sidewalk, creating a continuous street wall

Fabric buildings sit at the front edge of the property with no setbacks, giving the street itself one overall facade, and creating containment of the public realm.

RECOMMENDATIONS

1 Build coherent blocks of fabric buildings with a balanced range of scales and characters

Blocks of fabric buildings should be varied yet cohesive, with both range and limits of height, width, and architectural character.

2 Meet the facades of remaining fabric buildings, and continue the street wall with new development

New fabric buildings in Gary should sit directly against existing ones and at the sidewalk, restoring the continuous facade.

Broadway & 9th Ave, 1910

Broadway & 7th Ave, 1915

FIGURE 110: Historic Views of Broadway Fabric Buildings

These views from the 1910s show the original character of the Gary public realm. Fabric buildings created an elegant, functional, and well-framed backdrop for city activity.

Source for both images: Steven R. Shook

0

TYPICAL NEW DESIGN

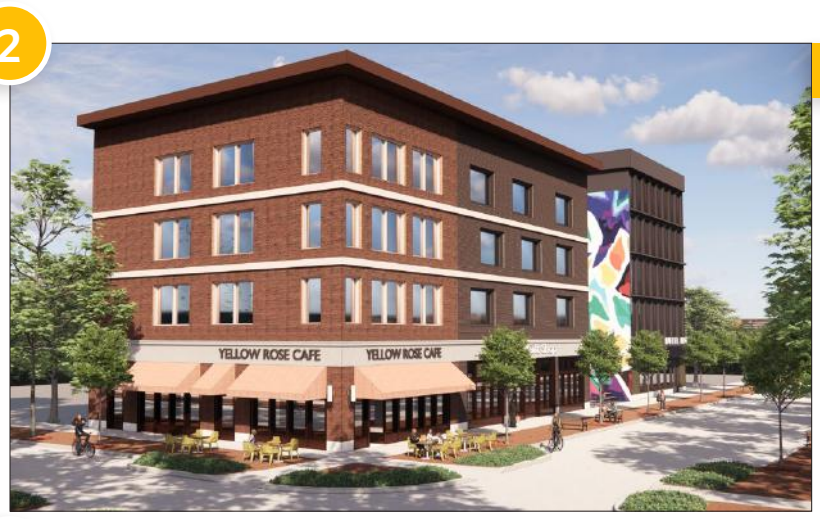
This series of buildings represents a character typical of new development. The building does not meet the street in a way that invites or supports the public realm, its windows lack depth and rationality, its top has an imposing lid, and its facades are split by bands that do not relate to any other elements. These traits contribute to the building's lack of engagement with the people and environment around it; the structure cannot create place. While this building attempts to establish an urban presence, it fails to relate to the human scale. Designs like this initially draw interest, but rarely stand the test of time; in a few short years, the retail will struggle and materials will age poorly.

1

STEP ONE: USE HUMAN-SCALE STOREFRONTS

The all-glass storefront shown above is unwelcoming and overly tall. Storefronts should be scaled to the pedestrian, and create an inviting environment. Signage bands and awnings signal retail while creating horizontal divisions. Recessed openings with masonry piers break up the storefronts vertically, giving a rhythm to the public realm.

2



STEP TWO: RECESS WINDOWS

The windows shown above are flush with the facade, making the building feel flimsy and shallow. Recessing windows adds depth to the facade, creating texture and cadence, as well as a sense of strength and solidity. A brick return casts a shadow to show the depth of the materials and counter the feeling above that the bricks and windows belong to the same thin skin.

3

STEP THREE: RATIONALIZE WINDOWS

A rational organization of windows has a more elegant effect than the somewhat scattered arrangement above. Lintels and sills, as an alternative to the randomly-placed bands above, frame an opening and make it feel more solid. Ganged or double-hung windows add further vertical and horizontal divisions to an opening. The overall window-to-wall ratio is similar, but the spacing and division of windows is more well-regulated into a rhythm that relates to both the overall composition of the structure and the storefront below.

4

STEP FOUR: ARCHITECTURAL CORNICE

While the building above feels top-heavy and overshadowed by its projecting lid, an architectural cornice provides a subtle, graceful resolution of the top of the building. Modulation in the height and shape of the parapet relates to the window arrangement and storefront, creating a cohesive whole. The forms represented by these cornices are historic, linking new development to the original architectural style of local urban buildings.

FIGURE 111: Four Steps to Place-Making Buildings

Much of new construction has good intentions, but there are many common errors that compromise the ability of new development to productively activate space, contribute to place, and reflect the architectural character of an area. These four steps highlight and correct key elements.

STREET DESIGN STUDY: BROADWAY

The Broadway Corridor has several layers that must be considered simultaneously in order to produce a design that is respectful of context: deference to existing historic structures, scale and density shifts, infill strategies, and architectural character.

The west side of Broadway currently has both a vast quantity of open land and several well-loved heritage buildings, including the Lake County Superior Courthouse, 504 Broadway, and Hotel Gary at the north end, and a number of elegant fabric buildings further south.

The north-south transition involves a gradual stepping-down in scale, density, and stature. Structures within or directly adjacent to the downtown core will be larger and grander, while fabric buildings further along the corridor will be smaller and more of a backdrop to urban life than a monument.

Following the masterplan strategy of holding several sites open to iconic, contemporary buildings, the block between Sixth and Seventh Avenues includes a placeholder structure reflecting a sleeker, more futuristic design aesthetic.

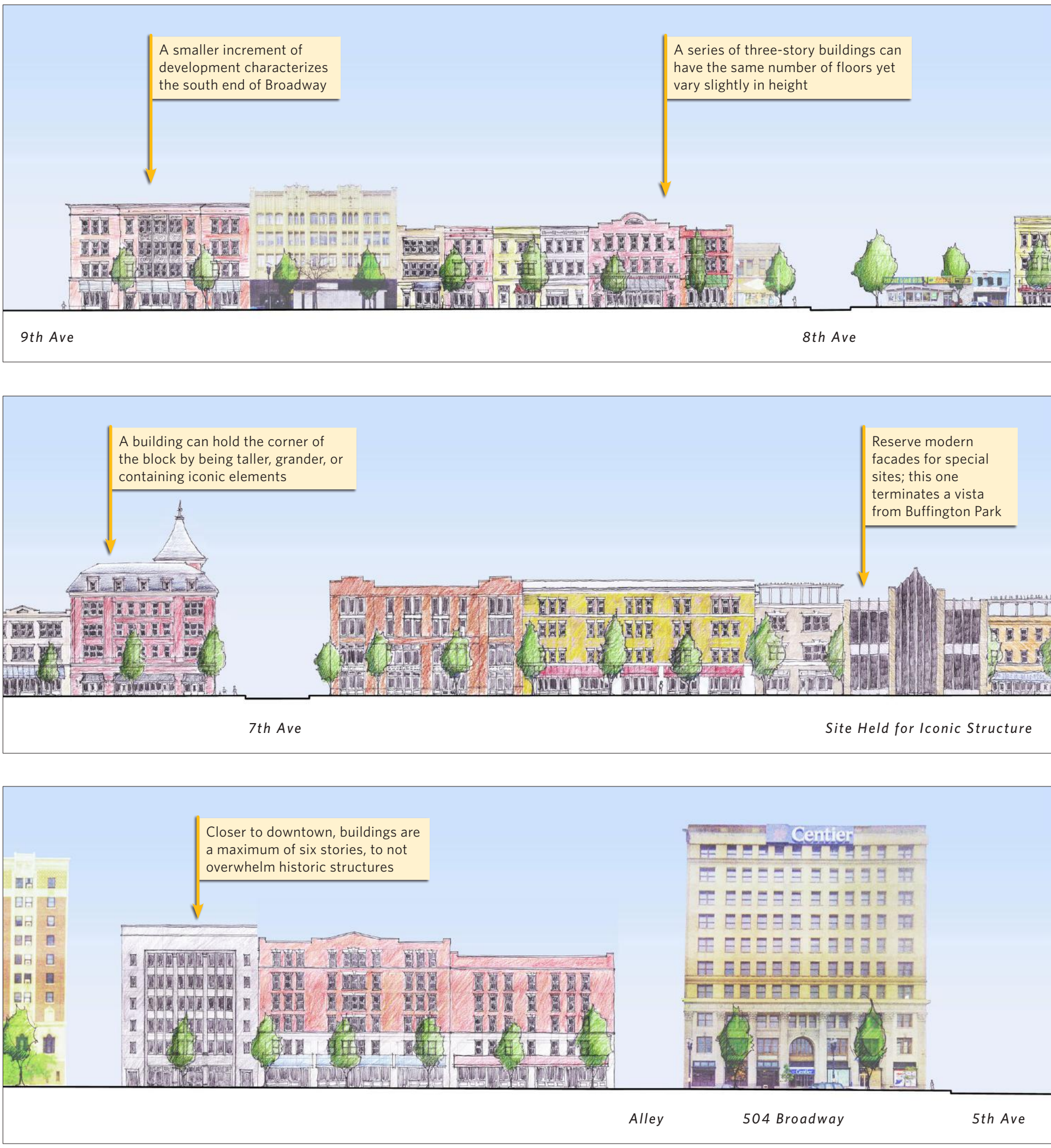
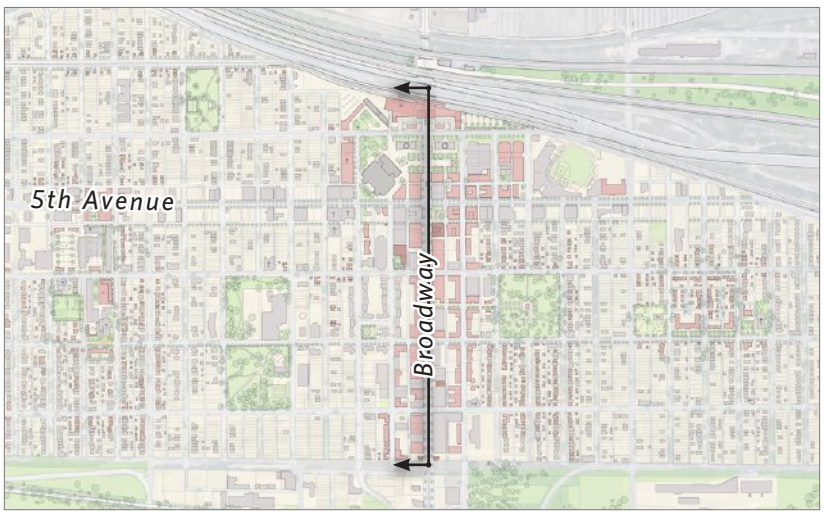


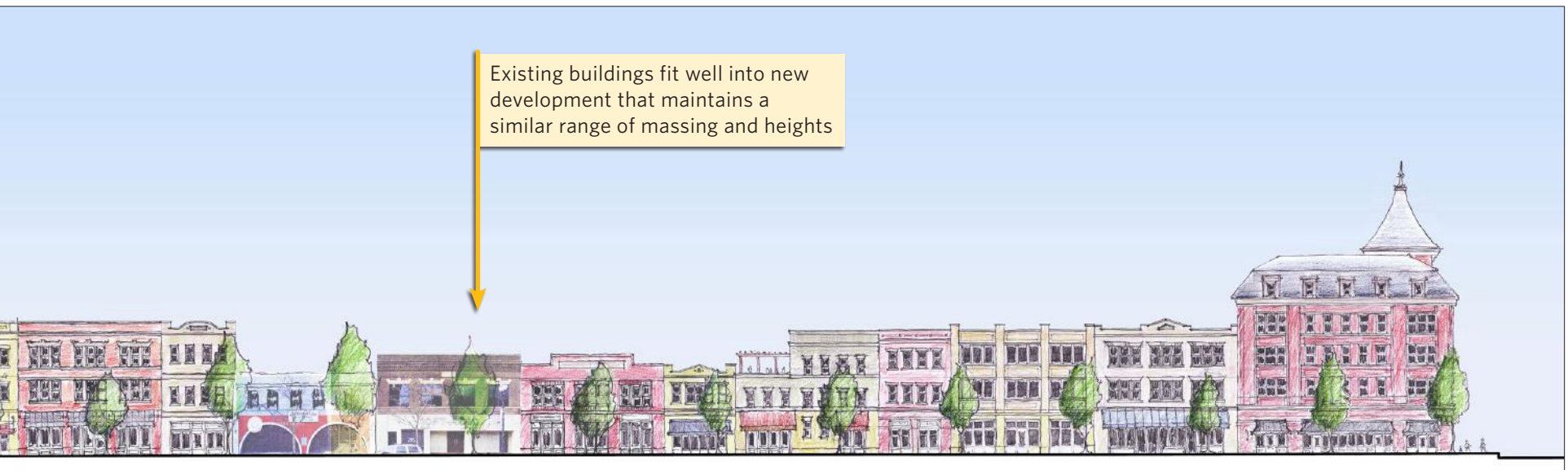
FIGURE 112: Street Elevation Study for Broadway, Facing West

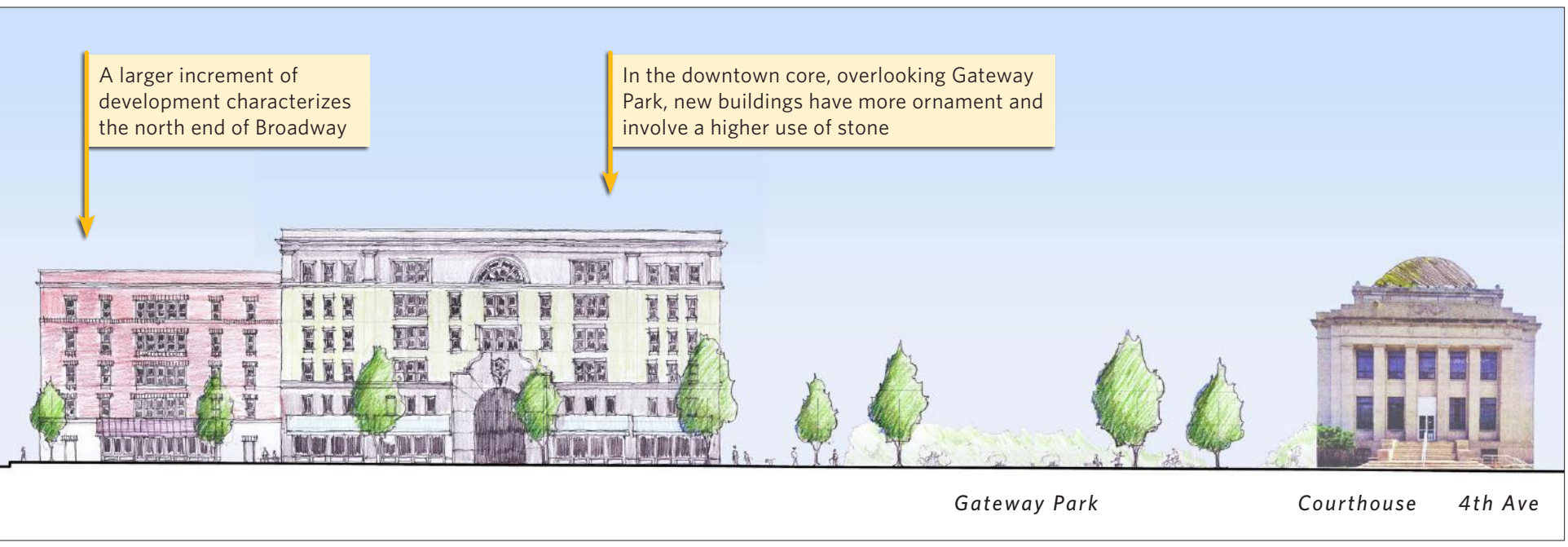
This elevation study explores the relationship between existing buildings, proposed buildings, and block structure. The gradual increase in height from south to north cues an acceleration towards the heart of downtown along the Broadway Corridor. Existing buildings are framed but not superseded by new construction, and space for iconic civic buildings is provided.

The buildings proposed below do not represent specific architectural recommendations for building exactly what is drawn; rather, they are indicative of an overall strategy of combining the urban building elements discussed in this section (base, middle, top) in a variety of ways. Every building is different, but all speak the same architectural language, which is also the native tongue of historic Gary.

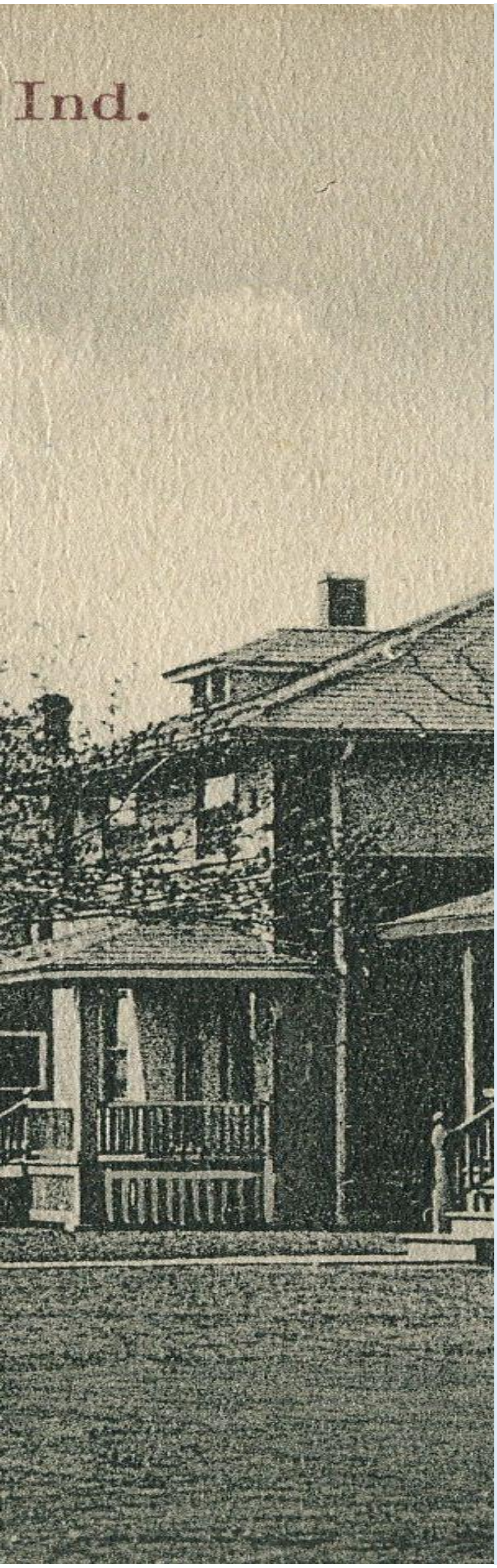
In order to be adaptable to modern construction, these buildings will likely not all be literally separate, but it is possible to create the same effect with a varied facade along the front of a full-block structure.







Jackson Street, South from 6th Avenue, 1909 - Gary, Indiana, Source: Stephen R. Shook



PART 9:
TEMPLATE PLANS

TEMPLATE PLANS OVERVIEW

Even in its dilapidated state, the City of Gary still has a wide range of housing types that provide an excellent precedent for neighborhood-friendly, human-scaled residences. Single-family homes of all sizes coexist with duplexes, triplexes, four-plexes, and larger multifamily structures.

With many of these homes now sporadically missing and current resident spending power limited by decades of disinvestment, a new infill strategy must provide both affordability and place-based design. Chasing affordability with cheap materials and suburban-inspired buildings will undermine neighborhood regeneration. These will deteriorate quickly and contribute further to the city's urban blight. In contrast, the designs proposed in this section draw from the character of existing Gary residences, incorporating neighborhood-friendly elements such as front porches, hip roofs, and thoughtful window placement. These are paired with cost-conscious design strategies – like simple building forms and standardized details – as well as modern interior layouts that meet contemporary needs, including updated kitchens, bathrooms, and closet space.

Gary has many narrow residential lots, which have been illegal to build on without a variance, leading to a loss of knowledge of how to build narrow homes. Because designing these homes is such a complex challenge, this set of plans also provides inspiration for new designs, for homeowners and developers alike.

At the time of issuing this report, these plans are provided as templates to inspire new development. We recommend that the city provides pre-approved construction drawings to streamline the permitting process and make it easier to build new homes. Pre-approved plans reduce barriers to homeownership, which offers the opportunity for wealth generation, as well as supporting small-scale developers.

KEY FINDINGS

1 Barriers to obtaining building permits impede development

With an overwhelmed city staff, the multi-step process for obtaining a building permit discourages development.

2 Historic residential Gary offers a diverse range of inspiration for new housing

Though few of Gary's residential blocks are intact, a combination of remaining examples and historic photographs display dignified homes at a variety of scales, including many Missing Middle types.

RECOMMENDATIONS

1 Issue a set of pre-approved housing plans to expedite and encourage residential development

Building permits for pre-approved plans are significantly faster and easier to obtain, and will enable the quick infill of empty lots, which in turn will build overall momentum for the city.

2 Provide a range of types that emphasize affordability, dignity, and local character

The set of pre-approved types includes accessory dwelling units, various multifamily configurations, and small-scale mixed-use. Each is inspired by the architectural character of Gary.

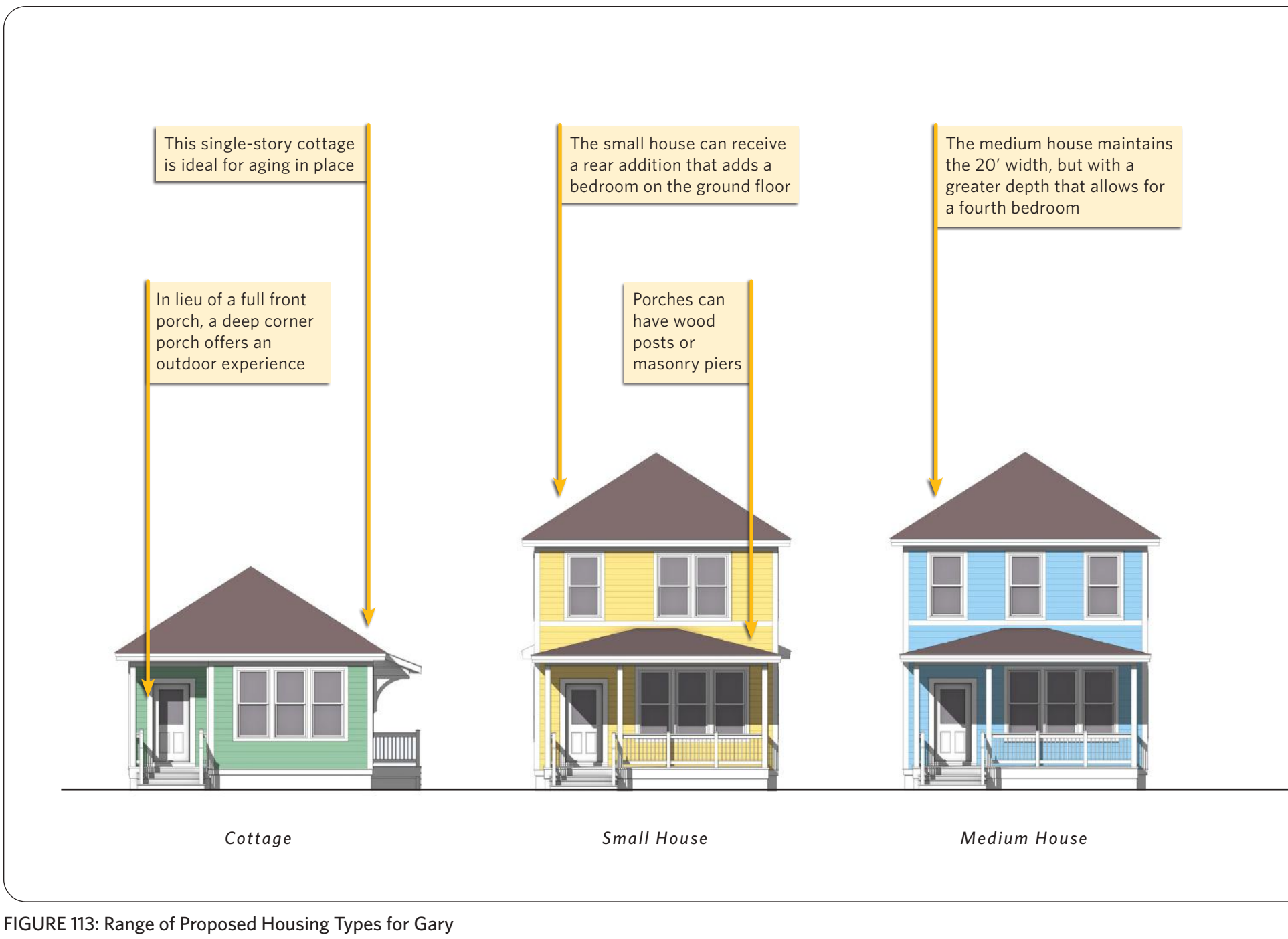
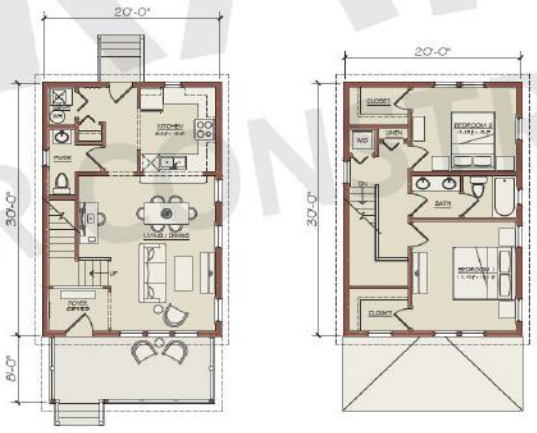


FIGURE 113: Range of Proposed Housing Types for Gary
The range of building types, from lowest to highest density, can be conceived as a spectrum overlaid on the form and density spectrum of a city.

CITY OF GARY HOUSING TEMPLATES - SMALL HOUSE - TWO BEDROOMS

Small House - Two Bedrooms

The two-bedroom Small House provides an efficient and comfortable two-story home that fits Gary's narrow infill lots while reflecting the character of its near-downtown neighborhoods. The porch, hip roof, and window arrangement evoke historic homes of Gary, within a modest, affordable model.



Building Dimensions	
Building Height	2 stories
Building Width	20'
Building Depth	30'
Lot Standards	
Lot Width (min.)	30'
Program	
Unit Configuration	2 bed / 1.5 bath
Unit Size (Gross)	1,200 sq. ft.

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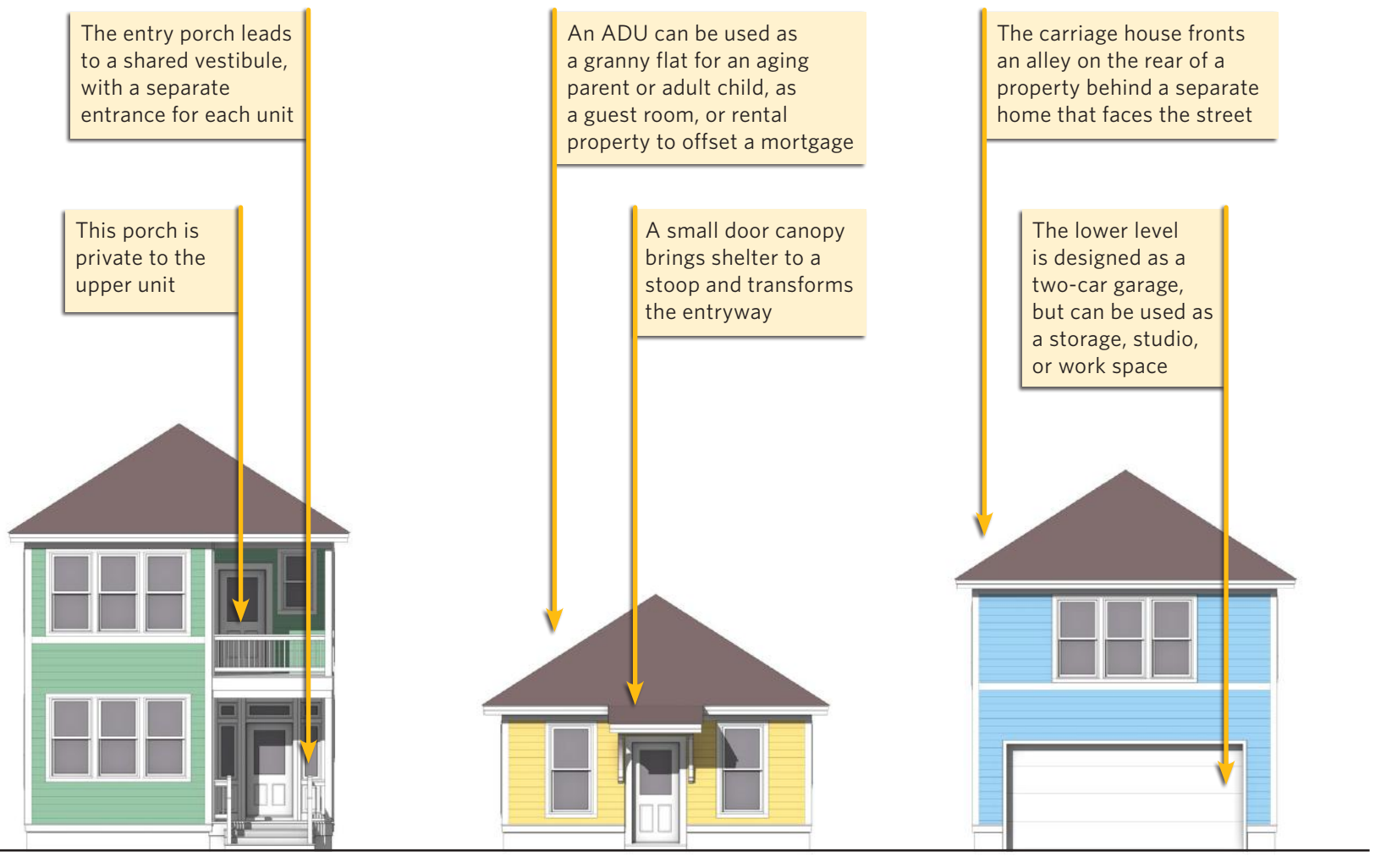
FIGURE 114: Sample from the Template Plans Booklet
Above is a sample spread from the separate booklet provided to the City of Gary, a set of drawings of the types in this section.



Stacked Duplex

Accessory Dwelling Unit (ADU)

Carriage House

ACCESSORY DWELLING UNIT

The ADU offers dignity at the smallest, most flexible scale. This highly-efficient footprint embodies an architectural language common to historic Gary residences, scaled down to a unit that can be tucked behind a primary building.

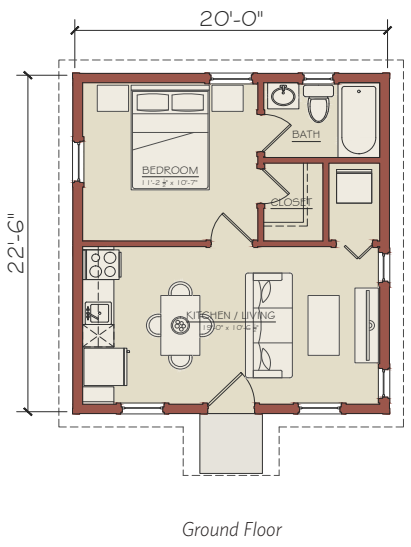
This type can adapt to many configurations: a younger or older relative living on the same property as their family, a rentable unit to supplement income, or even a first home that can kickstart homeownership at a manageable scale.

Building Dimensions	
Building Height	1 story
Building Width	20′
Building Depth	22′-6″
Lot Standards	
Lot Width (min.)	30′
Program	
Unit Configuration	1 bed / 1 bath
Unit Size (Gross)	450 sq. ft.

A craftsman-style ADU
Source: Adobe Stock

An ADU with traditional details
Source: Adobe Stock

An ADU with more contemporary details
Source: Adobe Stock



Ground Floor

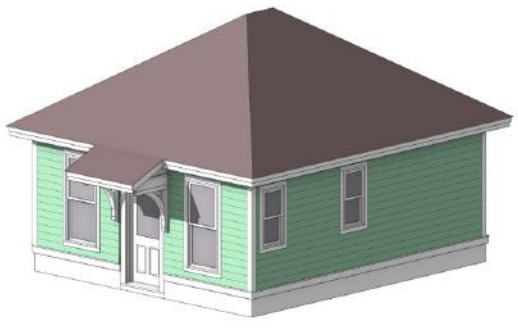


FIGURE 115: Accessory Dwelling Unit
A small, highly efficient single-story home, which can be placed on the property of an existing primary building.

CARRIAGE HOUSE

The Carriage House accommodates household parking needs while providing an additional living unit. The garage can be used by the resident of this unit, the residents of the primary building, or shared among occupants of the property.

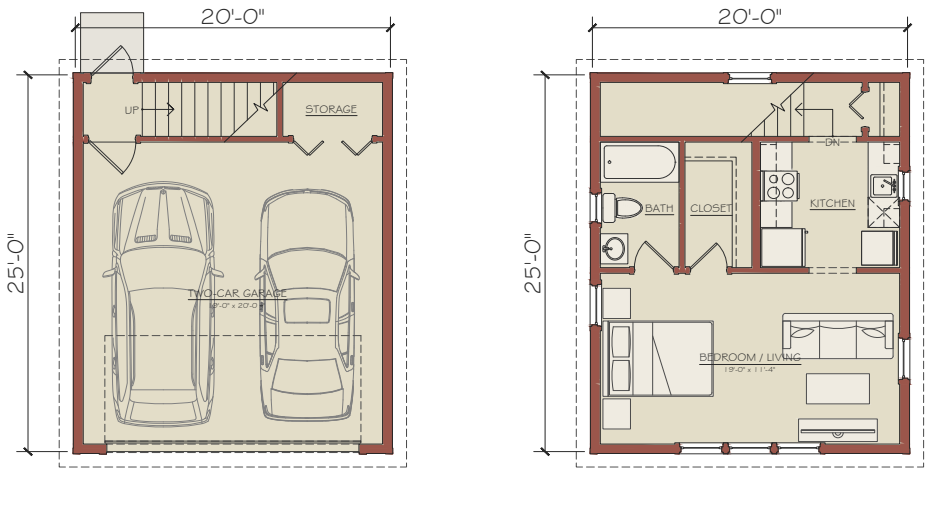
Like the ADU, the Carriage House is adaptable to many configurations, from a rental to a multigenerational property. It is designed to sit at the rear of the lot, so that cars can have alley access to the ground floor garage.

Building Dimensions	
Building Height	2 stories
Building Width	20′
Building Depth	25′
Lot Standards	
Lot Width (min.)	30′
Program	
Unit Configuration	1 bed / 1 bath
Unit Size (Gross)	500 sq. ft.

A historic carriage house
Source: Adobe Stock

A row of carriage houses in Boston

Stand-alone carriage houses in Boston



Ground Floor

Second Floor

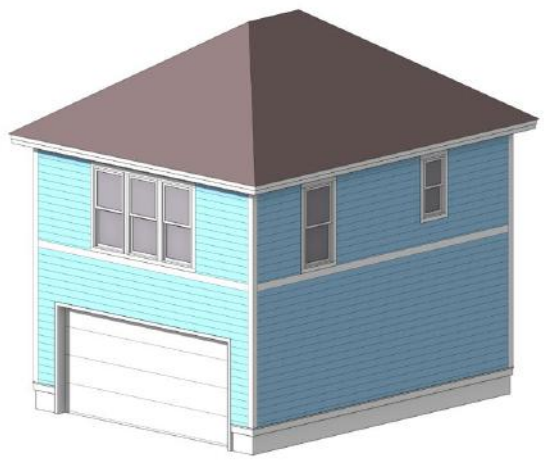


FIGURE 116: Carriage House
An accessory dwelling unit that sits above a garage space, fronting the alley.

COTTAGE – TWO BEDROOMS

The Cottage provides a two-bedroom, two-bathroom unit on one story, offering efficiency and affordability for a family. The unit fits Gary's narrow infill lots and reflects the character of its near-downtown neighborhoods. As a single-story model, the Cottage is ideal for aging in place.

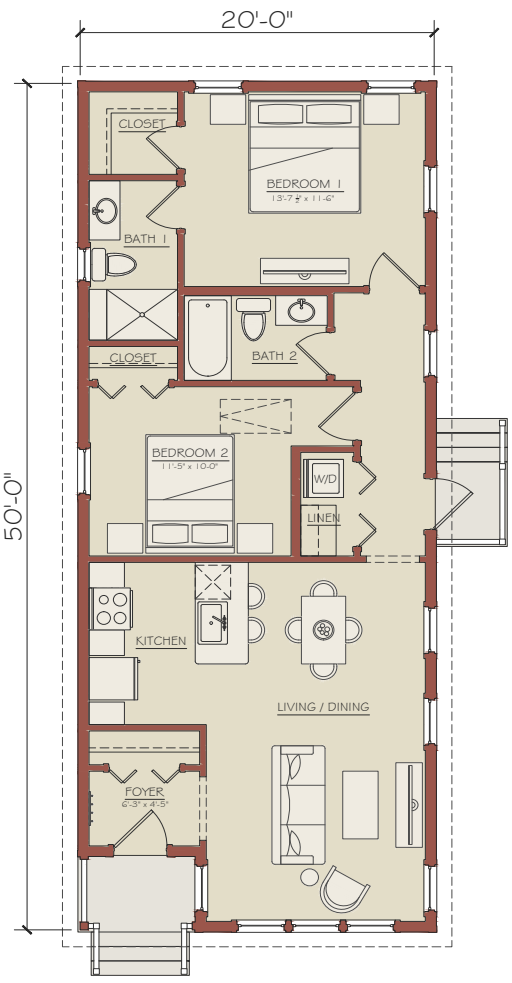
This single-family type maintains the massing and style typical of single-family homes, particularly historic Gary bungalows, allowing it to fit into many contexts within the city's residential blocks.

Building Dimensions	
Building Height	1 story
Building Width	20′
Building Depth	50′
Lot Standards	
Lot Width (min.)	30′
Program	
Unit Configuration	2 bed / 2 bath
Unit Size (Gross)	970 sq. ft.

Historic Bungalows in Gary
Source: U.S. Steel Gary Works Photograph Collection, Calumet Regional Archives, Indiana University Northwest

825 Fillmore Street
Source: Google Street View

840 Harrison Street
Source: Google Street View



Ground Floor

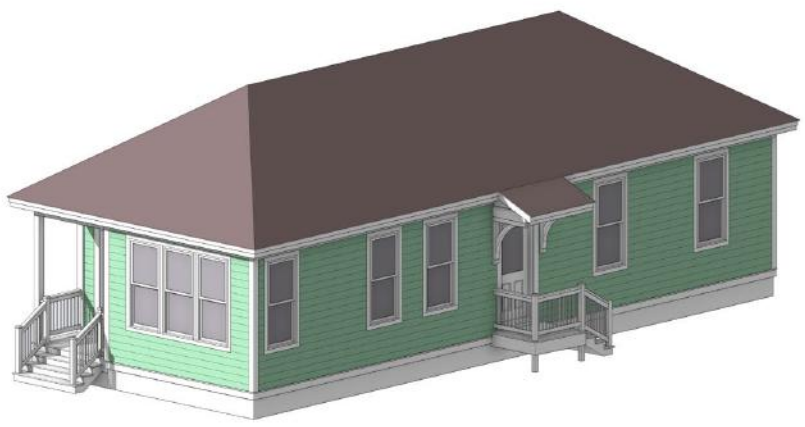


FIGURE 117: Cottage with Two Bedrooms
A single-story, single-family structure ideal for aging in place.

SMALL HOUSE – TWO BEDROOMS

The two-bedroom Small House balances efficiency and comfort. Two-bedroom homes offer a smaller option for roommates, young couples starting out, retired couples, or individuals. The porch, hip roof, and window arrangement evoke historic homes of Gary, within a modest, affordable model.

As with a majority of the homes proposed in this section, the small house aims to engage the public realm with a large front porch. This adds an outdoor room to the house, increasing the square footage while creating a semi-public/semi-private transition between the public street and private interior of the house. Living areas are pulled to the front of the house to provide "eyes on the street," a term coined by the urbanist Jane Jacobs to describe how the homes on a street work together to make a community safer through design.

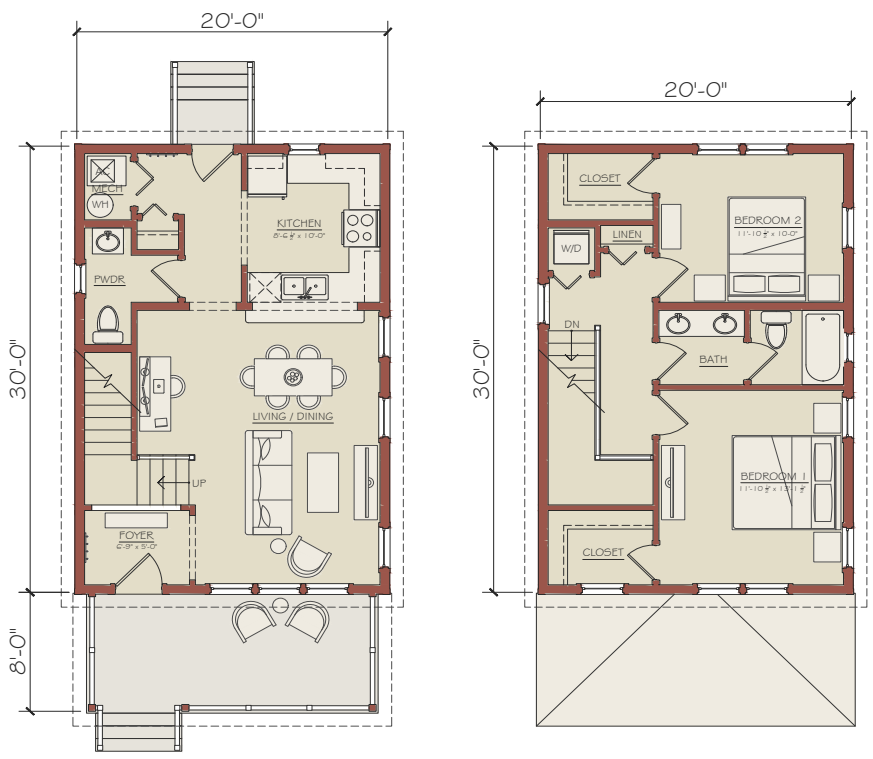
Building Dimensions	
Building Height	2 stories
Building Width	20′
Building Depth	30′
Lot Standards	
Lot Width (min.)	30′
Program	
Unit Configuration	2 bed / 1.5 bath
Unit Size (Gross)	1,200 sq. ft.

632 Virginia Street
Source: Google Street View

713 Delaware Street
Source: Google Street View

743 Pierce Street
Source: Google Street View

Historic Four-Square in Gary
Source: U.S. Steel Gary Works Photograph Collection, Calumet Regional Archives, Indiana University Northwest



Ground Floor

Second Floor

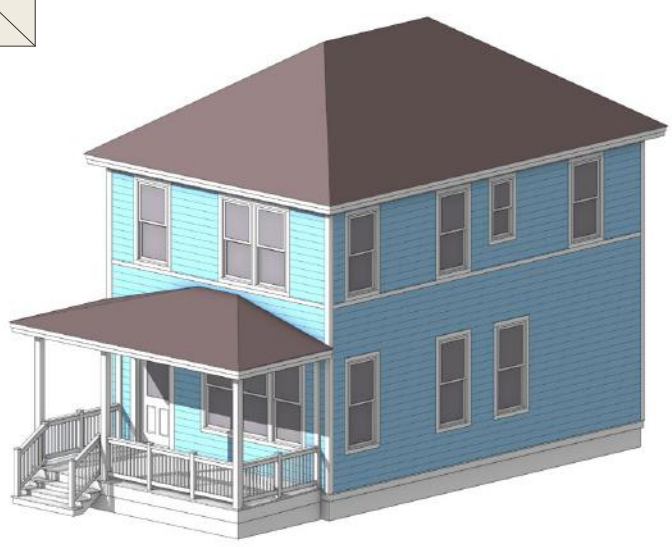


FIGURE 118: Small House with Two Bedrooms
A two-story, single-family structure that embodies the massing and style of historic Gary.

SMALL HOUSE – THREE BEDROOMS

This model offers a three-bedroom version of the Small House, adding space for a larger family, guests, or even a renter. The third bedroom is added on the ground floor, and has a side door to the outside, so it can be closed off from the rest of the house and act as a short-term rental.

The typical floorplans of these homes are compact to minimize building envelope, making construction and long-term maintenance easier and more affordable.

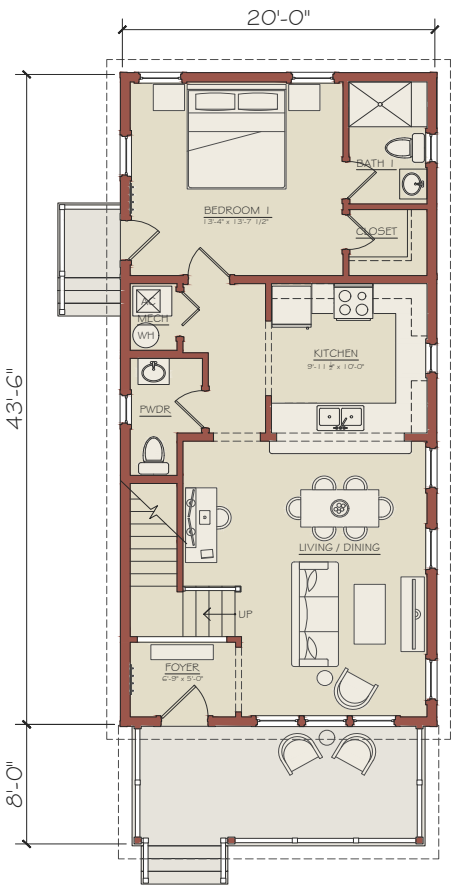
Building Dimensions	
Building Height	2 stories
Building Width	20′
Building Depth	44′-6″
Lot Standards	
Lot Width (min.)	30′
Program	
Unit Configuration	3 bed / 2.5 bath
Unit Size (Gross)	1,470 sq. ft.

521 Maryland Street
Source: Google Street View

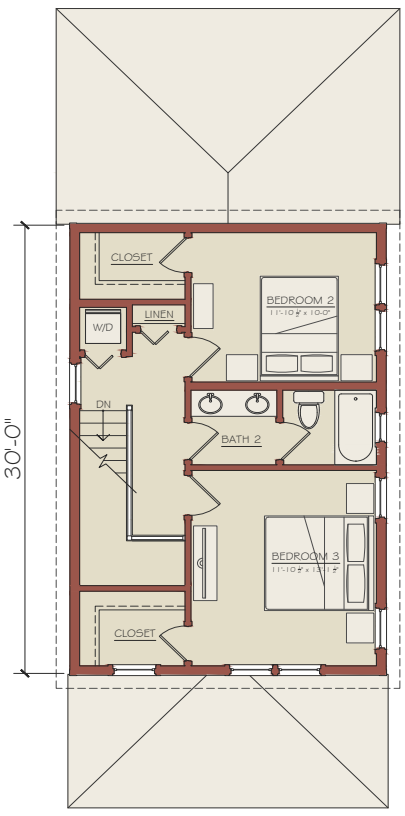
635 Delaware Street
Source: Google Street View

667 Harrison Street
Source: Google Street View

348 Lincoln Street
Source: Google Street View



Ground Floor



Second Floor

FIGURE 119: Small House with Three Bedrooms
A variation on the Small House with Two Bedrooms, in which a rear addition accommodates a larger family.

MEDIUM HOUSE

The four-bedroom Medium House offers a generous yet efficient two-story home. This model is ideal for larger families, multi-generational households, or anyone needing one or more home offices. Though this is the largest single-family home within the set, further units can be added to the property with the ADU or Carriage House models.

Like the two- and three-bedroom homes on the previous spread, these examples employ the principles of traditional neighborhood homes: front porch to create a semi-public/semi-private transition from the public to private realm; living spaces facing the street; open yet defined living spaces inside; and large windows on multiple walls for cross ventilation and maximum light throughout the day.

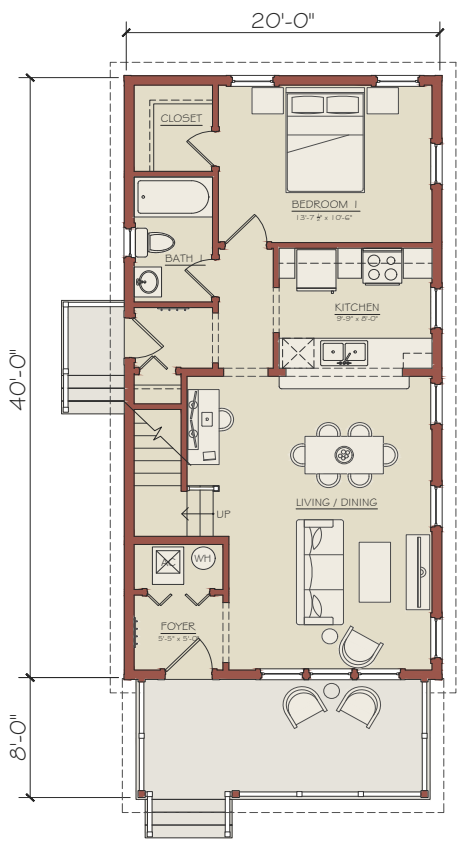
Building Dimensions	
Building Height	2 stories
Building Width	20′
Building Depth	40′
Lot Standards	
Lot Width (min.)	30′
Program	
Unit Configuration	4 bed / 3 bath
Unit Size (Gross)	1,600 sq. ft.

717 Carolina Street
Source: Google Street View

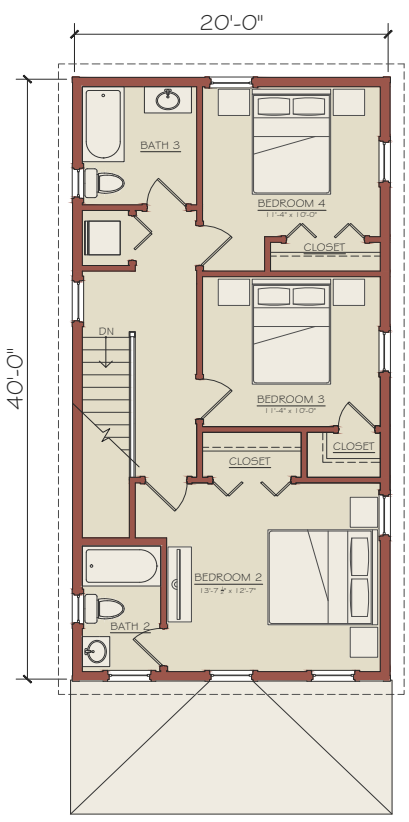
625 Roosevelt Street
Source: Google Street View

640 Roosevelt Street
Source: Google Street View

536 McKinley Street
Source: Google Street View



Ground Floor



Second Floor

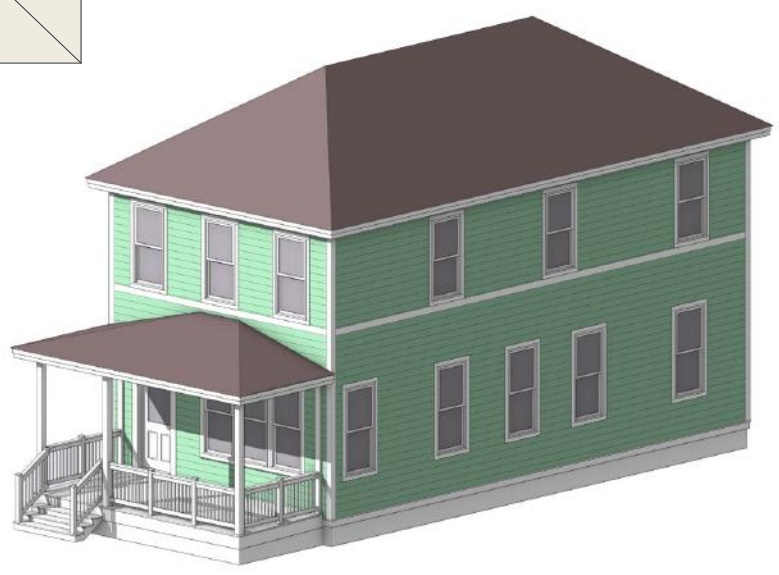


FIGURE 120: Medium House
A structure closest in massing to the historic Gary four-square, with ample space for a larger or multi-generational family.

SIDE-BY-SIDE DUPLEX

The Side-by-Side Duplex provides two generous two-story units within one double-wide footprint, which can occupy a double lot or wider lot. Because its facade is divided symmetrically into two, the model still reflects the massing and character of residential Gary.

These units provide variety in the market and are suitable for a wide range of potential residents, including older couples looking to downsize from a single-family home to a unit that still has a similar feel, and student roommates who want more space and yard than an apartment can provide. As a pair of units, the type can also take the form of a starter home paired with an investment property, or a multigenerational household.

Building Dimensions	
Building Height	2 stories
Building Width	40′
Building Depth	30′
Lot Standards	
Lot Width (min.)	50′
Program	
Unit Configuration	2 bed / 1.5 bath
Unit Size (Gross)	1,200 sq. ft. each

Historic Side-by-Side Duplexes in Gary
Source: U.S. Steel Gary Works Photograph Collection, Calumet Regional Archives, Indiana University Northwest

514 Pierce Street
Source: Google Street View

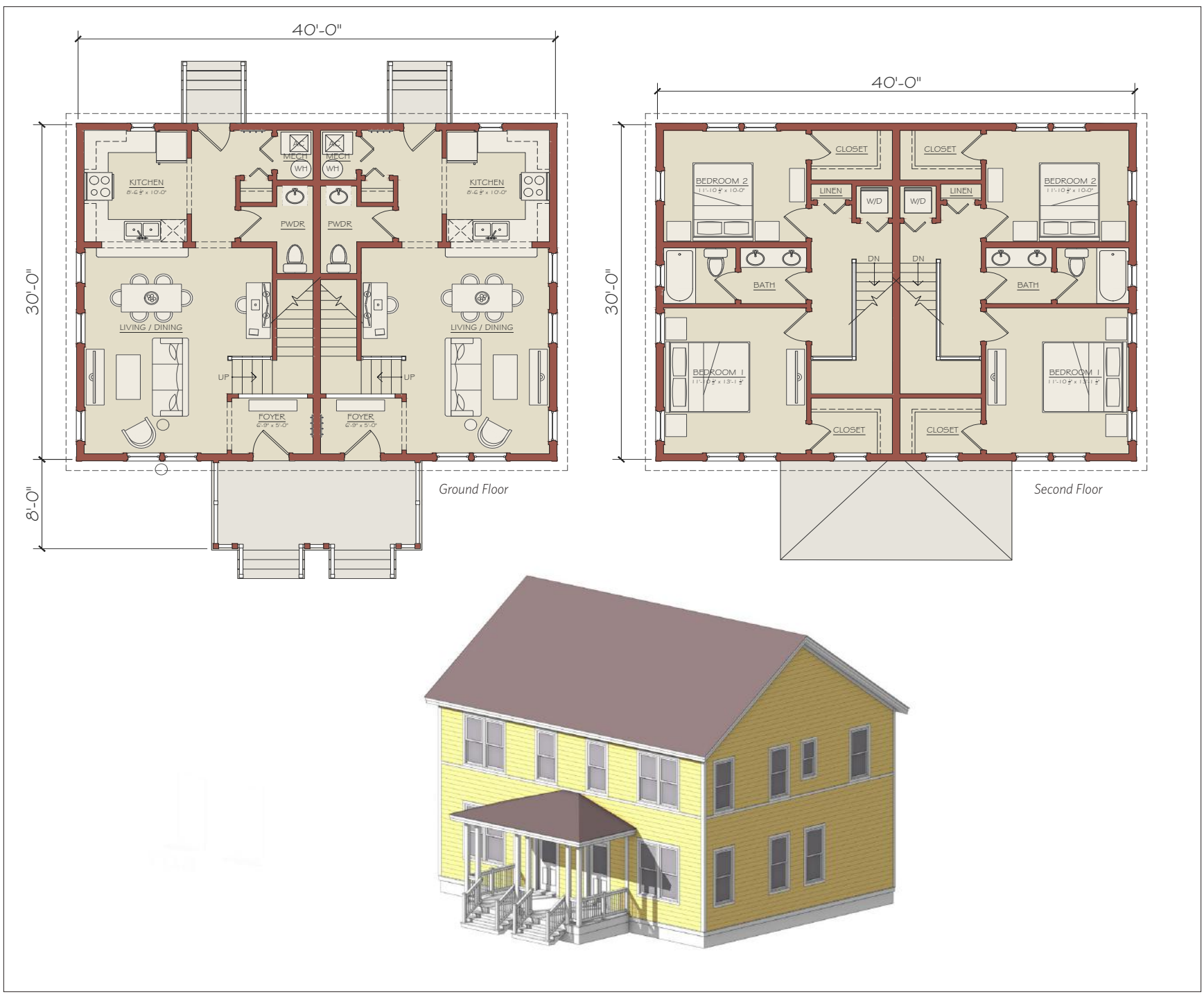


FIGURE 121: Side-by-Side Duplex
A multifamily structure with two units, each with its own entrance off of a shared porch.

STACKED DUPLEX

The Stacked Duplex offers increased density while maintaining the massing and style typical of single-family homes, allowing it to fit into many contexts.

Despite their prevalence and visual merit, duplexes are an overlooked and underappreciated housing type, which is rarely built new. Beyond this reputation, the type exemplifies seamless integration of Missing Middle housing into a traditional residential neighborhood. Duplexes offer density and affordability, but blend in via both form and scale.

Building Dimensions	
Building Height	2 stories
Building Width	20′
Building Depth	50′
Lot Standards	
Lot Width (min.)	30′
Program	
Unit Configuration	2 bed / 1.5 bath below 2 bed / 1 bath above
Unit Size (Gross)	930 sq. ft. each

525 Connecticut Street

529 Connecticut Street

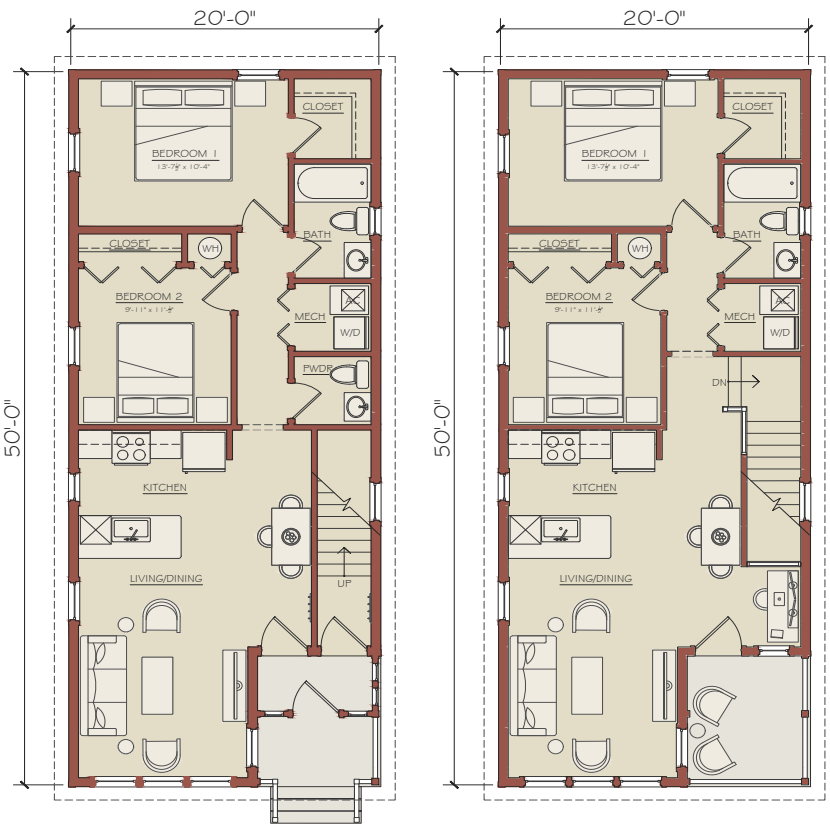
536 Pennsylvania Street

617 Delaware Street

669 Maryland Street

436 Jefferson Street

Source for all: Google Street View



Ground Floor *Second Floor*

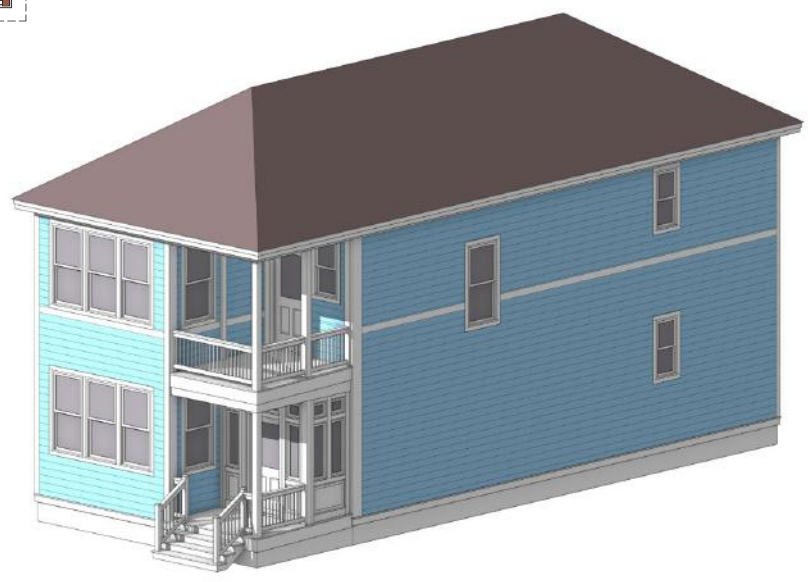


FIGURE 122: Stacked Duplex
A multifamily structure with two units, one on top of the other.

RESIDENTIAL INFILL STUDY: VAN BUREN STREET

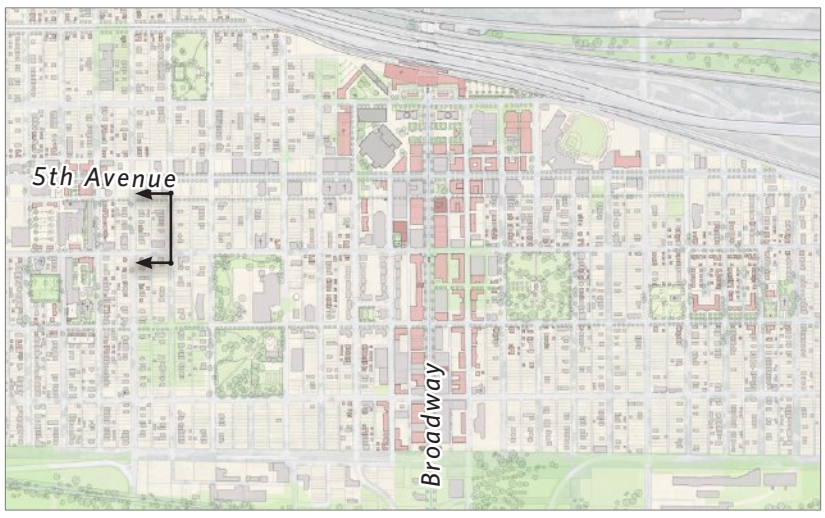
Successful community regeneration requires two key elements: first, confidence for investors, lenders, and new homeowners that the community is safe and that new construction will hold its value; second, protection for existing residents to minimize displacement and ensure that those who have survived in disinvested Gary will be able to thrive in the city's reactivated future. Meeting both of these elements requires repairing the city street by street, and block by block. The scale of devastation in Gary is so vast that scattered site investment will not be felt. Concentrated investment will allow new growth to become catalytic and lead to future growth.

Figure 123 and Figure 124 illustrate the existing conditions on Van Buren Street facing west, and the proposed repair of the block. This work is based on the premise that the most just, rational, and sustainable approach to residential areas – especially in Gary, where there has already been such a heavy loss of structures – is to keep as many buildings as possible. If a building is intact, it should stay. If a building can be repaired without excessive cost, it should be repaired. As discussed in Part 4 of this report, if it is possible to salvage materials from an irreparable structure, deconstruction is preferred to demolition.

Vacant lots, collapsed buildings, and buildings that can be deconstructed provide opportunities for infill development. In order to respect the scale, architectural character, and history of a neighborhood, residential infill must support rather than distract from what exists.

The types presented in this chapter offer a wide range of forms and densities, but all are appropriate to a block such as Van Buren Street between Fifth and Sixth Avenues, as presented in this spread. Well-massed multi-family types, such as the duplexes proposed here, can share a street with single-family homes without seeming out of place.

Constructing new infill homes while repairing existing structures will build market confidence. This strategy will require working closely with existing residents to provide grants and resources to assist with home repairs.



Location Map: Van Buren Street between Fifth and Sixth Avenues

Aerial view of Van Buren Street between Fifth and Sixth Avenues

FIGURE 123: Existing Conditions of Van Buren Street between Fifth and Sixth Avenues
Currently, this block of Van Buren includes several homes in good condition, a few needing repair, and six lots open to new infill development.

FIGURE 124: Proposed Conditions of Van Buren Street between Fifth and Sixth Avenues
In this infill proposal, the block is completed with some home repairs, new homes, and new multi-family structures, with similar footprints and setbacks to what is already there.

RESIDENTIAL INFILL STUDY: HARRISON STREET

This second study examines Harrison Street between Third and Fourth Avenues, a much emptier block than the previous spread. Though a block like this one could read as a blank slate, it still contains five houses in a strong enough condition to keep, as well as the wider neighborhood context, and any infill must further reinforce this established scale and character.

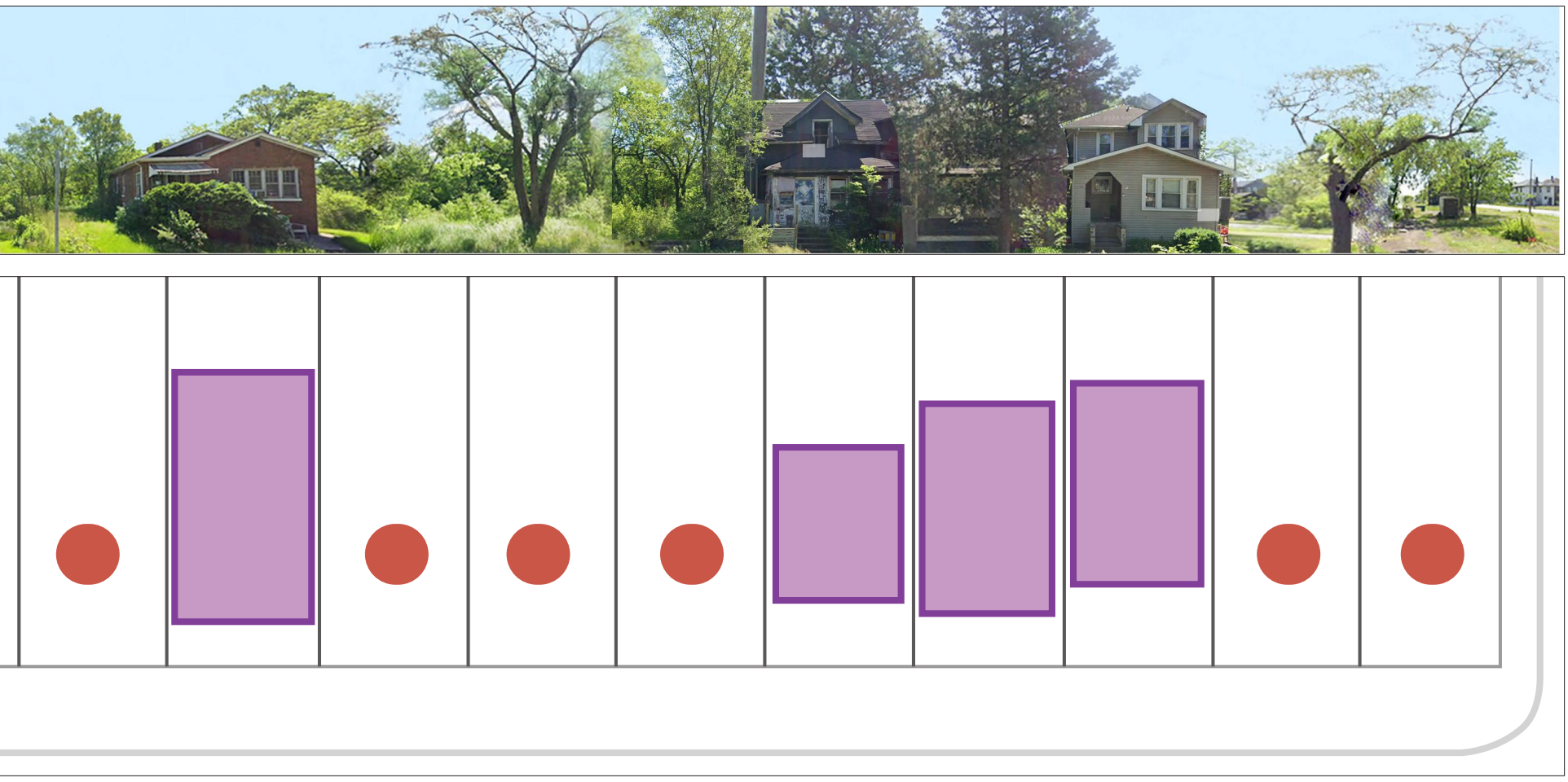
Edison Concept Homes, a unique inspiration for new infill
Source: Eric Allix Rogers

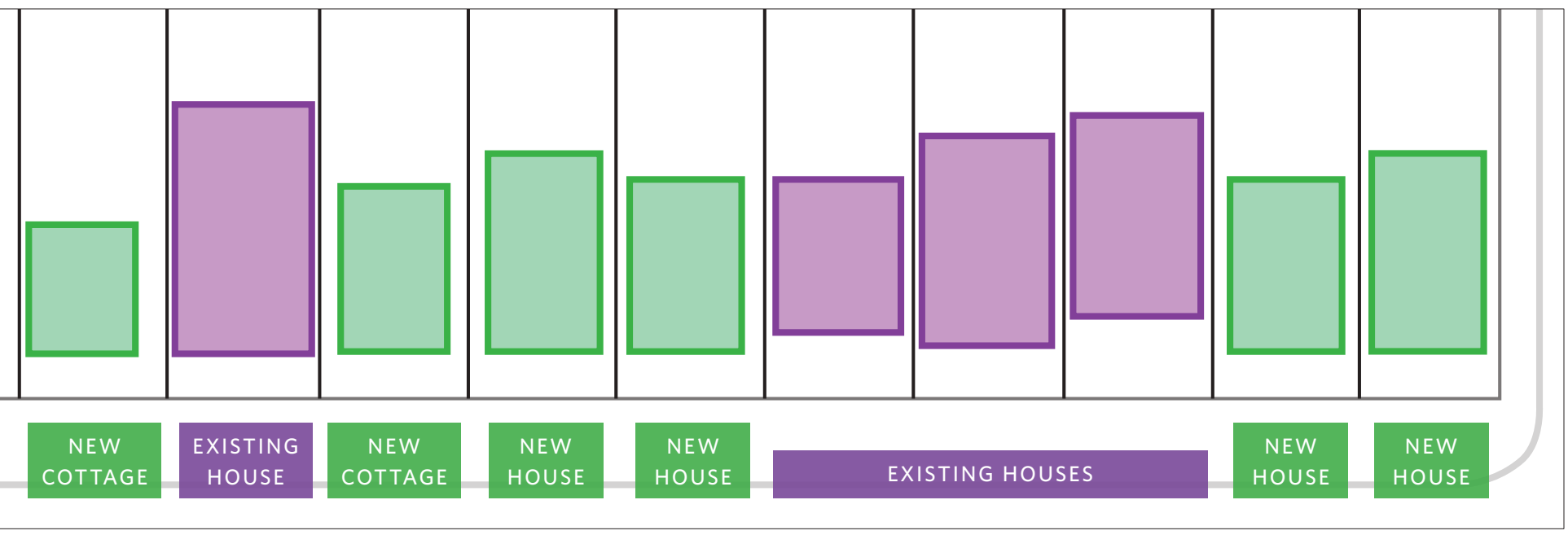
FIGURE 125: Existing Conditions of Harrison Street between Third and Fourth Avenues
Currently, this block of Harrison is quite empty, with five original structures in a strong enough condition to stay.

FIGURE 126: Proposed Conditions of Harrison Street between Third and Fourth Avenues
The block is completed with some home repairs, new homes, and new multi-family structures, with similar footprints and setbacks to what is already there.

Location Map: Harrison Street between Third and Fourth Avenues

Aerial view of Harrison Street between Third and Fourth Avenues





ADDITIONAL BUILDING TYPES

Missing Middle Housing includes a range of building types that fall between single-family homes and large apartment buildings. Smaller-scale units – such as single-family cottages and duplexes – are relatively easy to standardize, as they fit well on typically residential city lots.

The building types illustrated on these two pages – four-plexes, multiplexes, accessory commercial units, and live-work units – are more complex than single-family homes and duplexes. These buildings are often designed to be site-specific and, depending on the number of units, may require permitting under the commercial building code rather than the residential code.

Because of this range of complexity, these housing types do not lend themselves as easily to standardized templates. Instead, we present them here as sources of inspiration and as starting points for thoughtful, site-specific development.

FOUR-PLEX

The four-plex is a flexible building type that can adapt to a variety of contexts. While its typical layout–two stacked units on each side–tends to remain consistent, variations in materials, massing, roof form, and the inclusion of a front porch can shift its appearance to resemble either a house or a small apartment building. The example on the right, for instance, would not feel out of place on a residential street primarily composed of detached single-family homes, especially if it were on a corner lot. The center example below, by contrast, is more suited to areas with larger multiplexes or apartment buildings, similar to the stacked four-plex shown on the lower right.

Four-plex in Kalamazoo, with a more house-like mass

552 Rhode Island Court

679 Delaware Street

2300 Fifth Avenue

Source for all: Google Street View

MULTI-PLEX

The multi-plex steps beyond house-like massing towards an apartment building form. The examples here, all from Gary, have materials, massing, and details that evoke not just Gary but a broadly Midwestern character as well. Many of these examples are either six- or eight-plexes, with three or four stacked units per side, depending upon whether the lowest level includes storage or garden apartments. The multi-plex provides the experience of a community within a community – that within a shared building, and that of the wider neighborhood.

Corner of Sixth Avenue & Van Buren Street

1812 W Fifth Avenue

1806 W Fifth Avenue

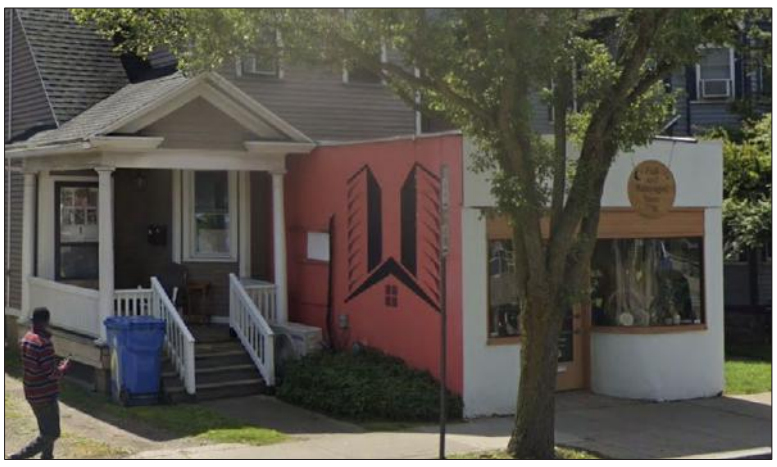
328 W Sixth Street

601 Delaware Street

Source for all: Google Street View

ACCESSORY COMMERCIAL UNIT

The ACU is accessory to a primary residential building, and often attached. This provides the opportunity for aspiring small business owners to set up shop at a manageable scale near their residence, or in a residential area that will provide a customer base. Possible businesses that would work well at this scale include a cafe, beauty parlor, flower shop, or art shop. Small but dignified places to generate income will build the economic vitality of a neighborhood, while building community as well, and creating a culture of shopping locally. The examples here are from other cities and towns, but could easily be found in Gary.



Hair salon in front of a residence in Rochester, NY

Mother Lovin' Coffee in Portland, Oregon

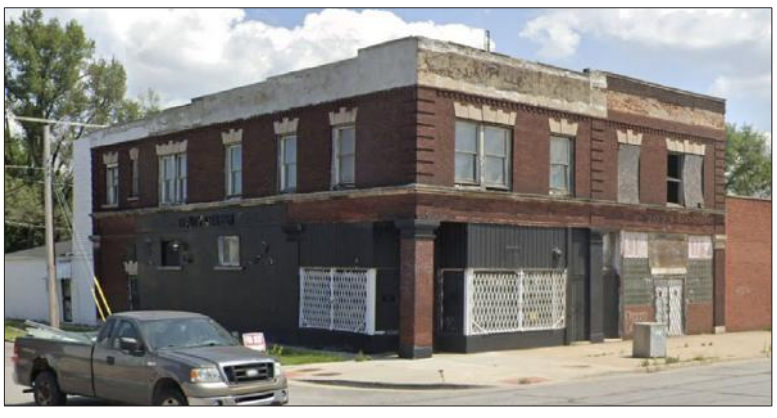
Small shop (right) with residence (left) in Kitchener, Ontario

Pickerel Restaurant in Providence, Rhode Island

Source for all: Google Street View

LIVE-WORK UNIT

The live-work type is a mixed-use structure that combines a commercial or studio ground floor with one or more residences above. Typically, the business or studio below is the workplace of the person living directly above it. This type provides an opportunity for a small business, especially one family-owned, as well as an artist needing a workspace or gallery. The examples here are urban fabric buildings from Gary that would function well as live-work structures, and could be easily converted.

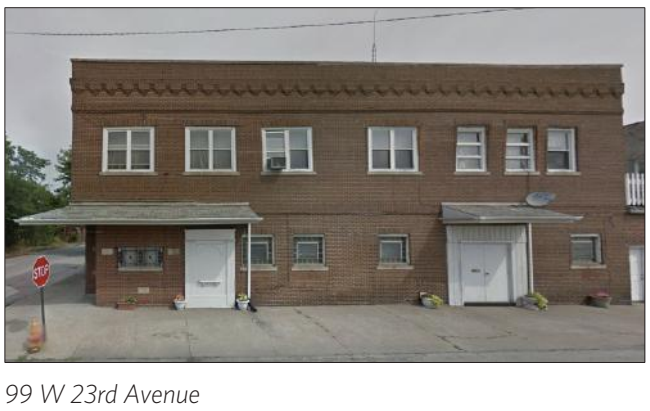


2001 Broadway

800 Broadway

1976 Broadway

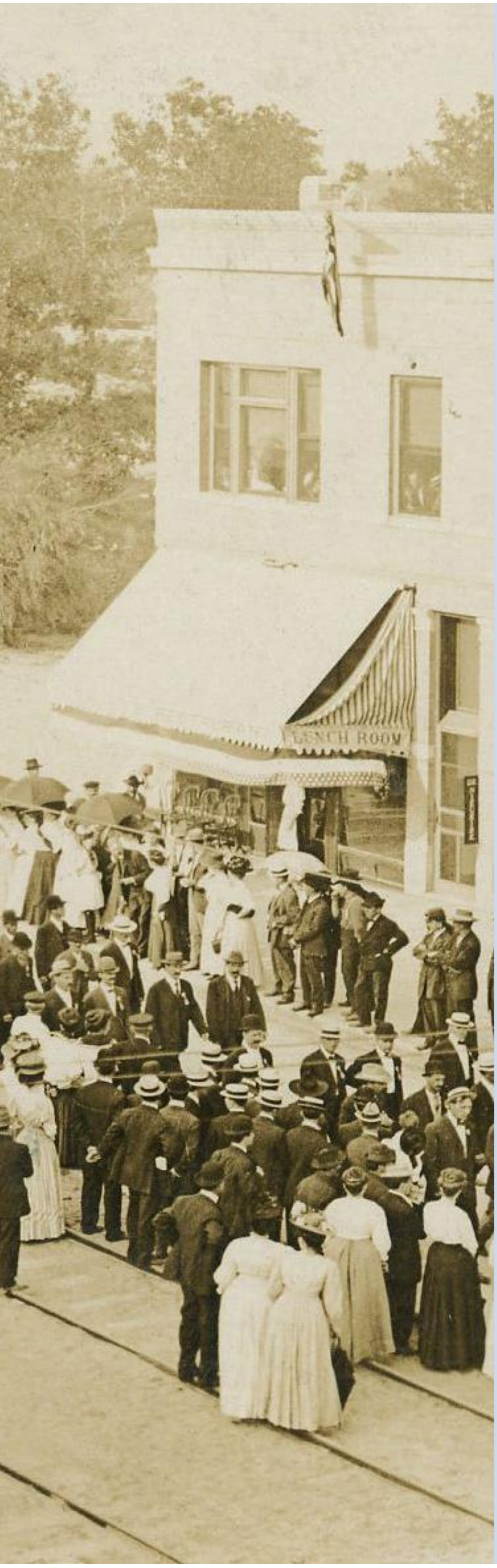
2169 Broadway



99 W 23rd Avenue

Source for all: Google Street View

Guests of Commercial Club, July 23, 1908 - Gary, Indiana, Source: Stephen R. Shook



PART 10:
NEXT STEPS

IMPLEMENTATION PLAN

All of the proposals narrated and illustrated in this report have a symbiotic relationship, and each is connected both to the current needs and future evolution of the city as a whole. The City of Gary, like cities throughout the industrial Midwest, has not experienced meaningful place-based development in over a century. Gary did not get into its current state overnight, and will not be able to recover instantly. Recovery will require reestablishing a culture of city building across multiple disciplines. This starts with city leadership, and extends to the development community, design professionals, appraisers, lenders, contractors, and more.

As the process unfolds, it will be essential for the city to demonstrate progress. Investment and development interest will be strong, but at the same time, projects will be difficult to pencil. It will be easy to say no to a drive-through restaurant, but harder to walk away from an investor willing to develop an urban building, even if the proposed building will not contribute to an active street life.

The recommendations outlined in this spread and illustrated in Figures 127-130 are designed to set up quick and visible wins that also set the foundation for sustainable long-term growth in the City of Gary.

The below action plan occurs in four phases. The immediate phase focuses on removing barriers and creating a strong base for future growth. The short term focuses on activating small and mid-size development projects. Mid-term strategies shift focus to larger capital projects and infrastructure improvements in targeted areas. And, finally, long-term actions include city-wide adoption and implementation of place-based development. Each phase builds upon the previous, creating a momentum that will support expansive growth for decades.

None of this change is possible without an engaged and trusting community of citizens. Along every step of the way, the city should be as transparent as possible with its people, inviting regular communication and participation in the process.

As noted in the introduction to the study, the City of Gary has been the subject of numerous plans over the course of half a century. Plans are met with a burst of excitement, then nothing comes to fruition. The public is tired. The city is understaffed and overwhelmed. So, why is this time different? Why is this plan different than the others? In all honesty, we can't guarantee that this time will be different; what we can say is that if anyone is going to get it right, it is this Mayor and his team. If there is a time to reestablish a culture of city building, it is now. This study is the first step of a long process; there will be challenges and obstacles but, in the words of civil rights icon John Lewis, "If not us, then who? If not now, then when?"

KEY POINTS FOR ALL PHASES

1. **Maintain Fidelity to the Vision**
   The specifics will adapt over time, but must remain aligned to the overall vision.
2. **Continue to Nurture Relationship with the Public**
   Check in frequently with the public to share progress, educate about the process, and gain feedback.
3. **Continue to Set a High Bar for Development Partners**
   Only offer incentives to development partners willing to construct buildings that will provide long-term value to the city.
4. **Don't Over Saturate the Market Too Soon**
   Pace the increment of development to incentivize more smaller buildings rather than fewer larger buildings. A smaller increment of development will create a street life that will draw people to live downtown.

1

IMMEDIATE ACTION PLAN

1. **Build Capacity at the City**
   Hire additional staff to support the execution of the vision.
2. **Establish a Community Engagement Plan**
   Develop a plan to communicate with the public to build support for the vision as well as build confidence in the pace of the process.
3. **Resist the Urge to Advance Projects Before They are Ready**
   Building trust through community engagement will allow a methodical implementation of project vision.
4. **Employ the Full Range of Blight Reversal Strategies**
   Healing blighted structures is essential, but demolition and immediate renovation represent the two extreme options. If a building is in imminent danger of collapse, deconstruct if possible to create jobs and reduce environmental impact. When possible secure the structure and seek a development partner. If the structure isn't salvageable, save the shell of the building where possible.
5. **Enact 'Zoning 911' Recommendations**
   While the larger city zoning revisions are underway, remove barriers in the zoning code and within the current zoning maps, to make it legal to build on the typical 30' residential lots.

2

SHORT-TERM ACTIONS

1. **Establish a Historic Preservation Board**

   Build an organization to evaluate and address vulnerable structures in the city, with particular emphasis on alternative approaches to buildings currently slated for demolition.

2. **Engage Mid-Scale Developers for Development Sites on the Broadway Corridor**

   Selectively seek development partners interested in developing mixed-use buildings that will establish the tone and invite future development.

3. **Launch Pre-Approved Plans Program**

   Streamline the construction process and start to re-establish a culture of urban building with pre-approved house plans. Note that the plans provided in this agreement are template plans; we highly recommend that the city further develop the program and offer pre-approved construction drawings.

4. **Activate Small-Scale Developers**

   Create a network of local small-scale developers to encourage wealth generation.

5. **Start the Process of Safe Street Design**

   Lobby INDOT and the State to allow the restoration of two-way traffic on Fifth Avenue and the remove of truck traffic from the downtown core.

6. **Encourage Neighborhood Centers with Infill Housing**

   Incentivize new infill housing in the Holy Angels and Emerson neighborhoods, as well as at the rail corridor along Third Avenue.

3

MID-TERM ACTIONS

1. **Adopt New Form-Based Zoning City-Wide**

   Replace current use-based / exclusionary zoning with a city-wide form-based code.

2. **Enact Tactical Street Design Strategies to Tame Traffic**

   Before a full redesign of the streets is possible seek funding and approval for painted curb bumps outs and narrower lanes to make the streets safer for pedestrians and support businesses.

3. **Advance the Multimodal Transit Station**

   Advance planning towards the development of an multimodal transit center at the north end of Broadway.

4. **Encourage Continued Development Along Broadway Corridor**

   Support growth in the entertainment district and civic center.

4

LONG-TERM ACTIONS

1. **Repair Street Network**

   Return one-way streets to two way streets and narrow travel lanes to make streets safer.

2. **Broaden Vision**

   Encourage expanded development to infill throughout the city.

IMPLEMENTATION PRIORITIES

At the time of issuing this report, the most critical implementation priorities involve reviving historic structures and focusing development in particular areas. Priorities 1, 2, and 4 emphasize the regeneration of the Broadway Corridor, while Priority 3 underscores the importance of supporting a strong neighborhood center.

Priority 1: Blight Reversal & Historic Preservation

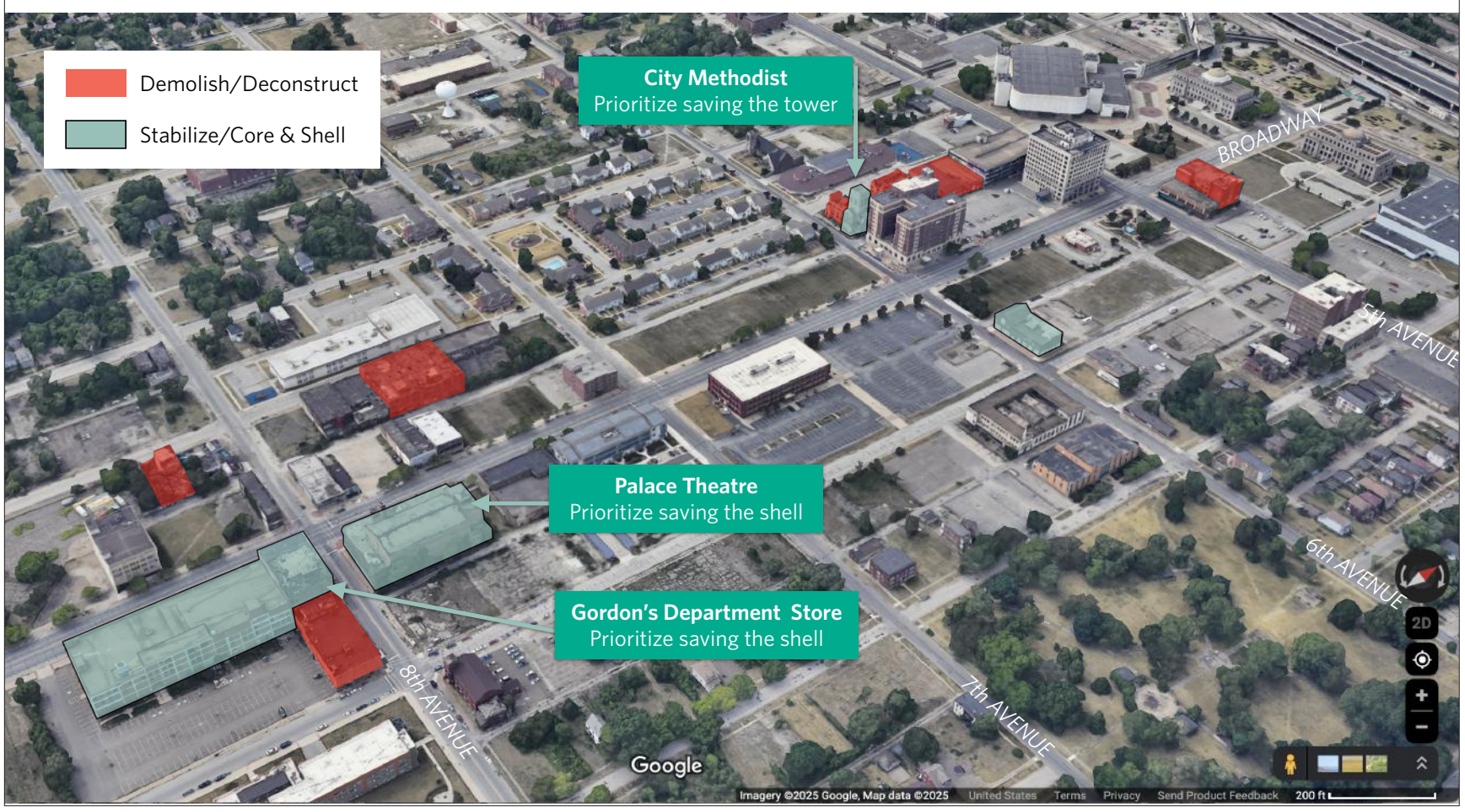


FIGURE 127: Implementation Priority 1 – Blight Reversal & Historic Preservation
In tandem with prioritizing new growth, it is important to recognize and protect existing structures that can be saved.

Priority 2: 5th & Broadway Regeneration

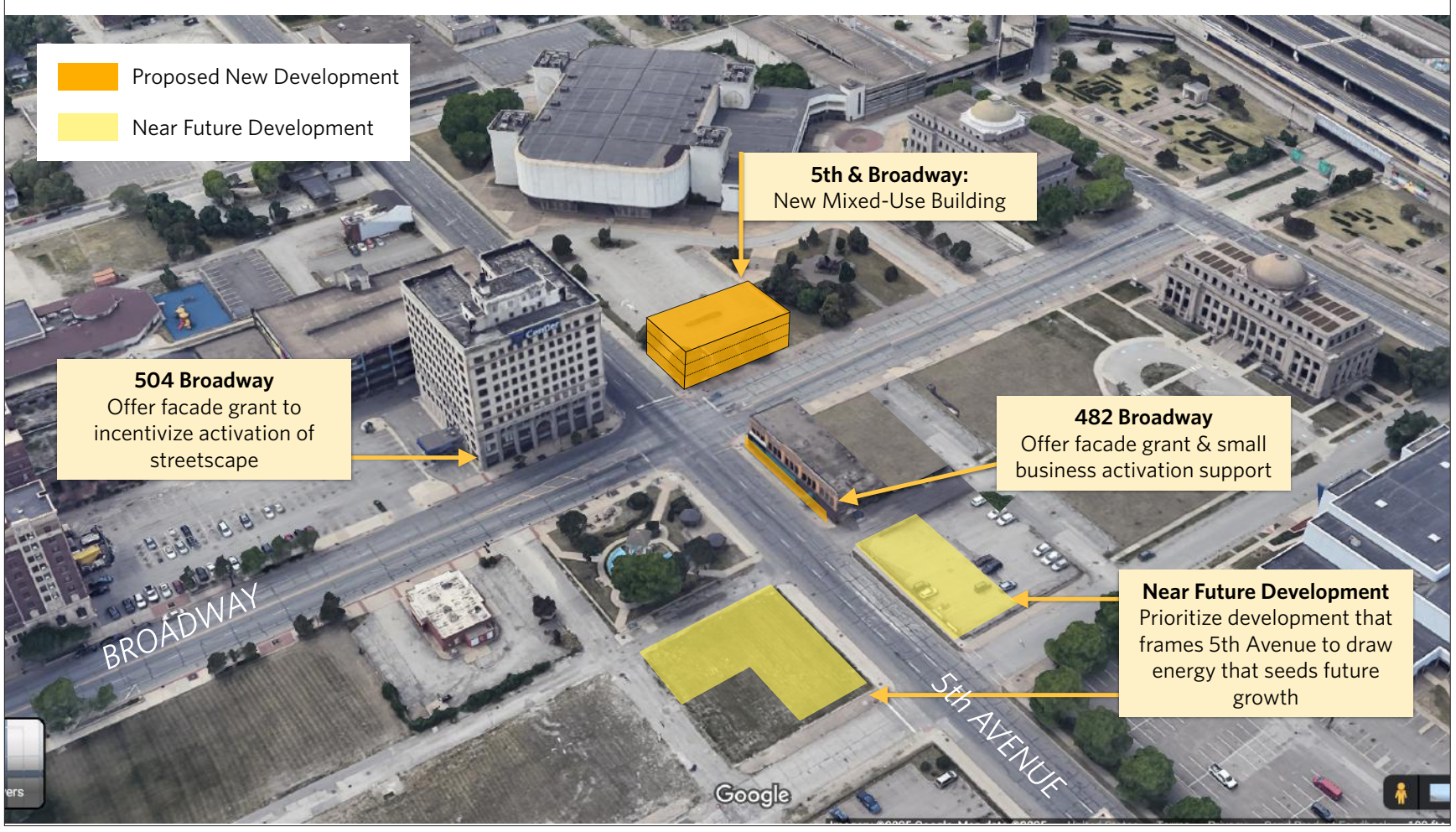


FIGURE 128: Implementation Priority 2 – Fifth Avenue & Broadway Regeneration
Focusing development on the most important intersection in downtown Gary will demonstrate visible progress and establish momentum towards additional new growth.

Priority 3: Neighborhood Housing Regeneration

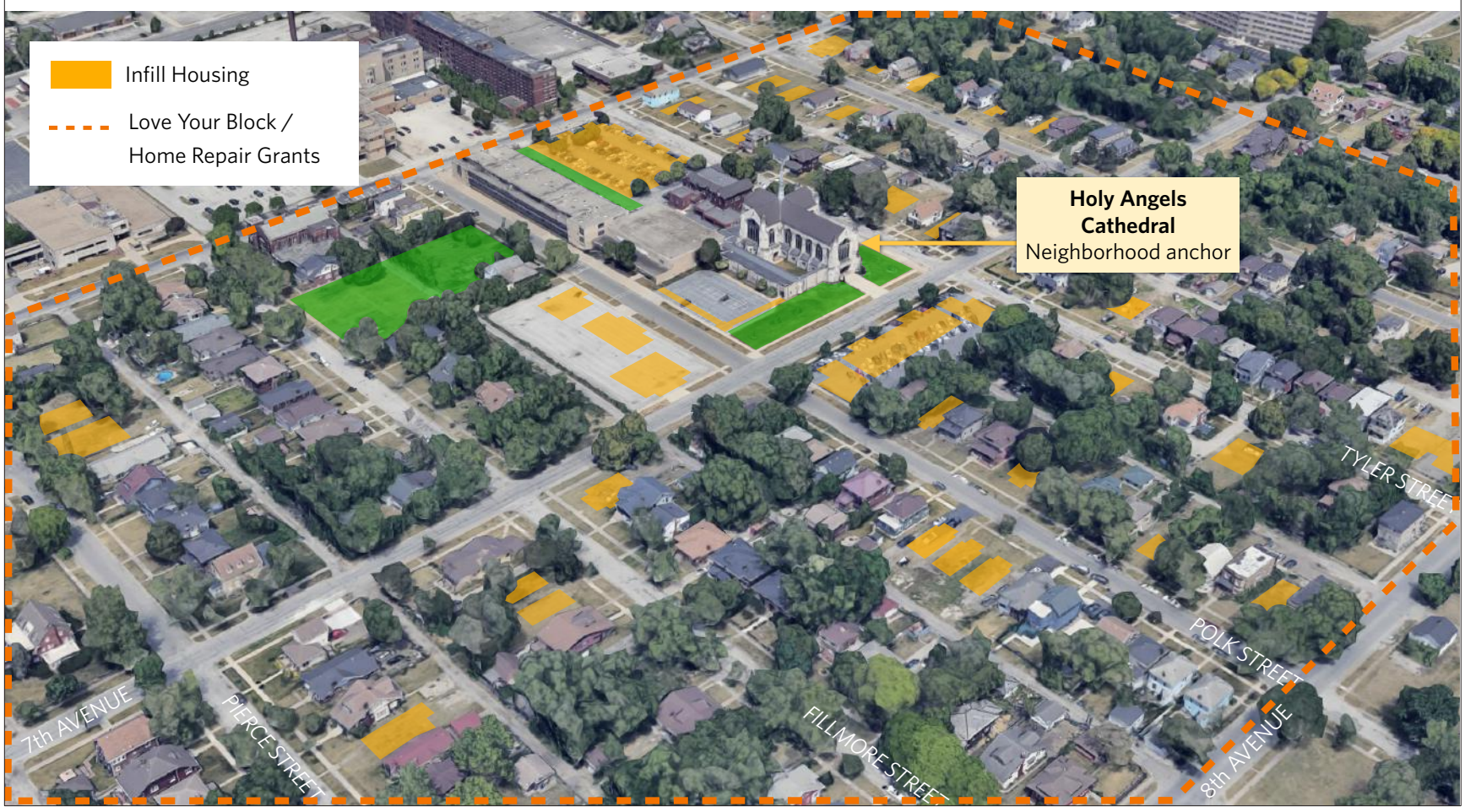


FIGURE 129: Implementation Priority 3 – Holy Angels Neighborhood Housing Regeneration
Infill and repair of an already strong neighborhood center will build confidence and start a citywide pattern of growth in residential areas.

Priority 4: Downtown & Neighborhood Regeneration

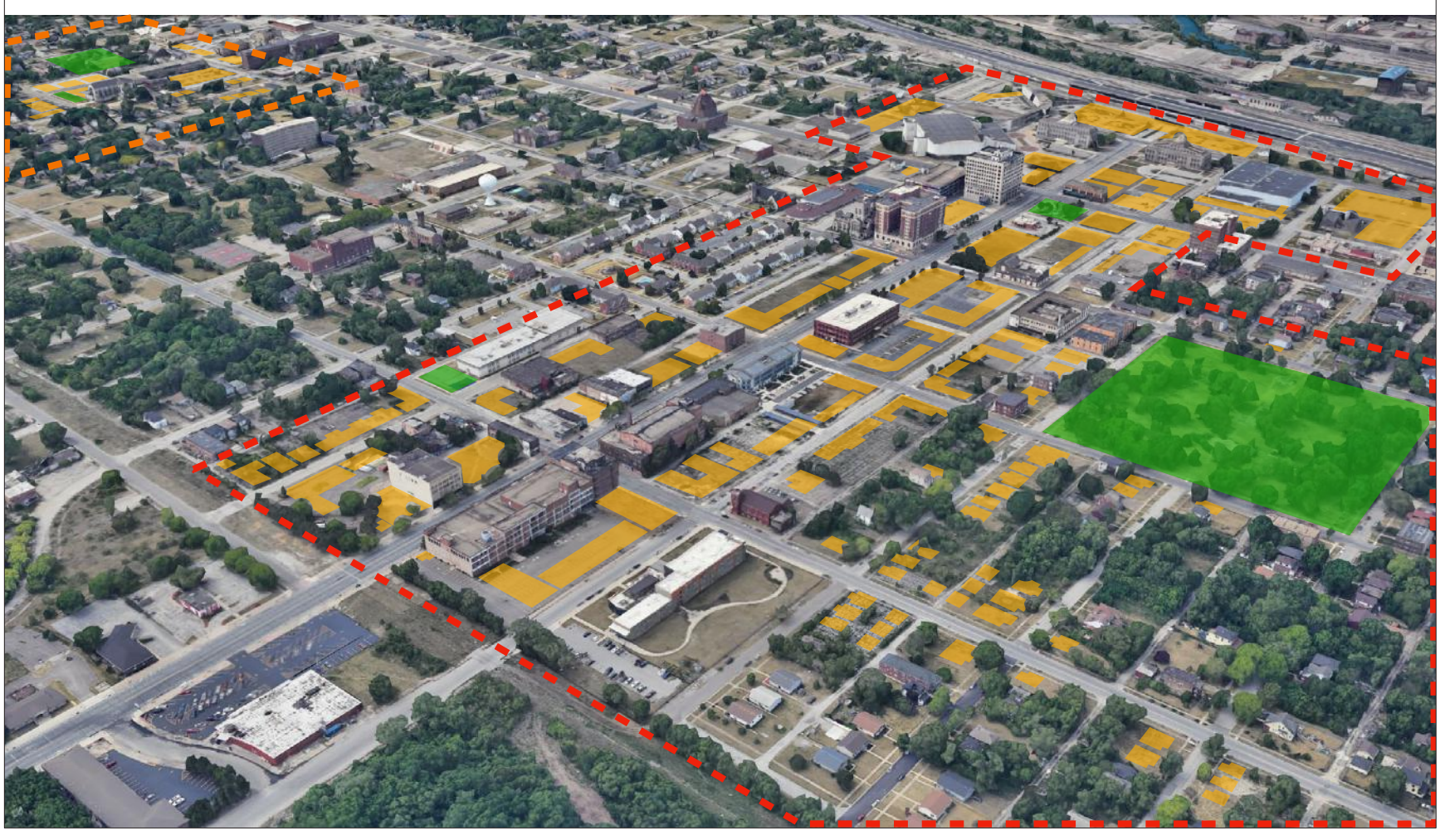
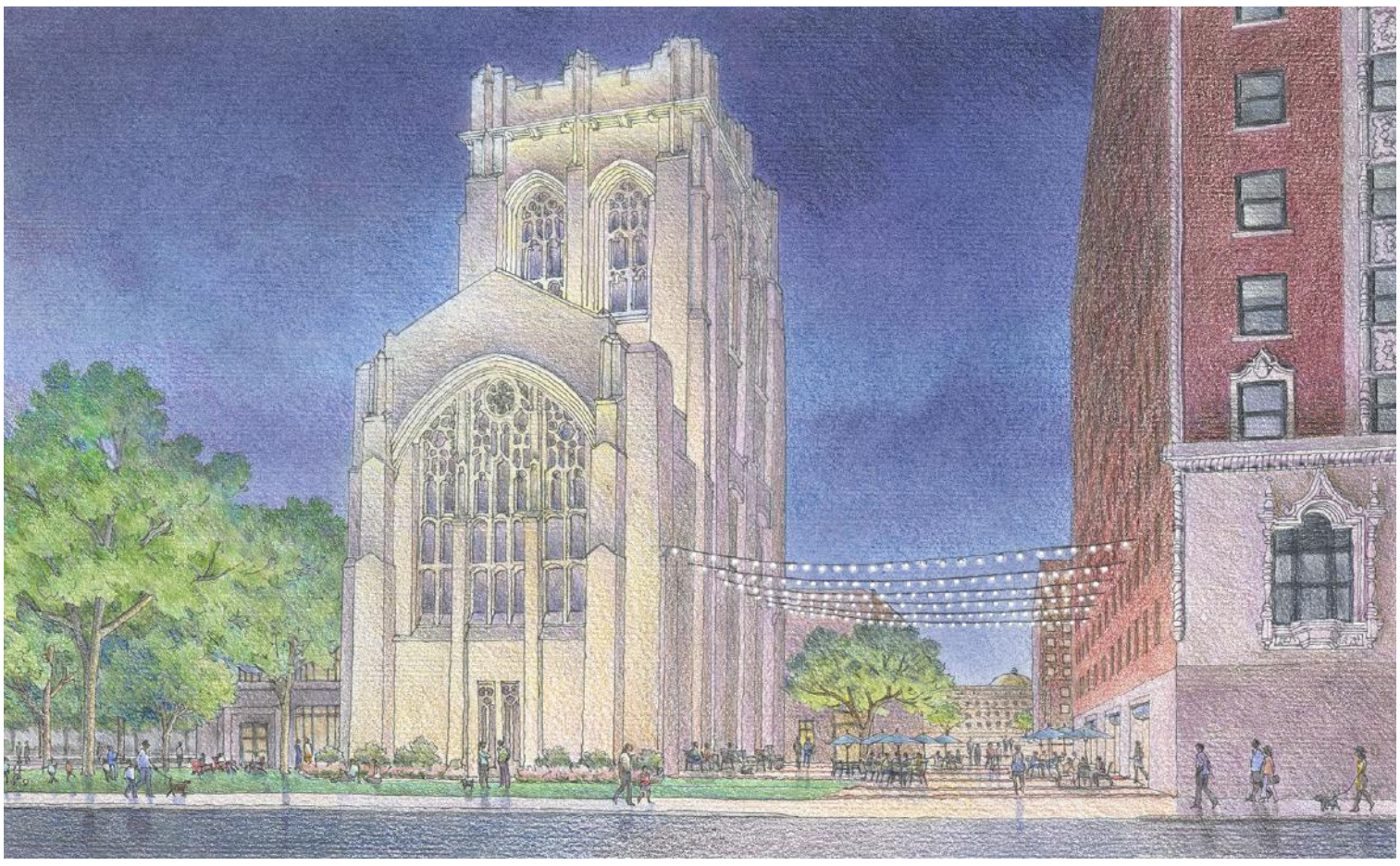


FIGURE 130: Implementation Priority 4 – Downtown & Neighborhood Regeneration
Repairing existing structures and infilling new buildings along the Broadway Corridor and immediately adjacent area will bring commercial, mixed-use, and residential activity to the heart of the city.



Perspective view of proposed City Renaissance Park

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