

ULI Chicago

Infrastructure Initiative

The Lakeshore Industrial Heritage Corridor

Infrastructure's Role in Revitalizing Lake Michigan's South Shore Communities

The Lakeshore Industrial Heritage Corridor is an area in transition. Industry, although having lost its dominance, is still significant. But what is next? Leaders on both the Illinois and the Indiana sides of the state border have adopted a solid vision for the corridor's future that embraces industry, nature, and people. Recognizing the important role of infrastructure, ULI Chicago's Infrastructure Game Changers process identified 13 projects that can help propel the corridor toward achieving this vision.

The Calumet Area Land Use Plan and the Marquette Plan, taken together, look forward to a corridor defined by healthy industry and revitalized neighborhoods of mixed-use, mixed-income development along Lake Michigan and the rail-transit lines.

Infrastructure and the Lakeshore Industrial Heritage Corridor

The Lakeshore Industrial Heritage Corridor begins in Chicago at the former site of the U.S. Steel South Works and follows the shoreline of Lake Michigan until it reaches the still-active U.S. Steel Gary Works. The corridor includes territory in Wards 7, 9, 10, and 34 in the city of Chicago, Illinois, and the cities of Hammond, Whiting, East Chicago, and parts of Gary in Lake County, Indiana. The area is a 20- to 40-minute drive from downtown Chicago.

Over the last decade, the corridor has been the subject of several high-quality and exciting planning efforts. On the Chicago side, the Calumet Area Land Use Plan, adopted in 2002, recognized the area's continuing industrial potential and the importance of the extensive wetland and prairie landscape. On the Indiana side, the Marquette Plan, produced in 2005, was the culmination of a regional effort to create a lakeshore reinvestment strategy. Local communi-

ties, government agencies, and site developers have taken these regional plans to heart as they have produced more detailed guides and programs for development.

Taken together, the plans look forward to a corridor defined by healthy industry and revitalized neighborhoods of mixed-use, mixed-income development along Lake Michigan and the rail-transit lines. Local residents and visitors from across the Greater Chicago region—and beyond—enjoy miles of Lake Michigan shoreline and an open-space network of lakes, rivers, marshes, and prairies.

The vision is in place; implementation is underway. The purpose of ULI's Lakeshore Industrial Heritage Corridor effort is to identify the projects and activities that are crucial to maintaining this forward momentum. They include the adoption of a bistate perspective on key infrastructure and catalytic development projects.

Industry

On both sides of the border, the area encompassing the Lakeshore Industrial Heritage Corridor has a long history

The infrastructure in the Lakeshore Industrial Heritage Corridor needs to be thought about in terms of its 21st-century uses: the corridor is now a multifaceted place of industry, nature, and people.

as one of the industrial hubs of the world. As quickly becomes obvious to anyone driving through the corridor, however, the industrial footprint has been contracting for decades. There is no longer a need for the tens of thousands of workers that flocked to the factories, nor for the extensive infrastructure that moved people, raw materials, and goods to and from the lakeshore plants.

The corridor, however, still houses impressive industrial facilities for major regional, national, and international corporations and will continue to be an important hub for manufacturing, transportation, warehousing, and energy-related uses. Manufacturing in the United States is not dying, rather it is transforming; longstanding trends confirm continued productivity improvements and output growth. Industry is not only part of the corridor's heritage but also part of its future.

As manufacturing shed its need for massive labor forces, the corridor's population went into a long slide that continues to the present. Although the population in the Greater Chicago region as a whole grew by 4.6 percent between 2000 and 2009, according to the U.S. Census Bureau's Population Estimates, the cities in the Lakeshore Industrial Heritage Corridor, including the city of Chicago, experienced population declines. For Lake County, Indiana, the longstanding pattern of outward population growth continues. Whereas the population inhabiting Lake County's lakeshore cities decreased, the population in the county as a whole increased during the same period.

The number of jobs in the counties of Northwest Indiana considered to be part of the Greater Chicago metropolitan area have stabilized. According to the U.S. Bureau of Labor Statistics, between 2000 and the onset of the most recent recession, jobs in Northwest Indiana grew even faster than jobs in the core Chicago counties. Since the downturn, job loss in Northwest Indiana is on a par with losses in the larger metropolitan region. On the Chicago side, the Ford Motor Company and the more than 135 companies with membership in the Calumet Area Industrial Commission illustrate the area's economic commitment.

Nature

Both the Calumet Area Land Use Plan and the Marquette Plan recognize that nature is one of the corridor's most important assets. From the stunning beauty of the Lake Michigan shoreline in its natural state, as exemplified by the nearby Indiana Dunes National Lakeshore, to the inland lakes, wetlands, prairies, and rivers that span the state border, the area is rich in natural amenities for both

humans and wildlife. The corridor will provide visitors and residents the unique experience of nature inhabiting not only urban settings but also, in many cases, urban industrial settings.

Plans and projects underway are designed to build on nature to provide an ambitious range of recreational uses. From hiking trails and bird-watching to marinas and amphitheaters, in settings from the sandy beaches of Lake Michigan to the favorite marshy fishing hole, the improved park and open spaces are designed to serve nearby communities and to attract visitors from throughout the Greater Chicago region and beyond. Bicycle and pedestrian trails will knit the area together and tie into the larger regional trail network. The restoration and reclamation work is set to clean up much of the history of land contamination and improve the area's water quality.

People

Despite declining population, tens of thousands still call the neighborhoods within the corridor home. These neighborhoods are characterized by racial diversity and the remnants of working-class communities from the heyday of the industrial era. As is often typical of residential areas facing declining population, there are also many stories of economic hardship and difficult poverty. The capacity of civic institutions in some cases reflects this era of declining resources.

The population loss has led to acres of underused residential land; some of the former industrial sites are also suitable for residential and commercial development. Many of the areas targeted for redevelopment to modern mixed-use, mixed-income neighborhoods are near the sites planned for the revitalized and restored recreational amenities or positioned near the expanding passenger-rail network. Redevelopment plans are striving to enhance Lake Michigan's South Shore communities as places of choice for visitors and residents.

Recognizing the need for a stronger, regional approach to the area's problems and opportunities, Indiana created the Northwest Indiana Regional Development Authority (RDA) in 2005. Governed by a board representing municipalities, counties, and state government, the RDA is charged with developing a comprehensive economic development strategy targeting greenway development along the shoreline and the area's transportation infrastructure. Substantial funds contributed by the municipalities, counties, and state government give the RDA the means to shape the development of a range of infrastructure projects.

Project Summaries

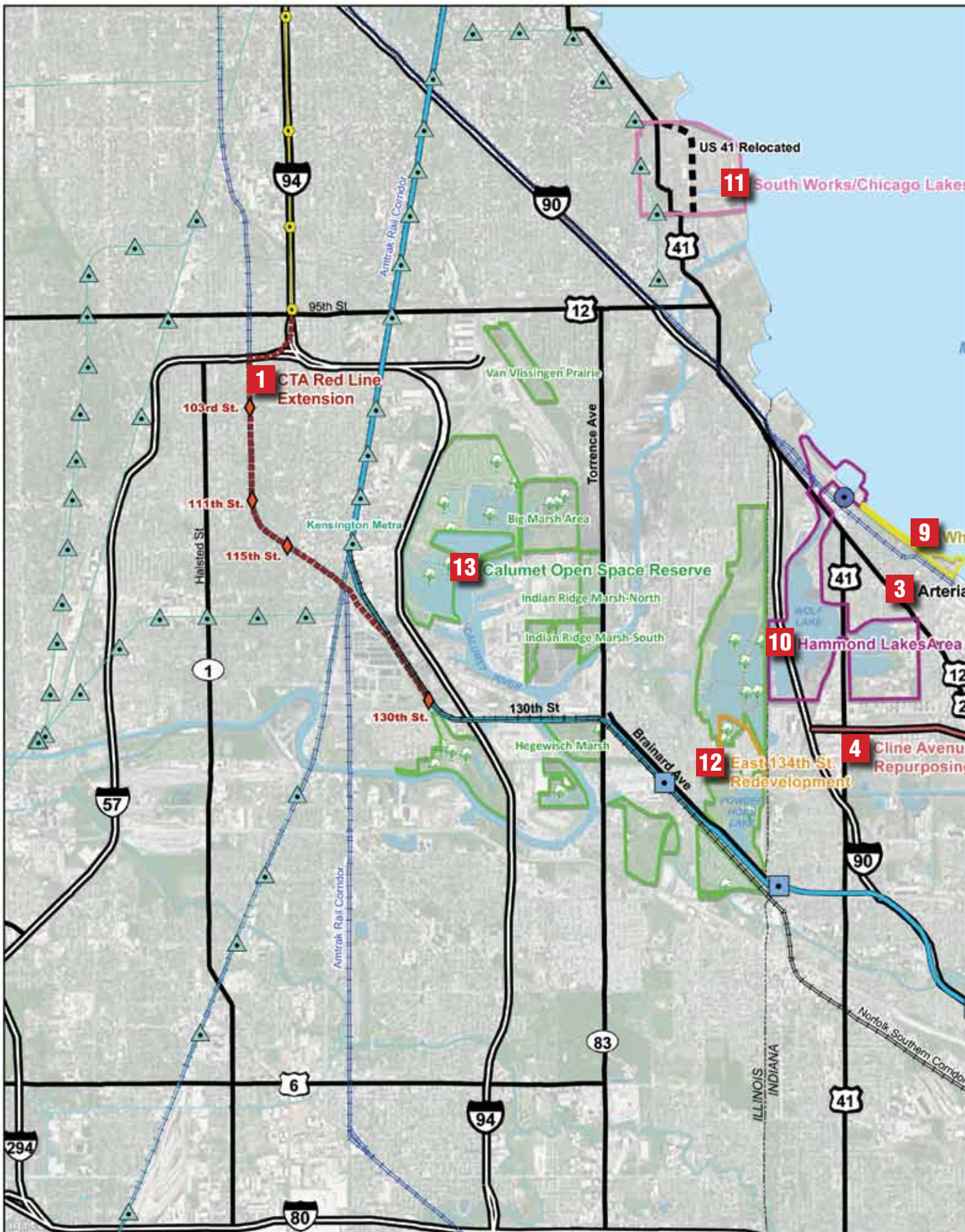
1	Chicago Transit Authority (CTA) Red Line Extension	Extension of CTA's Red Line from 95th Street to 130th Street, with a possible connection to the South Shore rail service
2	South Shore Line and Transit-Oriented Development	Focus on South Shore rail service, affecting passenger movement into Chicago and to Indiana destinations and offering opportunities for transit-oriented development
3	Arterial Connecting Roads Linking Illinois and Indiana	Improvements to vehicle and freight movement between Illinois and Indiana focusing on U.S. 12, U.S. 20, U.S. 41, and S. Brainard Avenue and including connection to Indiana's heavy-weight-truck highways
4	Cline Avenue Repurposing	Repurposing the expressway, currently partly closed due to deterioration, to improve access and better connect communities in Northwest Indiana to the lakefront
5	Gary Chicago International Airport	Expansion of the primary runway and associated facilities to support plans for increased scheduled and chartered passenger service
6	High-Speed-Rail Terminal at Gary	Plans to route improved intercity passenger-rail service between Chicago-Detroit and Chicago-Cleveland through a new intermodal terminal at the Gary Chicago International Airport
7	South Shore Lakefront Revitalization	Plans to open the shoreline shared by East Chicago and Gary for improved recreational use and increased development by relocating or consolidating railroad tracks and industrial utilities and rehabilitating the lakeshore
8	North Harbor Revitalization Initiative	A package of infrastructure projects in East Chicago, including relocating a water filtration plant, building a new multimodal bridge to the lakeshore, and street and sewer upgrades, designed to help revitalize the North Harbor area
9	Whiting Lakefront	A package of infrastructure projects in Whiting, including significant improvements to the lakefront park and street improvements designed to reduce conflict with the freight railroads, aimed at increasing the attractiveness of Whiting and supporting infill development
10	Hammond Lakes Area Project	A package of infrastructure projects in Hammond, including significant park and trail improvements that will serve residents and support Hammond's tourism and visitor economic strategy
11	South Works/Chicago Lakeside	A package of infrastructure projects, including relocation of an arterial, U.S. 41, and development of extensive new community infrastructure, to support redevelopment of the abandoned U.S. Steel South Works site on the Lake Michigan lakefront
12	East 134th Street Redevelopment	A package of infrastructure projects, including protected wetlands, green space, trails, and community infrastructure, designed to support the development of a residential neighborhood of condominiums, townhomes, and houses
13	Calumet Open Space Reserve	A 3,900-acre complex of wetlands, prairies, trails, and recreation lands in Chicago

Infrastructure

The infrastructure of the Lakeshore Industrial Heritage Corridor was shaped by the area's industrial past. The highways and rail lines focused on moving raw materials, goods, and workers to and from individual industrial plants, which were located for the most part on Lake Michigan or near Lake Calumet to gain access to water transportation. Access to and integration into the rest of the Greater Chicago region was of less importance. The decades since the industrial peak have also brought about a changing understanding of the importance of supporting

natural infrastructure to enhance water quality and provide important recreational amenities.

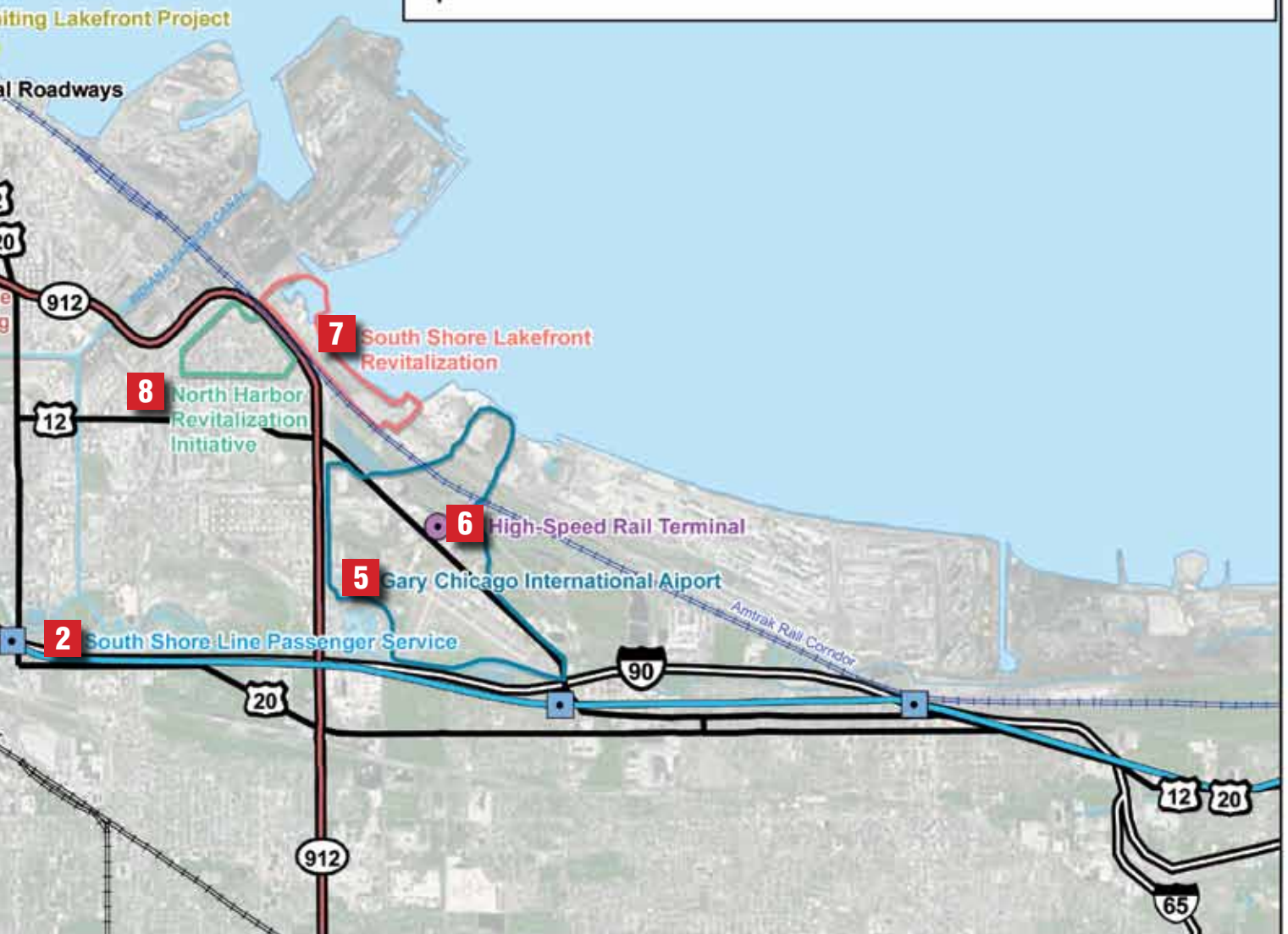
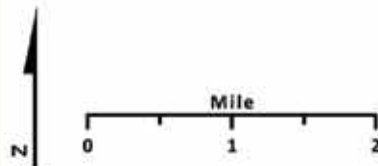
The corridor's infrastructure needs to be thought about in terms of its 21st century uses: the corridor is now a multifaceted place of industry, nature, and people. Projects both planned and underway are developing a modern transportation system that provides residents high-quality access—by car, rail, and bicycle as well as on foot—to jobs, services, and recreation located both nearby and throughout the Greater Chicago region. This same transportation system—by water, air, and land—needs to



Lakeshore Industrial Heritage Corridor The Thirteen Infrastructure Projects

Legend

- | | |
|-----------------------------|--|
| NICTD South Shore Line | 1 - CTA Red Line Extension |
| Metra Station | 2 - South Shore Line and TOD |
| Red Line Extension Stations | 3 - Arterial Roadways |
| CTA Stations | 4 - Cline Avenue Repurposing |
| Amtrak Stations | 5 - Gary Chicago International Airport |
| Metra Rail | 6 - High-Speed Rail Terminal |
| CTA Line | 7 - South Shore Lakefront Revitalization |
| Amtrak Corridor | 8 - North Harbor Revitalization Initiative |
| Norfolk Southern Corridor | 9 - Whiting Lakefront Project |
| | 10 - Hammond Lakes Area |
| | 11 - South Works/Chicago Lakeside |
| | 12 - East 134th Street Redevelopment |
| | 13 - Calumet Open Space Reserve |





encourage visitors, businesses, and workers to access the corridor's assets. Within the corridor, updating and modernizing the transportation, water, and utility infrastructure is part of the strategy to boost the area's economic future and its quality of life. Finally, plans for modernizing the infrastructure, including the restored natural infrastructure, need to be coordinated with plans for the revitalized business environment and for the expansion of mixed-use, mixed-income communities.

ULI Chicago's Infrastructure Game Changers

As part of ULI Chicago's study of infrastructure and the Lake Michigan South Shore communities, ULI Chicago developed and tested the Infrastructure Game Changers analysis process. The Infrastructure Game Changers process is a national model for identifying significant infrastructure projects and their associated land uses, including catalytic development projects.

Designed to be led by a group situated outside of both government and the direct providers of infrastructure, the process includes

- A holistic approach to how infrastructure fits into a region's long-term sustainability and economic health;
- The incorporation of the private, nonprofit, and public sector perspectives into infrastructure decision making; and
- An emphasis on implementation, through both its focus on planned infrastructure projects and the inclusion of finance and political support in the evaluation criteria.

Analysis Process

Step 1: Select a region, subregion, or district.

Step 2: Scan planned infrastructure projects for the selected area. (This step may also include the identification of existing infrastructure resources that are underused or that present opportunities.)

Step 3: Evaluate projects according to a variety of criteria. ULI Chicago's Infrastructure Committee chose the following criteria: economic competitiveness, opportunity, environmental sustainability, support, and funding and financial feasibility (see definitions below).

Step 4: Draft a working list of significant infrastructure projects and associated land use aspects.

Step 5: Test and build support for the working list through outreach to project partners and relevant communities and stakeholders.

Step 6: Document the final list of significant infrastructure projects and their associated land use aspects.

After ULI Chicago identified Lake Michigan's South Shore communities as the target region, the study conducted its initial scan and identified 65 planned infrastructure projects. Using the evaluation criteria and also looking closely at projects that address the state border and that produce synergistic effects with other infrastructure or development projects, the study winnowed the list down to 16–20 candidate projects. At a workshop held July 16–17, 2009, ULI members reviewed the project analysis and selected 13 projects for additional outreach. Workshop participants also finalized the definition of the geographic area. Presentations of the analysis results, in draft form, were then made to government leaders, planning officials, and other stakeholders throughout the region. After incorporating input from those events, the Lakeshore Industrial Heritage Corridor process was deemed ready for final documentation in summer 2010.

A list of plans, studies, and other sources of information consulted for this study is available from ULI Chicago and from the project Web page: chicago.uli.org/Community%20Building/Curtis%20Infrastructure%20Initiative.aspx.

Evaluation Criteria

Economic competitiveness: the extent to which the proposed project enhances the economic competitiveness of the entire Greater Chicago region (the tristate metropolitan area) by increasing the efficiency, productivity, or attractiveness of the entire region. Examples include significantly reducing freight or passenger travel times, expanding freight capacity, removing significant infrastructure barriers to regional development, or developing significant amenities that boost the attractiveness of the region. Projects considered significant for economic competitiveness have the potential to attract capital investment and jobs to, or to stem their loss from, the Greater Chicago region.

Opportunity: the extent to which the project provides economic or quality-of-life opportunities for the communities or neighborhoods most directly affected by the project or for other underserved populations. Opportunity includes improved access to jobs and education.

Environmental sustainability: the extent to which the proposed project improves the quality of the environment, including but not limited to improving environmental quality by reducing carbon emissions, protecting identified natural areas, promoting the more efficient use of water resources, and reducing water or air pollution.

Support: the extent to which the project has support from elected officials, key agencies, major stakeholders, and perhaps even the general public.

Funding and financial feasibility: the extent to which funding sources have been identified to cover project costs and the potential for the project to attract private sector investment in the form of public/private partnerships.

The 13 Infrastructure Projects

The Infrastructure Game Changers process identified 13 projects for the Lakeshore Industrial Heritage Corridor. Project descriptions, including the land use and the assessment of evaluation criteria, are available in the project case studies for this report.

The 13 projects cover a range of types of infrastructure and time frames for development. In terms of land use, some of the projects present high levels of coordination—infrastructure and land use are being developed jointly. In other projects, thinking about infrastructure needs is ahead of developing the land use response or vice versa. Few are isolated, one-off projects; they more often represent a package of infrastructure projects pulled together to

achieve an economic and land use objective. Some of the projects are well along in their planning—construction for the first phase of the project may already be underway. Other projects, however, are still in the concept development stage.

When taken as a whole, the 13 projects truly become catalytic and transformative. The numbering system in the project summaries and on the corridor map does not indicate priority. It shows how these projects build on and link to one another. As in the children's game of "connect the dots," following one project to the next on the map reveals how these projects outline, encompass, and define the corridor and its future.

Conclusion and Next Steps

The Lakeshore Industrial Heritage Corridor is a coherent subregion of Greater Chicago that happens to be in two states. Infrastructure and land use plans on both sides of the border support a compelling future defined by healthy industry, abundant recreational amenities, and attractive mixed-use, mixed-income communities. Elements of this vision are emerging, even during difficult economic times. The 13 projects identified in this report have the potential to be game changers for the corridor.

Infrastructure is what ties the corridor together; a bistate perspective that includes the city of Chicago and the communities of Northwest Indiana and that works to coordinate infrastructure and land use is one of the components for success. Targeted areas for bistate cooperation include passenger-rail service, arterial highways, and freight movement, and the Gary Chicago International Airport would benefit from consideration within the context of planning for the multiple-airport system that serves the entire Greater Chicago region. A corridorwide approach may also help facilitate transit-oriented development and lakeshore redevelopment, including environmental remediation and site preparation.

Next steps for stakeholders in the Lakeshore Industrial Heritage Corridor are to work together to develop mechanisms to deliver the benefits of a bistate perspective and to advance the 13 projects, while making the necessary coordination with land use, economic development and diversification, and infrastructure finance. This activity will involve engaging the private sector, including current landowners and potential developers, and addressing issues related to sources of private sector debt and equity.

When taken as a whole, the 13 projects truly become catalytic and transformative. The numbering system in the project summaries and on the corridor map does not indicate priority. It shows how these projects build on and link to one another. As in the children's game of "connect the dots," following one project to the next on the map reveals how these projects outline, encompass, and define the corridor and its future.

Acknowledgments

The *Lakeshore Industrial Heritage Corridor*, a product of ULI Chicago's Infrastructure Committee and its Infrastructure Initiative, was made possible through the support of countless hours from dedicated volunteers and the ULI/Curtis Regional Infrastructure Project. The Infrastructure Committee cochairs acknowledge the contributions of the project participants and are grateful for assistance received from the Chicago Metropolitan Agency for Planning, the

Chicago Department of Transportation, the City of Chicago Department of Zoning and Land Use Planning, the Metropolitan Planning Council, the Northwest Indiana Regional Development Authority, the Northwest Indiana Regional Planning Commission, S.B. Friedman and Company, and The Community Builders, Incorporated.

Stephen Friedman, Gregory Hummel, and Paul Shadle
ULI Chicago Infrastructure Committee Cochairs

Infrastructure Committee Members

Benjamin Ahring, Cowhey Gudmundson Leder, Ltd.
Mark Angelini, Mercy Housing Lakefront
Jeffrey Arnold, Joseph Freed and Associates LLC
MarySue Barrett, Metropolitan Planning Council
David Bennett, Metropolitan Mayors Caucus
Lee Bey, Chicago Central Area Committee
Kathy Brown, Northwest Indiana Regional Development Authority
Susan Campbell, University of Chicago
Denise Casalino, AECOM
Robert Chodos, Colliers, Bennett & Kahnweiler, Inc.
Robert Cowhey, Sr., Cowhey Gudmundson Leder, Ltd.
Bob Dean, Chicago Metropolitan Agency for Planning
Jon DeVries, Roosevelt University
Cassandra Francis, Clayco Development and Construction
Stephen Friedman, S.B. Friedman & Company
Stephen Galler, The Habitat Company LLC
David Galowich, Madison Realty Group, Inc.
James Giblin, TranSystems, Inc.
Carl Giometti, JTS Architects
John Green, Centrum Properties, Inc.
Charles Hanlon, Land Vision, Incorporated
Bill Hanna, Northwest Indiana Regional Development Authority
Gregory Hummel, Bryan Cave, LLP
Jeremiah James II, Edward R. James Partners, LLC
Lavon Johns, Pugh, Jones, Johnson & Quandt, PC
Dana Levenson, RBS Global Banking & Markets
Dirk Lohan, Lohan Anderson Architects
Mike Meagher, James McHugh Construction Co.
David Meek, The Law Office of David Meek, LLC

Leigh Morris, Indiana Economic Development Corporation
David Narefsky, Mayer Brown LLP
Michael Pagano, University of Illinois at Chicago
Edward Paesel, South Suburban Mayors & Managers Assoc
Stephen Park, The Alter Group, Ltd.
Ronan Remandaban, Lee & Associates of Illinois, LLC
Donald Resnick, Jenner & Block, LLP
Tina Rongers, Policy Analytics, LLC
Paul Shadle, DLA Piper LLP (US)
Craig Sklenar, City of Evanston
Peter Skosey, Metropolitan Planning Council
Greg Spitzer, Paul, Hastings, Janofsky & Walker LLP
Frank Transue, Walker Parking Consultants/Engineers
Richard Wilson, Skidmore, Owings & Merrill LLP
William Woodley, The Community Builders, Inc.
Ruth Wuorenma, Neighborhood Capital Institute

ULI Staff

Cynthia McSherry, ULI Chicago
Christine Kolb, ULI Chicago
Sarah Jo Peterson, ULI
Milo Aguilar, ULI Chicago Intern
Marge Malo, ULI Chicago Intern
Dan Miodonski, ULI Chicago Intern
Jason Saavedra, ULI Chicago Intern
Jessica Simoncelli, ULI Chicago Intern

Production Staff

James A. Mulligan, Managing Editor
Laura Glassman, Publications Professionals LLC, Manuscript Editor
Betsy VanBuskirk, Creative Director

About the ULI Chicago Infrastructure Initiative: ULI Chicago's Infrastructure Initiative is a multiyear effort led by ULI Chicago's Infrastructure Committee. Its goals are to

- Address the relationship between infrastructure and land use;
- Improve regional infrastructure decision-making; and
- Develop national models of best practices.

To date, projects include the development of the Infrastructure Game Changers analysis process, its application to the Lakeshore Industrial Heritage Corridor and Regional Infrastructure in Northeastern Illinois, and investigation of infrastructure finance.

About the ULI/Curtis Regional Infrastructure Project: Supported by ULI trustee James J. Curtis, the ULI/Curtis Regional Infrastructure Project is a three-year initiative launched with the goal of better linking infrastructure, land use, and sustainability at the regional level. The Curtis Project

emphasizes developing leadership and models of best practices. Selected by a competitive process and led by ULI's Infrastructure Initiative, participants include the ULI District Councils in Chicago, Seattle, Florida, and Minnesota.

About ULI: The Urban Land Institute is a 501(c)(3) nonprofit research and education organization supported by its members. ULI provides leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. Founded in 1936, ULI has nearly 30,000 members in 95 countries worldwide, representing the entire spectrum of land use and real estate development disciplines working in private enterprise and public service.

For more information on the Regional Infrastructure in Northeastern Illinois project or other ULI Chicago infrastructure programs, please contact Cindy McSherry, ULI Chicago executive director (Cindy.Mcsherry@uli.org or 773-549-4972), or Christine Kolb, ULI Chicago director of community outreach (Christine.Kolb@uli.org or 773-549-2655).

Kelley J. Smith
ULI Chicago, Chair

ULI Chicago
1700 West Irving Park Road
Suite 208
Chicago, IL 60613
Phone: 773-549-4972
chicago.uli.org

Patrick L. Phillips
Chief Executive Officer

Maureen McAvey
Executive Vice President
Initiatives

Suzan Yungner
Senior Vice President
District Councils

Rachel MacCleery
Managing Director
Infrastructure Initiative

Urban Land Institute
1025 Thomas Jefferson St., N.W.
Suite 500 West
Washington, DC 20007
Phone: 202-624-7000
www.uli.org

Copyright 2011 by the Urban
Land Institute.

