



The Station as the Catalyst

Gary Metro Station: TOD Visioning



February 2, 2023

Project Leadership

Northwest Indiana Regional Development Authority
Sherri Ziller, President and CEO

Northern Indiana Commuter Transit District
Michael Noland, President



Table of Contents

01 Introduction

02 The Opportunity
Improving Access to Downtown Chicago
Economic Growth Potential

03 Magnitude of the Project
Gary Metro Existing Conditions
Multi-Modal Station Area Requirements
Station Area Concept Renderings

04 Downtown Revitalization Strategy
Big Moves Diagrams
Development Opportunities
Overall Aerial Development Concept Rendering
Broadway Avenue Complete Street Concept Rendering
Arc of Development

05 Station Cost Estimate
Funding Possibilities

Introduction

This proposal summarizes the Northwest Indiana Regional Development Authority's (RDA) recommendation to replace the Gary Metro Station (Adam Benjamin Metro Station). Replacing the Gary Metro Station will provide a significant catalyst to the area and leverage the significant State capital investment in modernizing the Northern Indiana Commuter Transit District (NICTD) rail system. Such an investment will spearhead and support revitalization and economic development efforts in Downtown Gary. This is a once-in-a-generation opportunity to build upon the public investments (including the \$646 million in the Double Track and \$852 million in the West Lake capital improvements) to attract additional state, federal, philanthropic, and private dollars available for transit and Transit-Oriented Development around a new Gary Metro Station.

[Disclaimer] This document provides support to develop a plan for investment at the Gary Metro Station; it is based on preliminary research which should undergo further analysis as the market, supply, demand, and economics of the community change.



Existing Conditions - Downtown Gary



THE LINES AND STATIONS

West Lake Corridor & South Shore Double Track Projects

25 MILES
Project Area

16 MILES
New Second Track

South Shore Line Double Track Project

MICHIGAN CITY

SOUTH BEND AIRPORT

BEVERLY SHORES

OGDEN DUNES

BURNS HARBOR

PORTER

CHESTERTON

PORTAGE

EAST CHICAGO

HAMMOND

GARY

West Lake Corridor Project

9 MILES

The Opportunity

The Northwest Indiana Regional Development Authority (RDA) has identified replacing the Gary Metro Station as a critical additional step in the State's capital investment in modernizing the Northern Indiana Commuter Transit District (NICTD) rail system. This outdated station hinders the potential for reinvestment in the entire area. The RDA believes replacing the station – combined with a development strategy that prioritizes equitable, Transit-Oriented Development and improves existing community anchors – will provide a significant and long-term improvement to Gary and the Northwest Indiana Region. This is a once-in-a-generation opportunity to leverage public investments (including the \$646 million in the Double Track and \$852 million in the West Lake capital improvements) to attract additional state, federal, philanthropic, and private dollars available for transit and Transit-Oriented Development around a new Gary Metro Station. Investment in a new Gary Metro Station will lead to enhanced economic and social sustainability in Downtown Gary.

The Gary Metro Station is not included in the 25-mile extension of the NICTD Double Track upgrades. This station is in need of a replacement in order for the State of Indiana to reap the full benefits of their investment in the Double Track and West Lake Rail Projects.

Improving Access to Downtown Chicago

This station is 40 years old, obsolete, in disrepair, and no longer meets the community's or NICTD's needs. Not only does this station serve as a multi-modal hub for the City of Gary and its citizens, but it is also strategically located to provide expanded kiss-n-ride service. This station is located where riders would be drawn from the confluence of I-94, the I-80 Toll Road, and I-65 interstates - particularly when combined with the improved ridership headways and frequency planned for the NICTD Double Track line into Downtown Chicago.

Furthermore, there is an opportunity to build on this investment to catalyze revitalization and private investment in Downtown Gary. Such an effort parallels the City's goals in an equitable way to realize the State's ROI goals and bring vibrancy and economic development back to the walkable core of Downtown Gary.

As shown in the table below, when comparing commute times to Millennium Station, traveling by car and traveling by the South Shore Line are very similar.

Travel Time To/ From Millenium Station

Route Origin	By NICTD Rail	By Car (excluding traffic and parking)
I-90 WB Broadway Exit	45 minutes*	40 minutes
I-94 WB I-65 Exit	50 minutes*	45 minutes
I-65 NB US 30 Exit	56 minutes*	1 hour
I-65 NB US 43 Exit (Lafayette / Purdue University)	2 hours*	1 hour 55 minutes
I-65/I-70 NB Meridian Street Exit (Downtown Indianapolis)	3 hours*	3 hours

**Note: NICTD Rail travel times are estimated based on Double Track projections upon completion of rail improvements.*



Economic Growth Potential

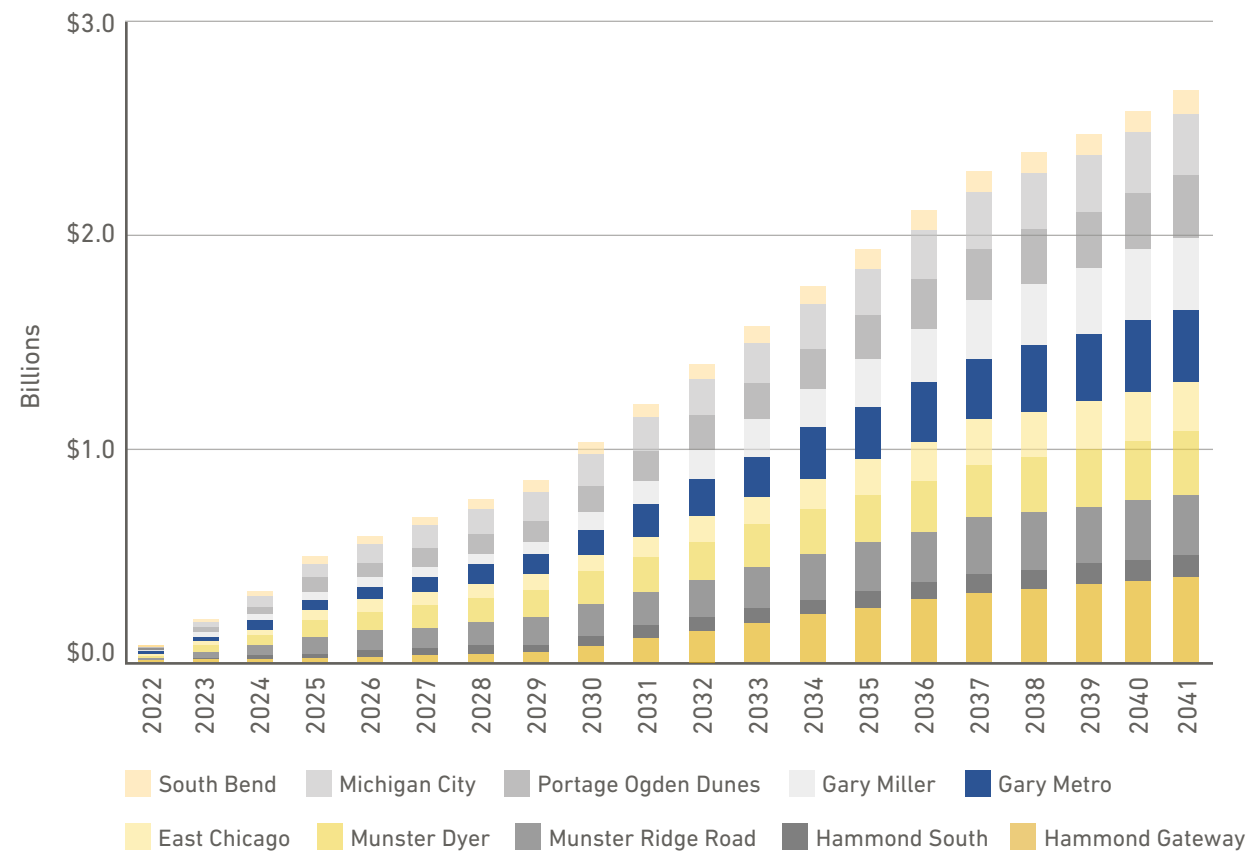
Transit-Oriented Development & Economic Development Impacts

Transit-Oriented Development (TOD) in Downtown Gary will leverage the capital investment in the South Shore Double Track project and new West Lake line to provide the opportunity for additional economic development as part of the Transit Development Districts (TDDs) established under HEA 1144-2017. As part of this legislation, the RDA is tasked with “incentivizing, guiding and promoting economic development around the stations along the South Shore commuter line and future West Lake Corridor line.” These TDD areas will capture incremental property tax and local income tax revenue to support local development.

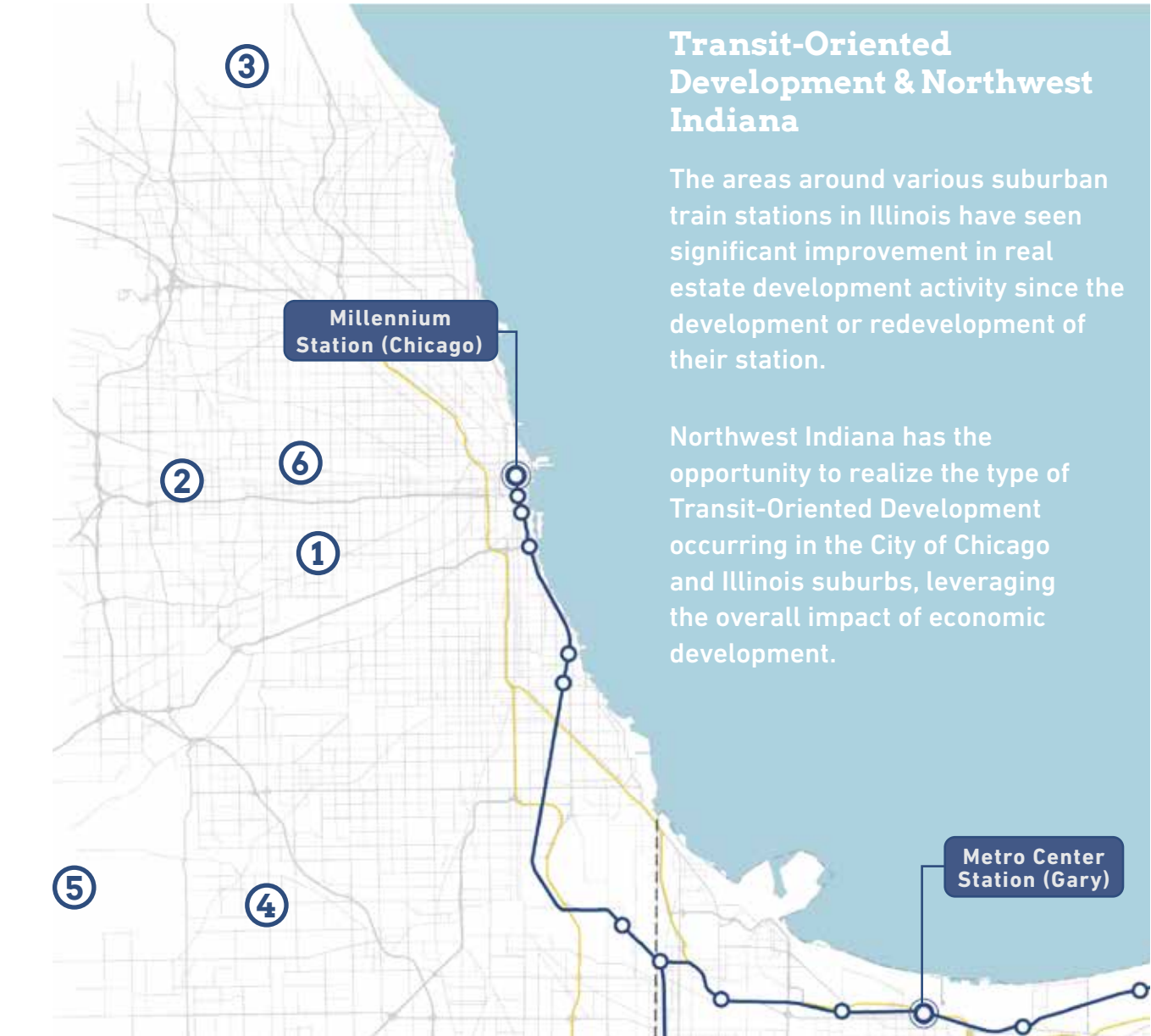
The RDA’s Comprehensive Strategic Plan estimates \$2.7 billion in projected TOD investments in Northwest Indiana due to the rail projects. Many communities are receiving upgraded stations as part of the rail capital improvements. New stations are being constructed in Hammond, Miller, Michigan City, Munster, and Dyer; the existing Portage/Ogden Dunes and Dune Park stations are being upgraded. Due to these improvements, transformative TOD development is already occurring in Michigan City and Hammond, with others to follow. This type of investment has also been happening in the Chicagoland suburbs for decades.

The Gary Metro station redevelopment is the first step in a multi-year downtown revitalization strategy. It is envisioned to be accompanied by a complementary land stabilization and development strategy led by the City of Gary and Gary Housing Authority (GHA) partners.

\$2.7 Billion in Projected TOD Investments Due to Rail Projects



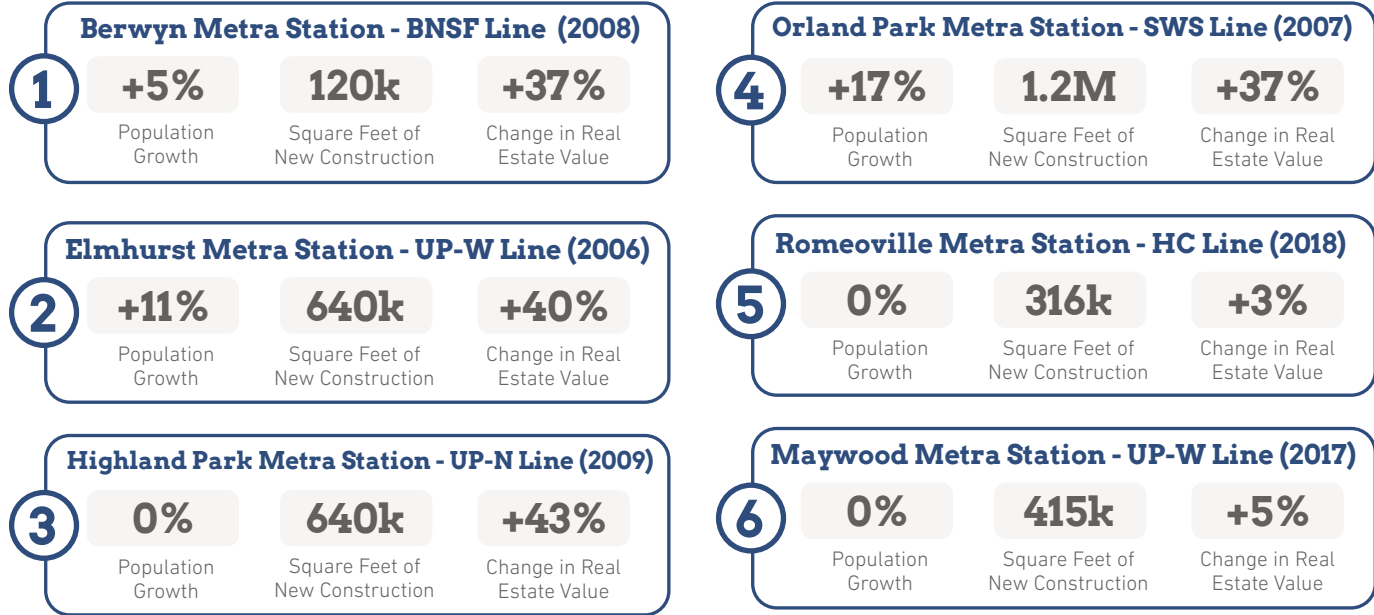
Source: RDA Comprehensive Strategic Plan, September 2016



Transit-Oriented Development & Northwest Indiana

The areas around various suburban train stations in Illinois have seen significant improvement in real estate development activity since the development or redevelopment of their station.

Northwest Indiana has the opportunity to realize the type of Transit-Oriented Development occurring in the City of Chicago and Illinois suburbs, leveraging the overall impact of economic development.





Magnitude of the Project

The Gary Metro Station consists of a single, elevated low-level platform accessed via a pedestrian way from the station building south of the elevated tracks. The station also serves the Gary Public Transportation Corporation (GPTC) with bus circulation and transfer stops at grade. This station, owned by the City of Gary, is not designed in such a way to promote a positive rider experience, is not easily accessible for people with disabilities, nor does it promote secure access to the station by commuters. It also has severe condition issues such as leaking skylights, structural issues, chronic elevator failures, and a structurally unsound parking garage south of 4th Avenue adjacent to the Genesis Convention Center and Lake County Superior Courthouse. Investment in a new multi-modal station area can unlock the potential for future market-rate development on adjacent blocks, including the Genesis Convention Center, which is currently vacant.

In consultation with the City of Gary, NICTD, and GPTC, the RDA believes there is great potential to transform the Gary Metro Station into a modern, multi-modal station that improves rider experience, attracts new riders, optimizes access to and from an integrated parking structure, enhances amenity spaces and retail options, and provides the opportunity for creative development partnerships with potential public/private partners. In addition, the State’s financial support would position NICTD and GPTC to seek Federal Transit Administration capital dollars for a new high-level boarding platform, a cost-share on a new station and parking structure, and development of a multi-modal bus, bike, and pedestrian

Gary Metro Existing Conditions



The Gary Metro Station is strategically located to attract riders from the surrounding area by providing improved and expanded commuter service. This station is located where riders can be drawn from the proximity of I-94 and the confluence of I-65 and I-80/90 interstates. **The attraction of this station only increases when considering the improved train headways and frequency planned for the NICTD Double Track line into Downtown Chicago.**

1. Gary Metro Center
2. South Shore Line Rail Connection
3. Parking, Drop-off/Pick-up Lanes
4. Parking Garage
5. Genesis Center
6. Lake County Superior Court
7. Gary Indiana City Hall



South Shore Line Station Platform



Gary Metro Station



Parking Garage, E 4th Ave



Lobby

Multi-Modal Station Area Requirements

Key Considerations

A new Gary Metro Station needs to service passengers with an inviting, efficient, modern, and secure ADA-accessible structure with integrated parking and a station. This new building will connect to NICTD’s existing center-rail passenger rail platform via a pedestrian way. A secured four-level parking structure is proposed providing approximately 420 spaces with ADA spaces on the second level with direct access to NICTD’s platform. This development would include opportunities on the ground floor for micro-retail and community services geared towards commuters.

The plan also provides a new 12-bay GPTC bus terminal in front of the parking structure. The station could be constructed to encourage private development as part of a second phase east and south of the station. Such development will further contribute to vibrancy in the area and could be located in the garage in a shared parking situation. The parking garage could secure additional income from use by the surrounding development.

INDOT is proposing to transform 4th and 5th Avenues from one-way to two-way with complete street connectivity down Broadway that connects the Marquette Trail and the planned Gary Elevate Trail. These improvements will further attract first and last-mile riders to the new Gary Metro Station from I-65 commuters and beyond.

Multi-Modal Station Requirements

Station Building:

- ADA-accessible Routes & Amenities
- Enhanced Station Security
- High-level Station Platform and Waiting Area
- Elevators to Main Floor Lobby

Parking:

We envision a four-level, 420-car garage. The design of the garage can be enlarged or wrapped with residential/ multi-family, community services, and/or micro-retail.

- Structured Parking integrated with Station Building
- Grade-level, ADA-accessible Parking
- High-level Boarding Platform
- Electric Vehicle Charging Stations

Bus / Drop-off Area:

- Up to 12 GPTC and Shared-use/Over-the-road Bus Bays
- Rapid Charging Stations for Electric Buses
- Up to 20 Kiss-n-Ride Spaces for NICTD and Bus Drop-off
- Rideshare (Uber/Lyft)

Site / Station Area Requirements

The following improvements will further promote first and last-mile access to the new Gary Metro Station.

Station Area:

- Opportunity for adjacent development directly to the east by private market, with a green space anchoring the station block

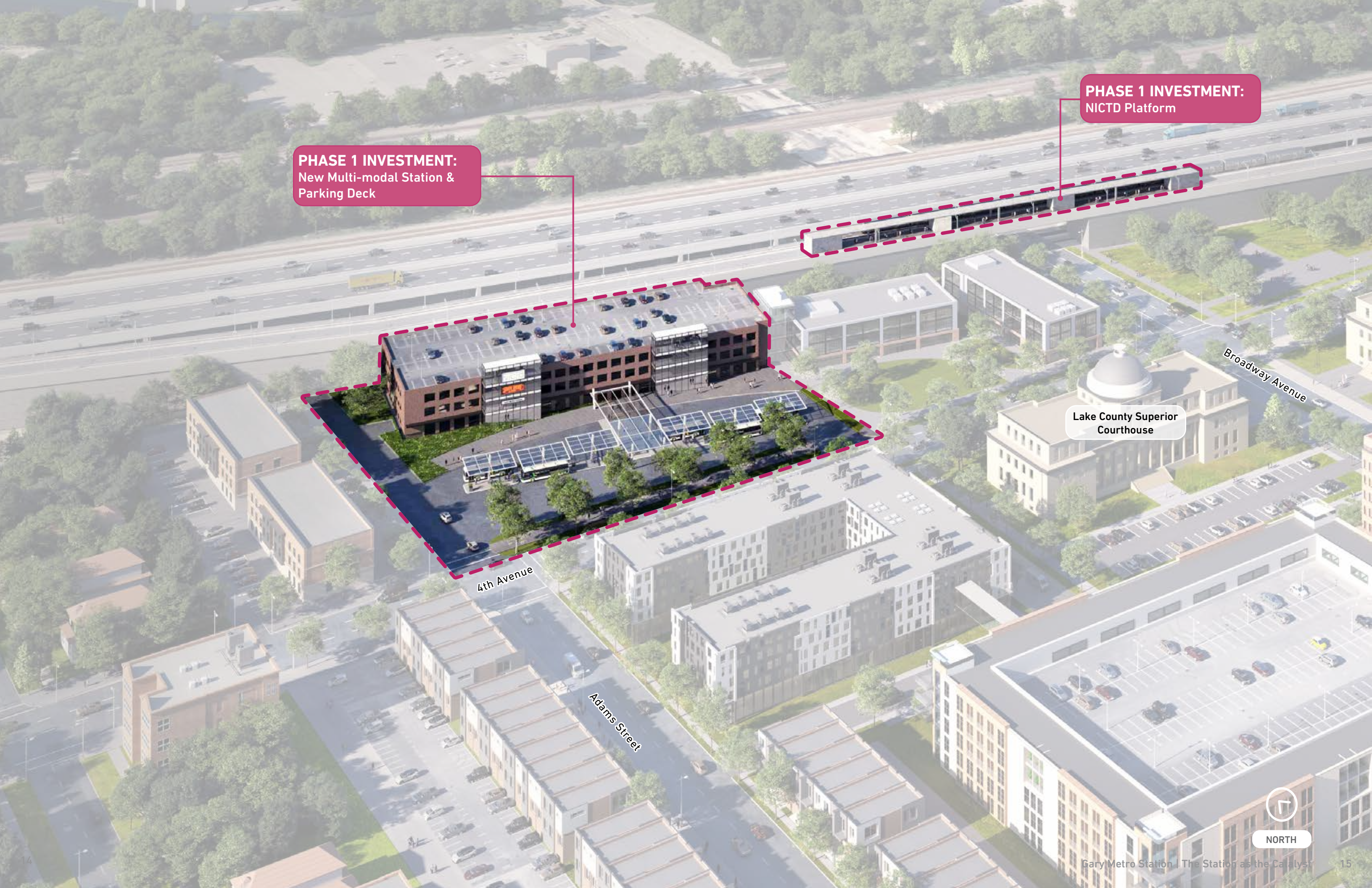
Arterial Roads (TOD Connectors):

- Two-way conversion of 4th and 5th Avenue to create a safer pedestrian environment
- Raised crosswalks at intersections where Broadway Avenue crosses 4th and 5th Avenues

Parks and Trails:

- Integration of Marquette Trail by connecting to station site





PHASE 1 INVESTMENT:
New Multi-modal Station &
Parking Deck

PHASE 1 INVESTMENT:
NICTD Platform

Broadway Avenue

Lake County Superior
Courthouse

4th Avenue

Adams Street

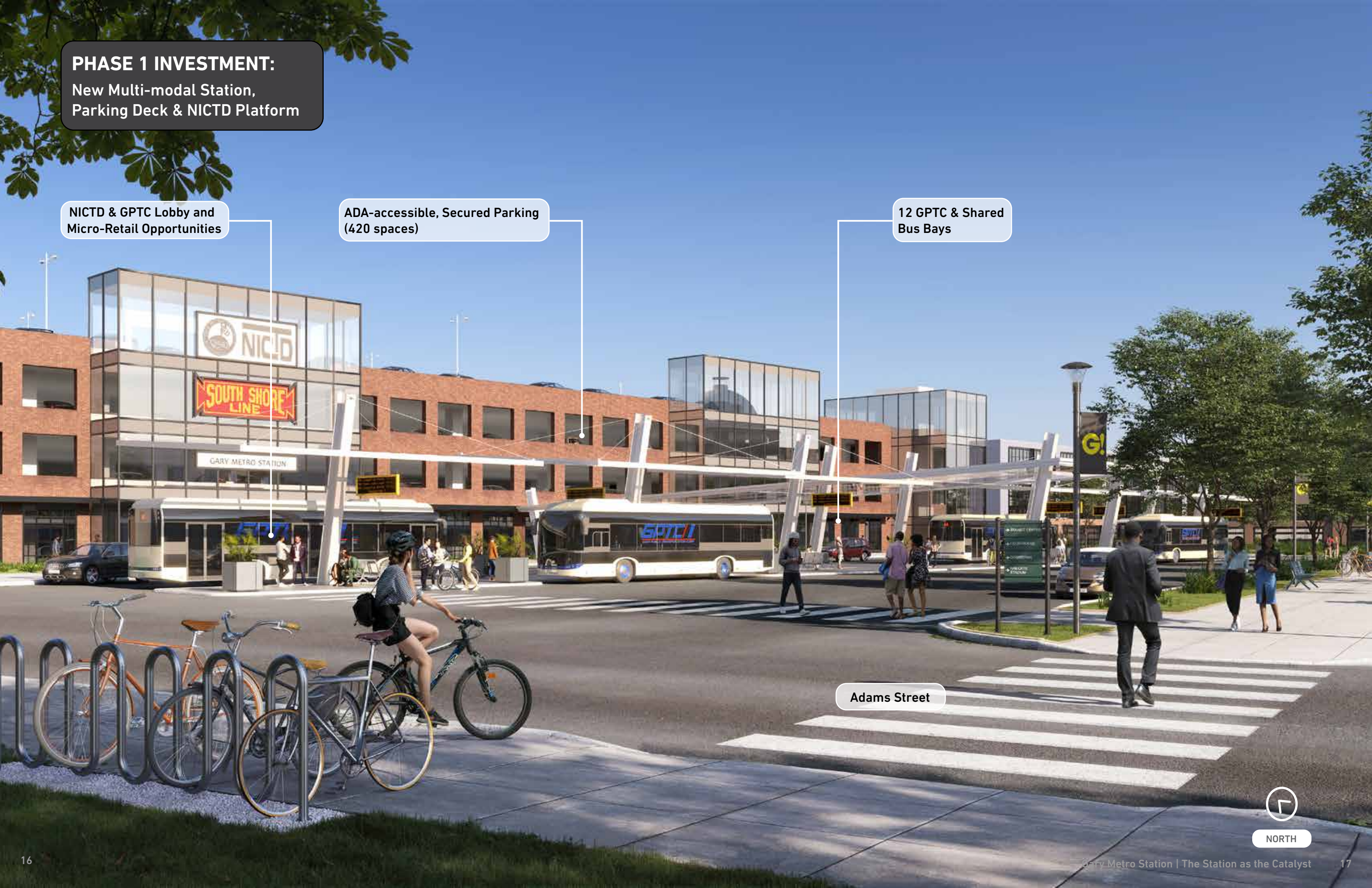


PHASE 1 INVESTMENT:
New Multi-modal Station,
Parking Deck & NICTD Platform

NICTD & GPTC Lobby and
Micro-Retail Opportunities

ADA-accessible, Secured Parking
(420 spaces)

12 GPTC & Shared
Bus Bays



Adams Street



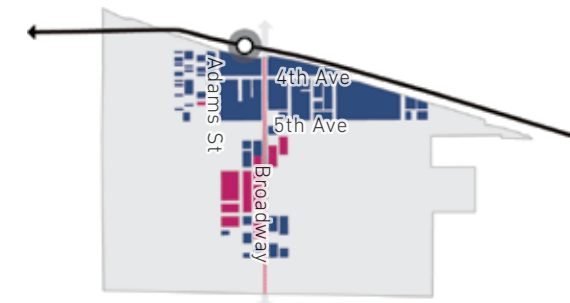
NORTH

Downtown Revitalization Strategy

The State’s investment in the modernization of the South Shore Rail Line and the new West Lake Rail Line will make commuting to and from downtown Chicago and other Northwest Indiana communities much more attractive. A corresponding investment in a new and inviting station sets the stage to attract reinvestment around this much improved public asset. A revitalized Gary Metro Station block has the potential to create immense opportunity for equitable transit-oriented development throughout Downtown Gary. By prioritizing a new multi-modal station area and capitalizing on property in public control, a multi-pronged approach to redevelopment should be pursued. This would target blocks immediately surrounding the Gary Metro Station as an active mixed-use core – leveraging areas identified as shovel-ready sites for development opportunities due to vacancy, public property control, existing utilities, and proximity to the station. One component to creating an active downtown environment is ensuring safe and inviting multi-modal connections to the station area with a complete streets approach to Broadway and the potential redesign of 4th and 5th Avenues into two-way streets. Walkable pedestrian-scaled street corridors and paths that link to existing and planned local and regional trail systems could capitalize on Gary’s prime location in the region. Phasing and prioritizing redevelopment and improvements are crucial to ensuring Gary’s sustainable growth and revitalization, catalyzed by the Gary Metro Station.

Big Moves Diagrams

“Big Moves” are defined as enabling steps to signal to the market that conditions are right for economic development and revitalization to occur. In Downtown Gary, these factors include substantial property in the public control, an opportunity to build a new Gary Metro Station as a catalyst for revitalization, improving how people access the station locally and regionally, and investing in Broadway to re-establish this corridor as a strong and vibrant anchor in Downtown Gary.



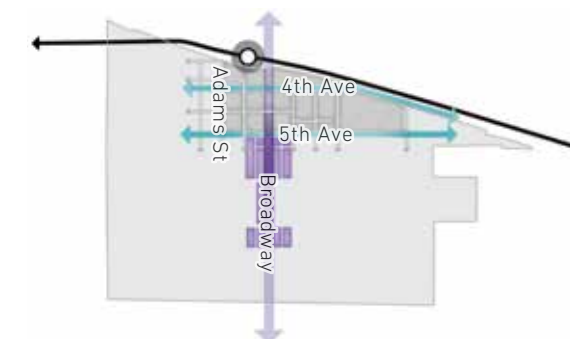
Property Control

The City of Gary has been active in demolishing properties to create a **better environment for economic development**.



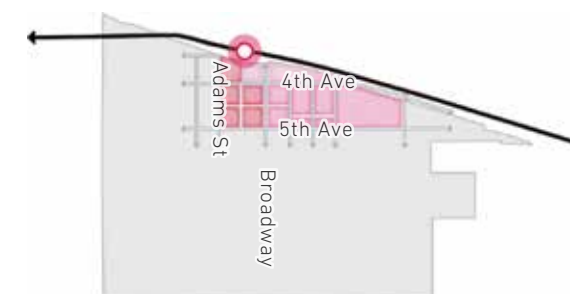
Improving Station Access

The current scale of street blocks in the downtown core support large civic buildings. **Re-establishing a pedestrian-scale grid** includes activating Washington Street, for a north-south connection to Gary Metro Station, and introducing a mid-block crossing east-west through to Massachusetts Street. **Safe crossings are proposed** at Broadway, and W 4th and 5th Avenues.



Re-Defining Broadway

Broadway Avenue is identified as an **activated corridor, with mixed-use and commercial development** that responds to **an enhanced pedestrian realm**. Proposal for a complete street design includes a “green buffer,” and multi-use paths to promote bicycling, car, and bus transit. W 4th and 5th Avenues should have safe crossings, along with a two-way traffic conversion.



Station as the Catalyst

The Gary Metro Station acts as an anchor, with mixed-use development clustered along new north-south and east-west street block connections. Development potential can be explored from low to high density, with a strategy to **identify and acquire properties for interim, mixed-use**.

Development Opportunities

The redevelopment of Gary Metro Center and its neighboring sites will anchor proposed future development for downtown Gary. Parallel to this process, the City should continue to acquire under-performing or vacant properties in strategic locations. The City should target properties within the core of the downtown area located on prime developable property for demolition, stabilization, and a blend of subsidized and market-rate development.

As a second phase, priority sites in close proximity to the Gary Metro station, including that occupied by the Genesis Convention Center today, should form a mixed-use development core. Southern sites along Broadway Avenue form a corridor for future commercial and mixed-use development, flowing from the station past the historic City Hall and County buildings to the heart of downtown. Further expansion includes future neighborhood commercial development bookended by the Railcats Stadium on the east, Jackson Park on the West, and down Broadway to 8th Avenue – including reinvestment along the east/west streets flanking that block. Within this process, contributing historical buildings in good condition could be candidates for historic preservation and/or adaptive reuse. The goal is to create a critical mass of development in the core of Downtown Gary that can create a market around TOD and support the City’s economic development path.

Property Control

A property acquisitions strategy, holds City-owned properties, allowing intermittent land-use and promoting future economic development.



Re-Defining Broadway

Broadway Avenue can be redefined with a complete street design, engaging pedestrian realm, and has potential for transformation into an activated corridor.



Station as the Catalyst

Downtown Gary presents an opportunity to develop an active, walkable district, with integrated commercial and mixed-uses. Revitalizing the Gary Metro Station would activate opportunities throughout the Metro area for future development and community re-generation.



Improving Station Access

Improving access to the Gary Metro station includes improvements to existing infrastructure.



PHASE 1 INVESTMENT:
NICTD Platform

PHASE 2 DEVELOPMENT PARCEL:
Mixed-Use Transit-Oriented Development

PHASE 1 INVESTMENT:
New Multi-modal Station & Parking Deck

**Stadium Adjacent
Infill Multi-Family**

Hudson Campbell
Sports Complex

**Mixed-Use & Office, Anchoring
5th Ave & Broadway**

**Downtown Infill
Multi-Family**

**Rowhouse
Development Infill**

PHASE 2 DEVELOPMENT PARCEL:
Mixed-Use Transit-Oriented Development

Lake County
Superior
Courthouse

City Hall

Gary Bank Building &
Parking Structure

Gary Public Library



RE-DEFINING BROADWAY:
Complete Street

Mixed-Use & Office, Anchoring
5th Avenue and Broadway

Lake County
Superior Courthouse

5th Avenue



Arc of Development

Phased Development

The scenarios demonstrated here show how the arc of development in Downtown Gary could materialize in a range of positive directions with potential for growth depending on x-factors such as:

- Availability of funding and timing of a new Gary Metro Center
- Availability of State and Federal incentives
- The support and ability of the City of Gary and Gary Housing Authority to leverage properties owned today
- Innovative procurement methods such as P3 and Build-Operate-Transfer
- Activation of the public, philanthropic, and private markets to make a transformational investment in Downtown Gary

At this level of study, it is difficult to assign time-frames to development, but this demonstrates a range of development that could be possible with the right set of incentives and conditions in place in support of the market. This study is confident, however, that investments outlined herein can change the outlook and perception of this area and thus induce the private development market across time.

Phase 1



Land Uses	
Townhomes	0 units
Multi-Family	60 units (60,000 SF)
Age-In-Place	264 units (264,000 SF)
Commercial	32,000 SF
Office	0 SF
Total Development	356,000 SF

Potential Impacts	
Residents	680
Households with School-Aged Children	124
Employees	55-110



Orleans Landing, Detroit, MI

Phase 2



Land Uses	
Townhomes	61 units (109,800 SF)
Multi-Family	468 units (468,000 SF)
Age-In-Place	384 units (384,000 SF)
Commercial	65,000 SF
Office	24,000 SF
Total Development	1,050,800 SF

Potential Impacts	
Residents	1,917
Households with School-Aged Children	203
Employees	112-224



The Metropolitan Promenade, Columbia, MD

Phase 3



Land Uses	
Townhomes	59 units (106,200 SF)
Multi-Family	755 units (755,000 SF)
Age-In-Place	520 units (520,000 SF)
Commercial	81,900 SF
Office	24,000 SF
Total Development	1,487,100 SF

Potential Impacts	
Residents	2,800
Households with School-Aged Children	313
Employees	141-282



Harpeth Square, Franklin, TN

Station Cost Estimate

The cost estimate here includes a range of potential costs for planning purposes, including demolition of the existing Gary Metro Station (excluding the parking garage across 4th Avenue), site preparation, construction costs, engineering and design of a new station, permitting, and contingencies. It is important to note that the following estimate should not be used for construction purposes and is defined as an order-of-magnitude estimate for planning purposes.

Funding Possibilities

Potential Partners

- State of Indiana
- City of Gary
- Transit Development District Fund (RDA)
- NICTD
- Lakefront Fund
- Federal government
- Philanthropic organizations
- Developers

Gary, Indiana Transit Station: included Components
Demolition of Existing Structures
4-Story Parking Garage (420 Spaces)
Garage Building Frontage (30' Deep)
Sidewalk Pavement
Road/Drive Pavement
Landscaping
Shade Structures
Storm Retention
Site Furnishings
Site Lighting (garage will have its own)
High-level Boarding Platform and Track Improvements

Station Cost Estimate	
Description	Cost
High-level Boarding Platform and Track Improvements	\$50,000,000
Demolition of Existing Gary Metro Station	\$900,000
New Parking Garage	\$25,200,000
Garage Building Frontage	\$4,300,000
Sitework	\$11,000,000
TOTAL (including hard costs, soft costs, and contingency)	\$91,400,000



RDA
REGIONAL DEVELOPMENT AUTHORITY