



Appendix F. Transit-Oriented Development

(Part 1 of 2)



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WEST LAKE

TRANSIT-ORIENTED DEVELOPMENT

HAMMOND | MUNSTER | DYER

September 2017

ACKNOWLEDGMENTS

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Northern Indiana Commuter Transportation District (NICTD)
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TABLE OF CONTENTS






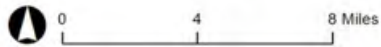
EXECUTIVE SUMMARY	05
PART ONE: PURSUING TOD	
PROJECT BACKGROUND	08
WHAT IS TOD?	10
NEW STARTS COMPETITIVENESS	12
TOD TYPOLOGIES	14
STATION AREA OVERVIEWS	16
PART TWO: CREATE A LONG-TERM VISION VETTED BY THE COMMUNITY	
 MARKET STUDY	25
 STATION AREA VISION PLANS	39
 MOBILITY	67
PART THREE: IMPLEMENT THE VISION TO ENSURE HIGH-QUALITY DEVELOPMENT	
 REGULATING FRAMEWORK	79
 DEVELOPMENT ANALYSIS	95
APPENDIX: ADDITIONAL INFORMATION	
STAKEHOLDER INTERVIEWS	106
PRELIMINARY STATION AREA PLANS	108
MOBILITY MEMO	120
PRO FORMA RESULTS AND ASSUMPTIONS	126

Figure 1. Proposed West Lake Corridor



Sources: Metra, 2016; NICTD, 2016; Strategic Economics, 2016.



EXECUTIVE SUMMARY

The West Lake Corridor Extension Project offers Northwest Indiana a catalytic opportunity to invest in strengthening its ties to the Chicago region's economy, which is the third largest in the U.S. The essence of the West Lake TOD Project is to leverage the future commuter rail service proposed in the West Lake Corridor Project to connect Hammond, Munster, and Dyer to the Chicago Loop and spur hundreds of millions of dollars of development within walking distance of four new commuter stations. This transit-oriented development will boost the economy of Northwest Indiana and offer new, healthier lifestyle choices for Hoosiers.

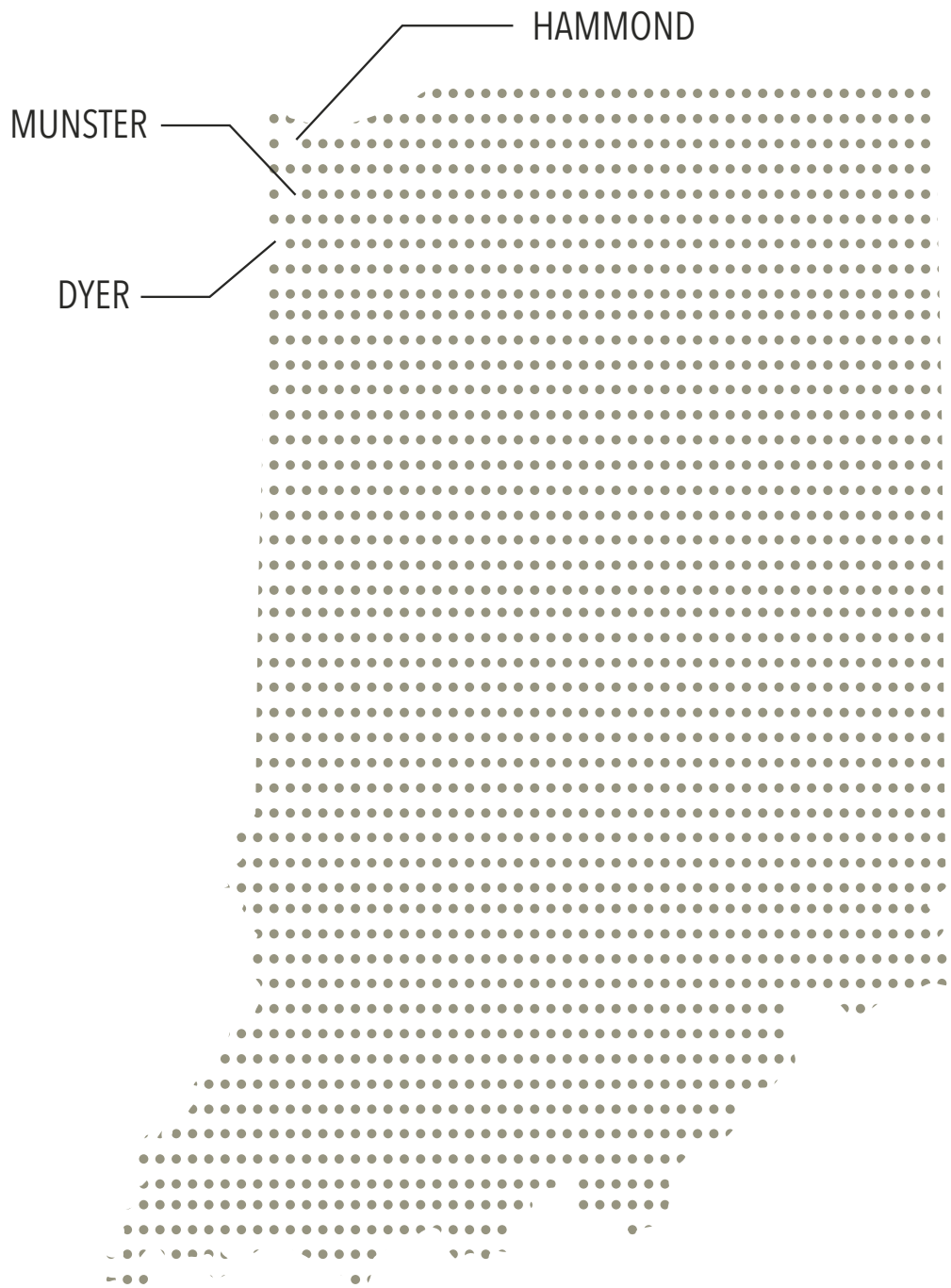
This TOD Project serves two purposes: (1) to support the funding application to build the rail facilities, and (2) to position the communities for development readiness. Securing "New Starts" funding from the Federal Transit Administration to build the rail extension is a highly competitive national process. Successive governors and the Indiana State Legislature have shown impressive leadership to position Northern Indiana Commuter Transportation District's application to be "shovel ready" on day one, a fundamental requirement for funding. However, a solid rail plan alone will not win funding. The TOD vision plans shown in Part Two and the regulating framework shown in Part Three are essential to compete successfully with the ambitious transit-oriented developments being proposed across the country.

The four station area plans each fit their unique context. The Hammond Gateway station – the most intensely developed of the four – is envisioned to be a jobs center including office, commercial, retail, and limited residential uses. The South Hammond station proposes an enhanced streetscape such as landscaping and wider sidewalks, and builds on the existing

low-rise, residential character by adding paired homes and pocket parks. The Munster Ridge Road station includes a variety of land uses with higher density, pedestrian-friendly infrastructure, as well as pocket parks and enhanced open spaces. The Munster / Dyer Main Street features growth of a new neighborhood with townhomes, multifamily housing, and neighborhood services.

Assuming rail funding is secured in the near future, bringing the development plans from paper to life requires the public sector to "set the table" for private sector development. Attracting private developers to implement these proposed plans requires a predictable marketplace, one that reduces the approval and financing risks faced by developers. Risk reduction focuses on three topics addressed by this process and documented in this report: (1) community support, (2) regulations, and (3) infrastructure funding.

The station area plans were developed with robust community involvement, with each plan being revised multiple times in response to feedback. As a result, the plans enjoy broad support by the community and elected officials in each municipality. The master plans include detailed design guidelines for the scale and character of each proposed development area. However, to reduce entitlement risk for the development community, these guidelines should be codified into predictable regulations such as form-based codes. Finally, timely public infrastructure investments in utilities, streets, parks, and other facilities are necessary to catalyze development in each station area. Specifically, the tools needed to fund infrastructure (e.g. tax increment financing) need to be in place and available on a prompt and predictable schedule to realize the TOD Visions set forth in this Plan.



PART ONE:
PURSUING
TRANSIT-ORIENTED
DEVELOPMENT

PROJECT BACKGROUND

This report focuses on one part of two concurrent and related projects. The first project, and what this report is *not* focused on, is referred to as the NICTD West Lake Corridor Extension Project. This refers to an engineering project lead by the Northern Indiana Commuter Transportation District (NICTD) and the physical construction of the proposed West Lake railroad tracks, station buildings, parking lots, and any private property acquisition required to construct these rail operation facilities. The NICTD West Lake Corridor Project team is led by NICTD, and has included engineering consultants AECOM and HDR at different points in the engineering planning process. For more information on this project visit: www.nictdwestlake.com.

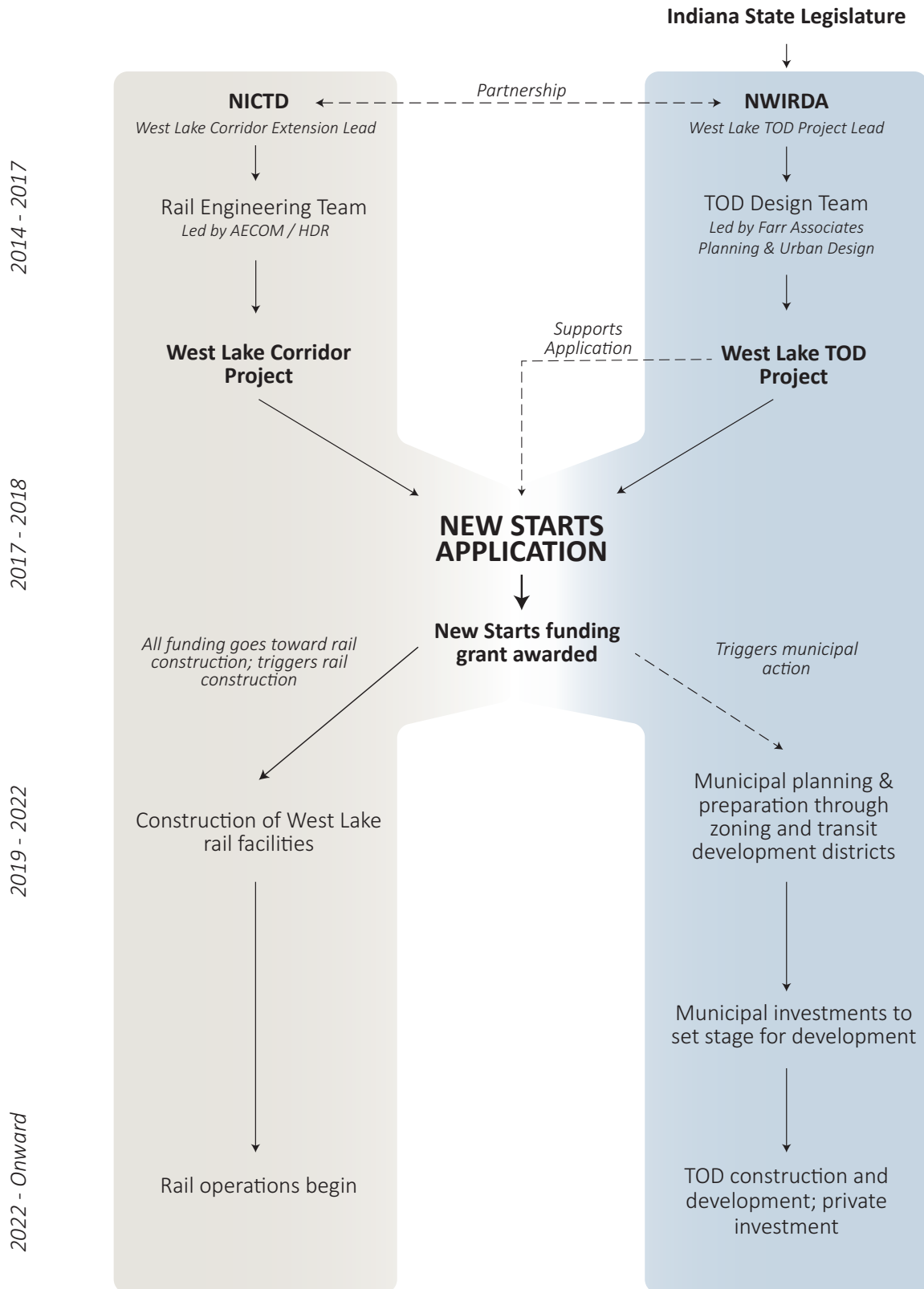
The other project, which *is* the focus of this report, is the West Lake TOD Project: the conceptual planning of infrastructure and real estate development around the future West Lake Train Stations. The Northwest Indiana Regional Development Authority (RDA) is leading the Design Team for this project, which consists of Farr Associates (urban design, community engagement, zoning recommendations), GB Arrington (New Starts application consulting), Strategic Economics (market analysis, market accelerator strategies, feasibility study), and Sam Schwartz (mobility recommendations).

Figure 2 on the right depicts the relationship between these two projects.

WHY DO WE NEED THIS TOD PLANNING PROCESS?

- NICTD is counting on funds from the Federal Transit Administration’s Capital Investment Grant program, of which New Starts is a subset, to pay half of the design and construction costs of the estimated \$615 million West Lake Corridor Extension Project.
- Cities must show that they have a long-term plan for mixed-use development near transit. The West Lake TOD Project will generate those long-term plans.

Figure 2. Project relationship and timeline



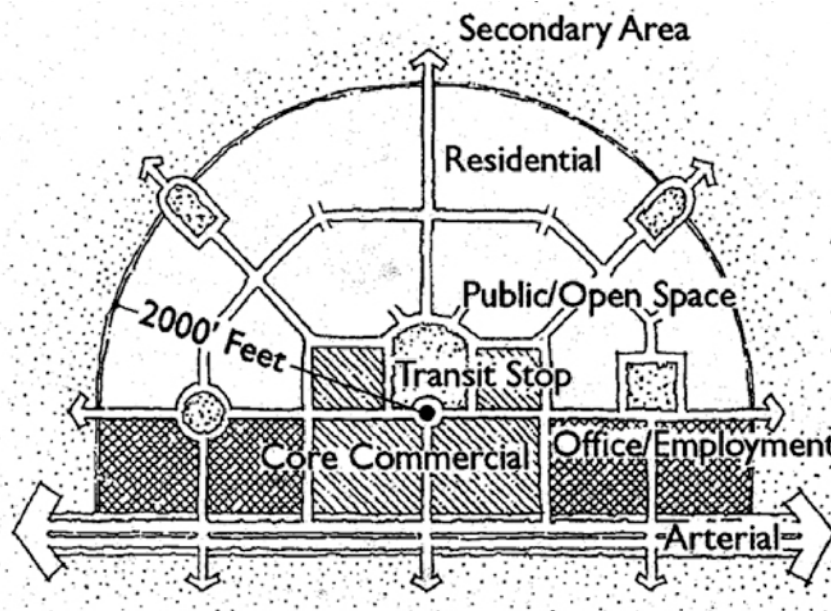
WHAT IS TOD?

Transit-oriented development (TOD) typically refers to compact, walkable development with a range of uses within half a mile of quality public transportation such as a light rail stop, commuter train stop, or Bus Rapid Transit stop. Housing, jobs, shopping, restaurants, and entertainment are a few of the uses appropriate for TOD.

TOD is a **mixture of housing, office, and retail** in a **walkable neighborhood**, located within a half-mile of **quality public transportation**.

There are a range of benefits to TOD such as:

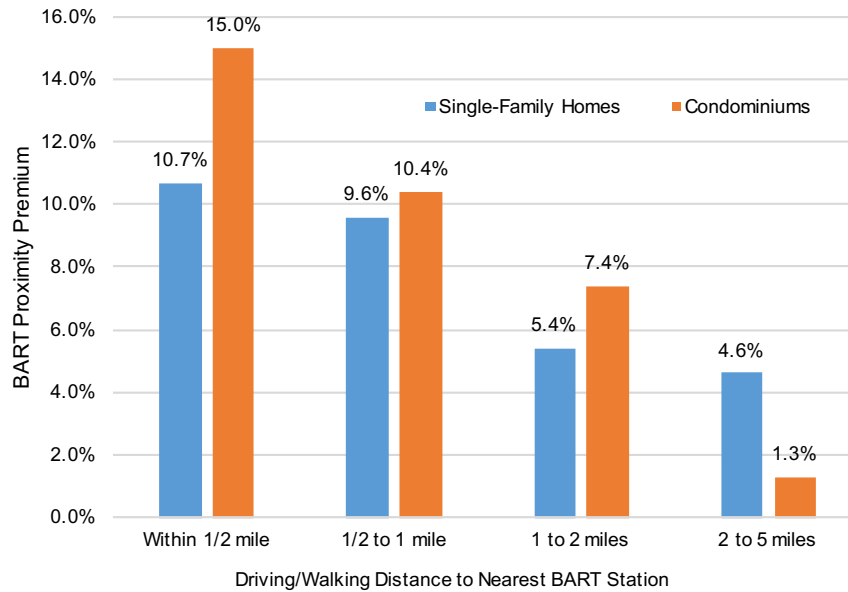
- Walkable communities that accommodate more healthy and active lifestyles
- Potential for added value created through increased and/or sustained property values where transit investments have occurred
- Improved access to jobs and economic opportunity for low-income people and working families
- Expanded mobility choices that reduce dependence on the automobile and reduce transportation costs
- Reduced household driving, which lowers regional congestion, air pollution, and greenhouse gas emissions
- Increased transit ridership and fare revenue



Source: Calthorpe, "The Next American Metropolis," 1993

INTERESTING FACT:

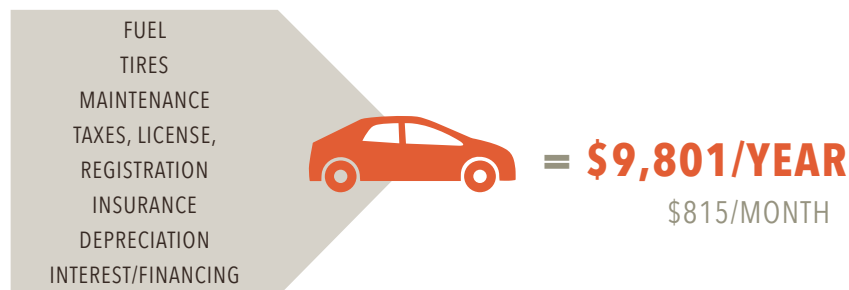
Price premium for owner-occupied housing located near a Bay Area Rapid Transit (BART) Station, California



Source: Strategic Economics, 0214, prepared for BART.

INTERESTING FACT:

The true cost of car ownership in Lake County, Indiana



Source: NWI RDA Comprehensive Strategic Plan, 2016 (CNT.org)

NEW STARTS COMPETITIVENESS

WHAT IS NEW STARTS?

The Federal Transit Administration's (FTA) New Starts program is a discretionary and highly competitive grant within the FTA's Capital Investment Grant program, which appropriates roughly \$2.3 billion in funding on an annual basis. Typically this grant funds light rail, heavy rail, commuter rail, streetcar, and Bus Rapid Transit projects.

To be eligible for New Starts funding, the total project cost must be equal to or greater than \$300 million, or the total funding request made to the FTA must equal or exceed \$100 million. Additionally, the project must be a new fixed guideway system, such as light rail or commuter rail; an extension to an existing system; or a fixed guideway Bus Rapid Transit system.

The total project cost estimate for NICTD's West Lake Corridor Extension Project is \$605 Million. Capital costs will continue to be updated as the project and design are further refined.

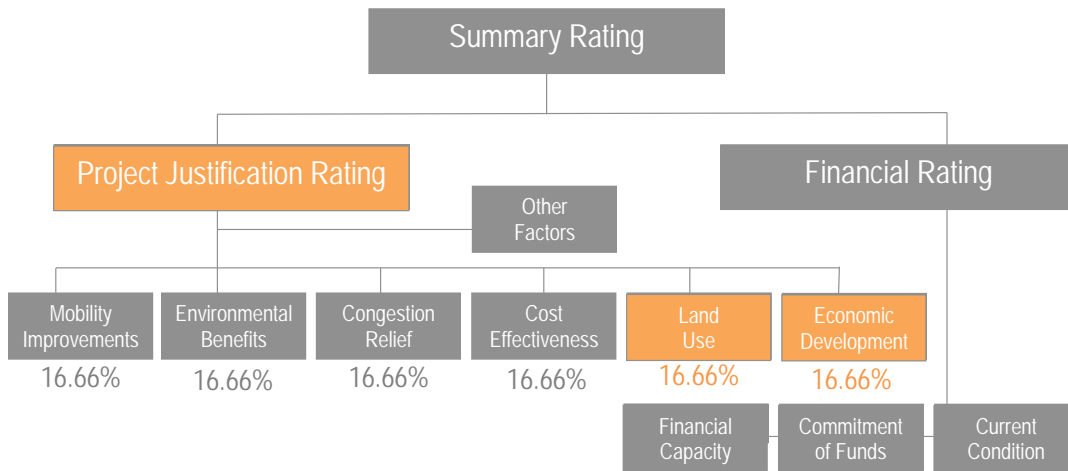
It is anticipated that the New Starts program will provide approximately 50 percent of the proposed West Lake Corridor Extension Project's capital costs once the project is fully advanced through the FTA's New Starts process. The non-New Starts costs would be covered by a combination of funding sources, including funding from the RDA, the State of Indiana, and local communities.

THE WEST LAKE CORRIDOR APPLICATION

For the New Starts application to be successful, community leaders must understand the application process and how to improve the West Lake Corridor Extension Project's chance of a high rating to ultimately secure funding. To accomplish this, Farr Associates and GB Arrington conducted a Leadership Workshop in November 2016 where key local leaders as well as the RDA and NICTD were coached on the New Starts application process and what the TOD plans should include to create a competitive application. *Figure 3* illustrates the components that factor into the New Starts evaluation of the West Lake Corridor Extension application.

The financial rating portion of the New Starts summary rating, worth 50 percent of the summary rating score, was secured by commitments from the RDA and communities. The project justification portion, constituting the other 50 percent of the summary rating score, has six subcomponents to it. Of these, the subcomponents that can be most influenced through planning and design are land use and economic development. For this reason, the West Lake TOD planning process focuses primarily on these two subcomponents.

FIGURE 3. New Starts summary rating components



Land use and economic development planning constitutes a third of the project justification rating.

Source: GB Arrington

TOD TYPOLOGIES

STATION AREA PLACE TYPES ANALYSIS

Part of planning for the potential West Lake Corridor stations is assigning place types by drawing on the Center for Transit Oriented Development (CTOD) and Reconnecting America's publication: *Station Area Planning*.¹ The CTOD typologies are a sorting tool and a way to show how the land uses around stations typically span a range of place types. In other words, station areas are made up of a variety of scales, intensities, uses, and building forms, and a one-size fit all strategy for station area planning will not be successful. Within each typology there is usually a large variety of place types since the development of station areas is shaped by the local context within which they sit.

The four proposed West Lake Corridor stations generally fit into two of the eight typologies CTOD uses: transit town centers (Hammond Gateway and Munster Ridge Road), and transit neighborhoods (South Hammond and Munster / Dyer Main Street).² There can be a variety within individual typologies since the planning for each station is a reflection of the context within which they exist, as is the case for the West Lake Corridor stations. Therefore, even though the West Lake Corridor stations fit into two of the same transit typologies, the scale, mix, and type of development envisioned for each station area can still be expected to develop differently within each typology.

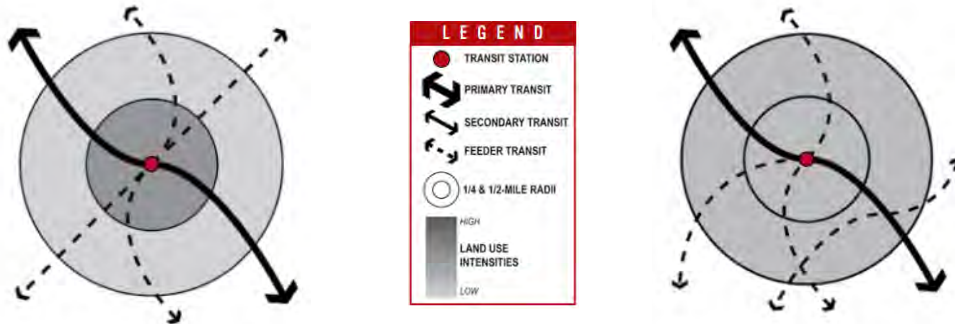
¹ See <http://www.reconnectingamerica.org/assets/Uploads/tod202.pdf>

² See CTOD Typologies and Precedents

CTOD TYPOLOGIES AND PRECEDENT PLACE TYPES

1. **Regional Center**
Chicago Loop, IL
2. **Urban Center**
Downtown Baltimore, MD
3. **Suburban Center**
Evanston, IL
4. **Transit Town Center**
Prairie Crossing, IL
5. **Urban Neighborhood**
University City in Philadelphia, PA
6. **Transit Neighborhood**
Capitol Hill in Washington D.C.
7. **Special Use/Employment District**
Camden Station in Baltimore, MD
8. **Mixed Use Corridor**
University Avenue in St. Paul, MN

THE CTOD STATION AREA PLANNING PUBLICATION DESCRIBES THE TWO TYPOLOGIES APPLICABLE TO THE WEST LAKE CORRIDOR STATIONS AS FOLLOWS:



Transit Town Centers function more as local-serving centers of economic and community activity than either urban or suburban centers, and they attract fewer residents from the rest of the region. A variety of transit modes serve transit town centers, and there is a mix of origin and destination trips – primarily commuter service to jobs in the region. There is less secondary transit service than the previous place types. Secondary transit lines feed primary lines, often at intervals timed to facilitate transfers at the primary transit stations. Residential densities are usually lower than in the previous place types, but there is still a good mix of both multi-family and single-family residential, as well as a mix of retail, smaller-scale employment, and civic uses. Densities are usually noticeably greater within a quarter-mile of transit stations than the half-mile radius. Examples include Prairie Crossing in Grayslake, Illinois; Suisun City in the San Francisco Bay Area, California; Roslindale Village, Winchester and other commuter neighborhoods outside Boston, Massachusetts; and Hillsboro outside Portland, Oregon.

Transit Neighborhoods are primarily residential areas that are served by rail service or high frequency bus lines that connect at one location. Densities are low to moderate and economic activity is not concentrated around stations, which may be located at the edge of two distinct neighborhoods. Secondary transit service is less frequent and less well-connected. There is often not enough residential density to support much local-serving retail, but there are often retail nodes. Transit neighborhoods are found within older urbanized areas that were developed as streetcar suburbs and in more recently developed suburban neighborhoods. Transit neighborhoods can offer significant development opportunities with the potential to provide residents with more housing, retail, employment and mobility options, similar to urban neighborhoods. Densities are usually evenly distributed in the half-mile radius around stations. Examples include Ohlone-Chynoweth outside San Jose, California; Plano, Texas; Barrio Logan in San Diego, California; and Capitol Hill in Washington D.C.

HAMMOND GATEWAY

Station Area Overview

TRANSIT TOWN CENTER TYPOLOGY

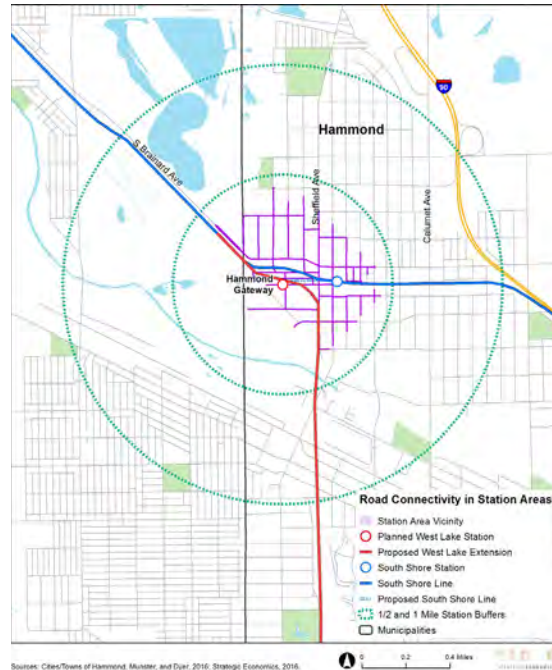
Envisioned as the densest station in the corridor, Hammond Gateway fits well with the transit town center typology in terms of intensity and use. The typology is characterized by a moderate-density mix of residential, commercial, employment, and civic/cultural uses. Hammond Gateway is envisioned to be the most intensely developed of the four proposed West Lake Corridor stations, and will accommodate a variety of uses including office, commercial, retail, and some residential.

LAND USE PATTERNS

Over half of the current land uses within the Hammond Gateway station area are composed of open space and public/quasi-public uses to the west, including parks and golf courses. These uses are concentrated on the Illinois side of the station area. Vacant land also constitutes approximately 12 percent of the total acreage within the half-mile station area. There is currently no convenient street access to the western and southern portions of the station area due to rail tracks.

GOSTLIN STREET IMPROVEMENTS

At the outset of this planning process, the Design Team learned that the City of Hammond was engaged in a separate street reconstruction project for the segment of Gostlin Street between the state line and Sheffield Ave. After a series of meetings between the City of Hammond, NICTD West Lake Corridor Extension Project Team, and the West Lake TOD Project's Design Team, the Gostlin Street design was modified to allow for a larger area of developable land in the Hammond Gateway station area.



RESOLUTIONS

The City of Hammond passed a resolution in August 2016, stating that for the West Lake Corridor Extension Project to receive any funding from the City of Hammond, the Hammond Gateway Station design must include a new train station where the existing South Shore Line would meet with the proposed West Lake Corridor Extension, in order to serve both lines with a single station. Additionally, the resolution instructed NICTD to locate all maintenance and train layover facilities west of Sheffield Ave and north of Hoffman Street. *See Figure 4.*

FIGURE 4. Compilation of resolutions passed by the City of Hammond related to the Hammond Gateway Station Area



Source: City of Hammond, Farr Associates

Not to scale 

SOUTH HAMMOND

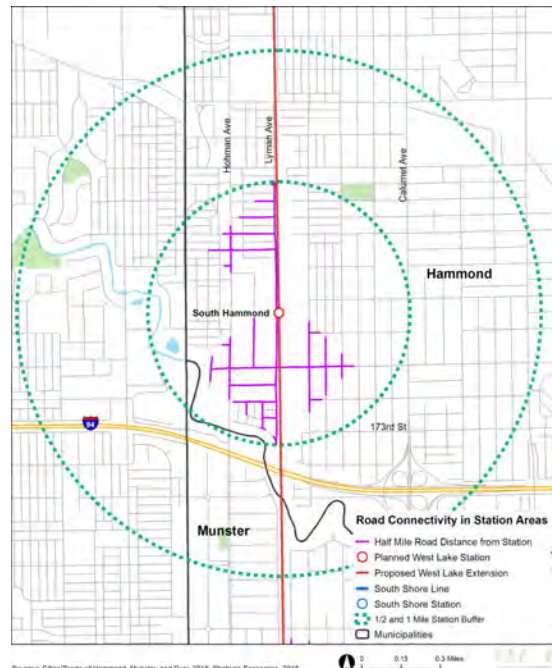
Station Area Overview

TRANSIT NEIGHBORHOOD TYPOLOGY

Envisioned as the least dense station in the corridor, South Hammond fits well with the transit neighborhood typology. This typology is characterized by a predominantly residential district organized around a transit station. The TOD working vision for the South Hammond station imagines a limited increase in intensity or change in the existing residential character. With enhanced streetscapes, wider sidewalks, multiuse paths, lighting, and easily accessible pocket parks, the South Hammond station area will be a desirable neighborhood within the City of Hammond.

LAND USE PATTERNS

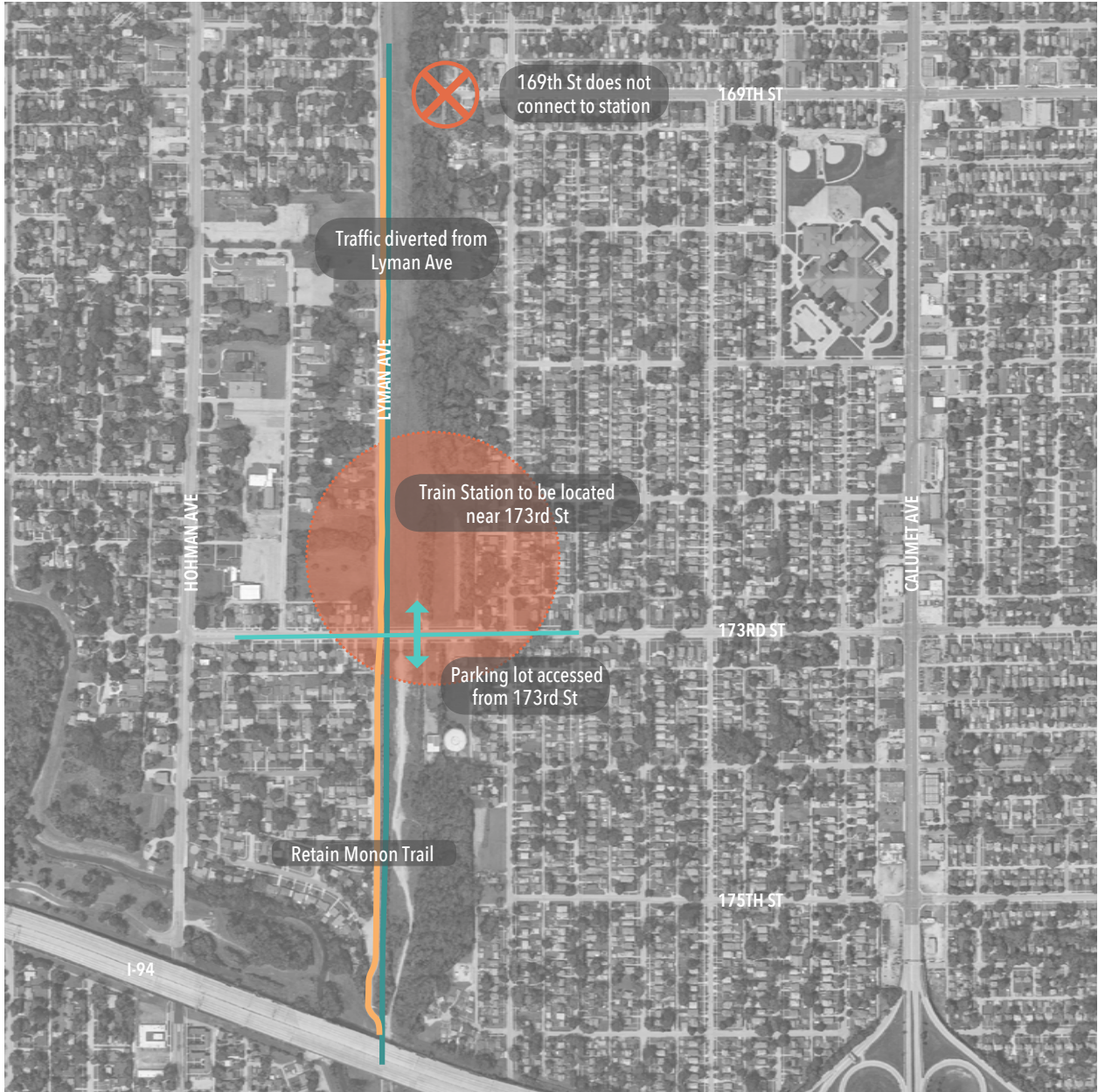
The South Hammond station area is predominately residential, with housing comprising two-thirds of the station area land. The recreational Monon Trail runs through the station area, parallel to the future West Lake rail tracks. There are several churches and some automobile-oriented services along Hohman Avenue, just west of the South Hammond station area. Automobile-oriented commercial uses also line Calumet Avenue, but are largely located outside the station area. Only a small portion of the station area can be accessed within a half-mile travel distance, given the existing street network. However, a few simple connections between the proposed station and the existing street grid would greatly enhance access to and from the station.



RESOLUTIONS

The City of Hammond passed two resolutions pertaining to the South Hammond station area in 2016. These resolutions stated that the station should be located closer to 173rd Street, with 173rd Street acting as the primary/only access point to the station and parking lot. Other requirements included that the Monon Trail remain intact (or be reconstructed within the existing right-of-way to maintain separation from the West Lake rail tracks), and have a dedicated crossing at 173rd Street. Furthermore, 169th Street should not connect to the station area and no station area traffic should be diverted onto Lyman Avenue. See *Figure 5*.

FIGURE 5. Compilation of resolutions passed by the City of Hammond related to the South Hammond station area



Source: City of Hammond, Farr Associates

Not to scale



MUNSTER RIDGE ROAD

Station Area Overview

TRANSIT TOWN CENTER TYPOLOGY

The TOD working vision for the Munster Ridge Road station includes a variety of land uses with higher density, pedestrian-friendly infrastructure, and new pocket parks and open spaces. Taking advantage of the intersection's high visibility, the intersection of Ridge Road and Manor Avenue is envisioned to transform into a vibrant mixed-use transit core with a variety of multifamily developments as well as commercial retail and services. The station fits well with the transit town center typology, which is characterized by a moderate-density mix of residential, commercial, employment, and civic/cultural uses.

LAND USE PATTERNS

Residential uses comprise nearly three-quarters of the Munster Ridge Road station area. Ridge Road and Calumet Avenue are commercial corridors with diverse mixes of eating and drinking places, neighborhood retail and services, and automobile-oriented businesses. Access to and from the proposed station is somewhat constrained by limited connectivity within surrounding single-family neighborhoods, although the station area features excellent access to the existing commercial uses along Ridge Road.

RESOLUTIONS

The Town of Munster passed three resolutions from 2016 to 2017. These resolutions stated that rail facilities and parking lots are to be screened from sight, the Monon Trail should be retained or improved, one of the three traffic signals on Ridge Road between Manor Avenue and the south segment of Harrison Avenue should be removed,

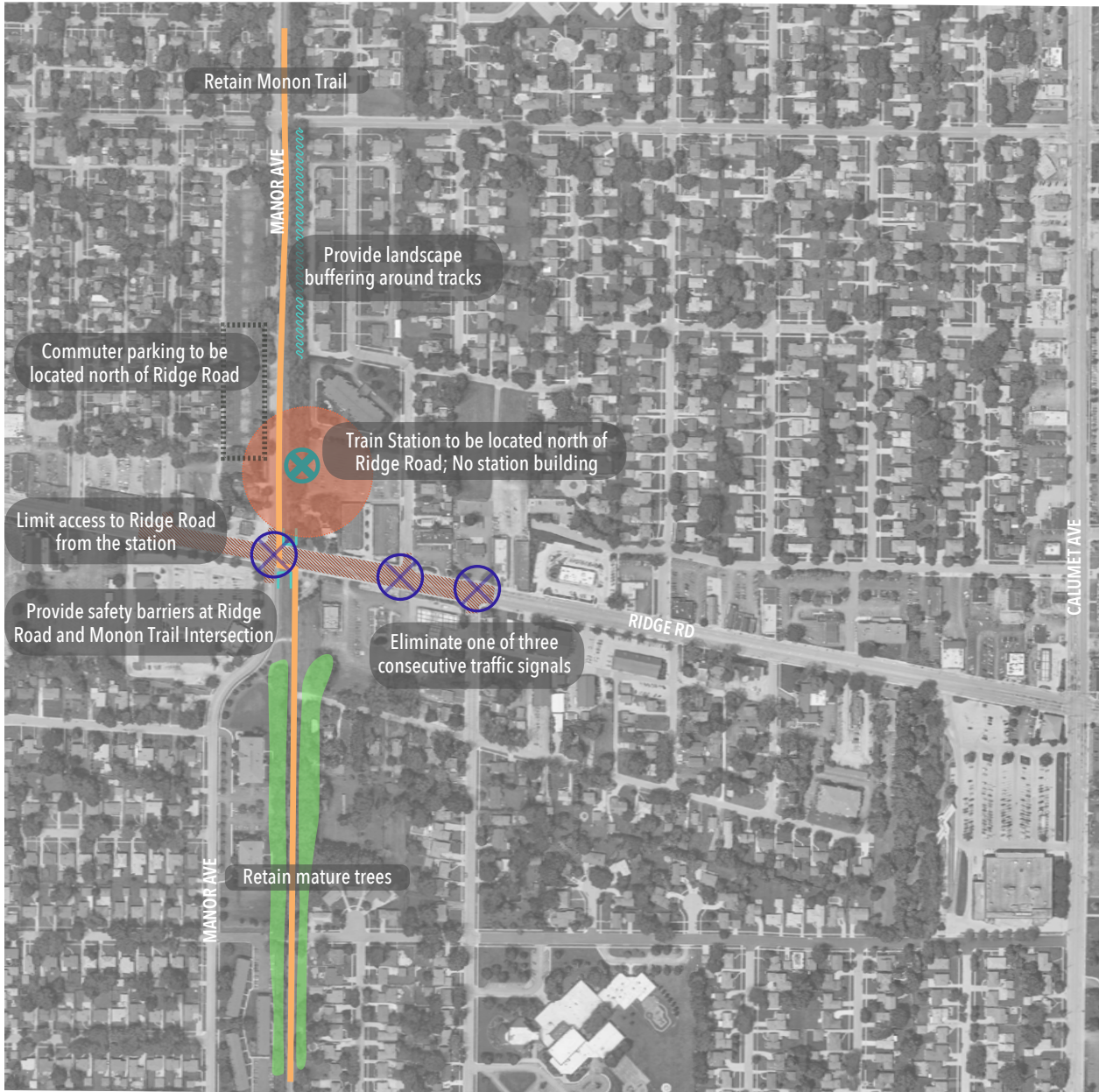


access to Ridge Road from the station parking lot should be minimized, and mature trees should be retained. Most adamantly, residents stated a preference for minimal impact on private property owners, ultimately prompting NICTD to move the station to the north side of Ridge Road.

STATION AREA MOVED

Due to the March 2017 resolution, the Ridge Road station was moved from south east of Ridge Road and Manor Avenue to the northeast corner of this intersection. This move alleviated the need for NICTD to acquire five private residential properties. The parking was also moved to the west side of Manor Avenue, requiring commuters to cross both Manor Avenue and the Monon Trail to access the station platform. See Figure 6.

FIGURE 6. Compilation of resolutions passed by the Town of Munster related to the Munster Ridge Road station area



Source: Town of Munster, Farr Associates

Not to scale

MUNSTER / DYER MAIN STREET

Station Area Overview

LAND USE PATTERNS

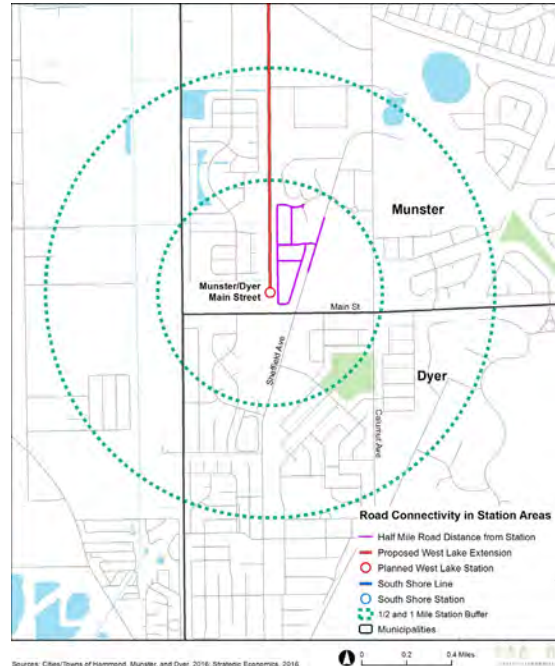
The Munster / Dyer Main Street station area is unique in that it is split between two communities: the Town of Munster and the Town of Dyer. Furthermore, this station is the proposed "end of the line" for the West Lake Corridor Extension. Typically, this means the station will have a larger catchment area of potential commuters. The Munster / Dyer Main Street station area is largely vacant, but surrounded by growing subdivisions of single-family homes. A small retail and office node exists at the intersection of Calumet Avenue and Main Street. Street connections are currently very poor in the station area, although construction of the station will include additional streets.

TRANSIT NEIGHBORHOOD TYPOLOGY

The TOD working vision for Main Street fits well within the transit neighborhood typology. This typology is characterized by a predominantly residential district organized around a transit station. The vision for the Munster / Dyer Main Street station area features growth of a new neighborhood with townhomes, multifamily housing, and neighborhood-serving retail and services concentrated around Main Street and the new West Lake Corridor line.

RESOLUTIONS

The Town of Munster passed three resolutions from 2016 to 2017 stating that Margo Lane should not connect to the future station area, a sidewalk should be added on the west side of Allison Road, and future bike facilities should be considered.



The Town of Dyer passed two resolutions in 2016 that stated that no streets in Dyer are to connect to the proposed Main Street extension (west of Sheffield Avenue) or to the proposed station area parking lot. Additionally, sight line and noise from train operations should be buffered from neighboring developments, and the station area design should include bicycle infrastructure. See Figure 7.

FIGURE 7. Compilation of resolutions passed by the Towns of Munster and Dyer



Source: Town of Munster, Town of Dyer, Farr Associates

Not to scale



PART TWO:
CREATE A
LONG-TERM VISION
VETTED BY THE
COMMUNITY

MARKET ANALYSIS

MARKET STUDY OVERVIEW

ABOUT THE MARKET STUDY

The West Lake TOD Project market study provides a roadmap for understanding the transformative, transit-oriented growth opportunities created by the introduction of the West Lake Corridor rail service. The following are key highlights from the full report, which can be located in the West Lake TOD Supplemental Studies document.

The market study provides a historical and regional context for understanding Northwest Indiana's market position today, and outlines how this position will change once commuter rail access to the Chicago Loop is introduced. This approach contrasts with conventional market studies that focus on current, short-term market conditions that merely reflect "business-as-usual" conditions. This market study instead captures the dynamic, evolving economic relationship between the Lake County, Indiana and Chicago, Illinois economies – the two places that the West Lake Corridor rail service is designed to connect.

Given that the date when the West Lake Corridor rail service will commence operations is uncertain and likely years away, the market study presents a long-term perspective on the evolving economic and market conditions – for both the Corridor and the individual future station areas – through the lens of fundamental development considerations impacting future growth potential. These fundamental considerations include: the transformative value of having fast, direct transit access to the most significant employment center in the region; the availability of multi-modal infrastructure (e.g., streets, sidewalks, bicycle access) connecting existing and future development directly to the West Lake Corridor

stations; the presence or absence of development opportunity sites; and complementing the scale and character of existing buildings.

The goal of this market study is to provide insight into how the West Lake Corridor rail service will reshape the real estate markets in Hammond, Munster, and Dyer, and to provide specific direction about what uses and investments should be incorporated into the station area plans. This market basis will inform plans that are flexible, and responsive to changing market conditions, and ready to encourage development.

SETTING THE ECONOMIC AND MARKET CONTEXT

The introduction of West Lake Corridor rail service to Northwest Indiana is partly in response to changing conditions in the regional economy and the way that this economic transformation has played out in the real estate market. Growth trends and the changing composition of the economies in Lake County, Indiana, and Cook County, Illinois, demonstrate that Cook County has better weathered the shift from an industrial-focused economy to a service-focused economy. While industrial and manufacturing jobs have dramatically declined in both counties since the 1970s, a higher share of the growing services jobs in Cook County are in professional, office-based industry sectors; however, services jobs in Lake County are more heavily concentrated in industries meeting basic household needs rather than in innovation-focused professional and technical industries. Cook County's economy has grown by 20 percent since 1970, versus a mere 5 percent in Lake County.

The destination station areas in the Loop alone contain 1.5 times as many jobs as in all of Lake County, and currently nine percent of employed Lake County residents work in Chicago. Given these economic trends and the West Lake Corridor’s focus on connecting households in the Corridor to job destinations in the Chicago Loop, the primary economic benefit of the rail service will accrue to current and future Lake County households with a worker whose job is in the Loop.

CORRIDOR-WIDE DEMAND FOR TRANSIT-ORIENTED HOUSING, OFFICE, AND RETAIL

The West Lake Corridor rail service will provide a regionally significant commuter transit connection – comparable to many Metra-served communities – thus allowing the station areas in Hammond, Munster, and Dyer to compete throughout the county and the greater region for a wider variety of households, including those that might prefer car-free, fast, and comfortable access to jobs in Chicago. In the long run, the transit service may also influence future location decisions for businesses seeking space in Lake County. Many businesses are finding that to attract and/or retain younger workers, they need to offer multiple options for commuting to work, rather than assuming that most people will drive alone to their jobs.

Strategic Economics estimated short-term and long-term demand for transit-oriented residential, office, and retail uses at the regional- and corridor-wide scale. Demand was measured using a “top-down” approach, in which the countywide pool of demand was measured, followed by the corridor’s potential to capture this demand. This method recognizes that the West Lake Corridor station

areas will feature unique competitive benefits that reorganize market activity at a scale beyond the immediate station area. This contrasts with a “bottom-up” approach based on local market area conditions, which tends to underestimate the impact of transit service on reorganizing regional market demand.

The West Lake Corridor station areas could collectively capture **latent unmet demand for approximately 2,580 TOD-compatible housing units today**. By 2040, total potential TOD demand for West Lake Corridor station areas is estimated to **grow to between 4,000 and 4,640 total housing units**. “TOD-compatible” housing refers to townhome and multi-family housing, both of which are relatively dense compared to single-family homes and can be designed to support pedestrian activity. The “latent demand” estimate describes today’s Lake County households that would choose to locate in a TOD’s diverse housing types – if the option were available.

Jobs in industries that are likely to cluster in transit-served, higher-density employment centers – including professional and technical services; information; and finance, insurance, and real estate – will generate **demand for roughly 360,000 square feet of office space in 2040**. Little short-term or existing demand for significant office development exists in the West Lake Corridor station areas due to high existing regional vacancy rates, slow countywide employment growth, and because the station areas are not well-positioned to take advantage of existing regional transportation access or local amenities.

The corridor can also support an additional increment of retail serving the new households

near transit stations. Households associated with the housing units included in the “latent” housing estimate would generate **demand for 19,000 square feet of retail** likely to be captured in the station areas, while **households in the 2040 estimate would generate demand for between 29,500 and 34,500 square feet of retail.**

This retail demand estimate describes neighborhood-serving retail demand (e.g., drug stores, restaurants/bars, grocery stores, personal services) that would be generated by projected household growth. The station areas do not offer a significant opportunity to develop a major retail destination that attracts shoppers from a large area, since the station areas generally lack large quantities of underutilized commercial land, and/or are not located near major regional highways.

TIMING, PHASING, AND TYPES OF TRANSFORMATIVE DEVELOPMENT

Today, the corridor communities overwhelmingly consist of low-density housing and low-density commercial development oriented to arterial streets and freeways. Recent development activity has continued this pattern.

Despite this trend, the existing building stock bears little relation to what is possible in the future. The introduction of TOD in the station areas represents a completely new type of development opportunity in Lake County. The transit will allow Lake County to capture demand from households that prefer to trade space and land in favor of an easy transit commute, lower car use and ownership, and easy pedestrian access to transit and services.

Planning, investments, assistance, and incentives will be needed to help leverage the value of

new transit access. Station area planning sends market signals to developers by showing that the community is ready for a new type of growth. Complementary investments in connective pedestrian, bicycle, and road infrastructure can indicate the public sector’s financial commitment to achieving a successful transit-oriented district. And development incentives can spur early development activity, while “proving” market appetite for new models of housing and commercial uses.

The introduction of West Lake Corridor rail service will have an immediate impact on the housing markets in Hammond, Munster, and Dyer. The rail service will create demand for living in the station areas, given its connection to jobs in the Chicago Loop and the already residential nature of most station locations.

Developers are likely to start considering slightly higher-density housing product types in the station areas as rail service becomes more of a reality (i.e., as funding is committed and construction timelines are announced). Products could include townhouses, two- to three-story multi-family housing, and limited amounts of higher-density, four- to five-story midrise housing. Housing demand will be accommodated in a variety of product types over time.

In the shorter term, the service and design of the West Lake Corridor line provide little benefit for jobs in Lake County, since the proposed transit stations are not located within or immediately adjacent to existing employment concentrations. Over the long term, however, rail service will benefit office and office/flex uses, and growth in office-based jobs could create an opportunity to target commercial development near stations with the most robust commute-direction rail service.

TRANSIT AND THE TYPICAL TOD SEQUENCE

The following provides an overview of when and what type of private market activity typically occurs as new rail-based transit is planned, funded, built, and operated. This sequence also provides the framework for determining how the public sector should craft strategies to accelerate private investment and development activity.

LEVERAGING NEW TRANSIT SERVICES

New well-planned transit service enhances the desirability of living or working near a station by providing consistent, convenient, and low-cost access to major destinations (primarily job centers). This improved desirability can directly translate into higher property values, sales prices, and rents, since residents and businesses are willing to pay more for this convenience. As such, the private sector typically responds to transit as a significant amenity that can yield a value premium for both existing properties and future development. However, since transit only amplifies existing market strengths, this amenity does not overcome existing market weaknesses. Therefore, to understand the benefit transit can bring to any location, the analysis must start by considering the existing market context and identifying ways to overcome as many barriers or challenges as possible. This approach ensures that transit will have a positive impact on its station areas, even in weaker market locations.

TOD MARKET SEQUENCE

Taking a new transit line from concept to operations is a multi-year process. This process is public and involves stakeholder input at many points, which gives property owners, developers, and real estate investors plenty of opportunity to become aware of a transit project and to

start making investments based on the future value transit will bring. In the early phases of the process, the potential future benefit can be very speculative, since the line has not been funded. As each stage in the transit planning process is completed and the reality of the transit line becomes more certain, the development opportunities become less speculative and less risky. As the level of risk declines, investment typically increases. While there is no predictive model of real estate investment along transit corridors, studies of real estate activities along recently built transit lines do indicate that there is a general pattern of investment. This “TOD market sequence” is described below and illustrated in *Figure 8*.

Project Development: The earliest phases in the transit planning process involve identifying a “locally preferred alternative” for the actual transit alignment, and completing the necessary environmental assessment work (including preparing an environmental impact statement [EIS]), identifying a local funding source, and adopting the proposed project into the region’s long range transportation plan. During this phase in the process, the private market primarily reacts through land speculation (i.e., acquiring properties with the expectation that they can later be developed or sold for a profit to a developer), because property values tend to be low relative to their later value after the transit line is built.

Engineering and Funding Agreements: Once the preferred alignment has been selected and the environmental process is completed, the transit line moves into the design and engineering phase. At this point, the project undergoes iterative

review from the FTA New Starts program, which ranks the project against federal performance standards. These rankings determine if the project will eventually receive federal support. Once a project moves into the New Starts process, real estate investment along the corridor continues primarily in the form of more extensive land speculation, including more land assembly. In strong market areas, some residential construction, reinvestment in existing buildings, and adaptive reuse will start to occur in this phase.

Construction: If the transit project receives funding through the New Starts program, then construction commences. At this point, market activity tends to accelerate with more land assembly, increased property values of existing homes and commercial space, and some new

residential construction. However, because property values are increasing, speculative activity tends to decrease and property acquisitions better reflect actual development potential rather than future opportunity. In the initial years, most development tends to favor residential products because commuters are the first to take advantage of the new transit accessibility. New office construction can be very limited and is more dependent on many market factors beyond just the new transit access.

Rail Operation: Once transit is opened and fully operational, values of existing homes and commercial properties, property assembly, and new construction of residential and commercial uses continue to increase over time based on underlying market cycles.

Figure 8. New transit and the TOD market sequence

West Lake Corridor Approx. Timeline	2014-2017	2017-?	Completed ~2022	Ongoing
Speculative property acquisition	●	●	●	●
Increasing property assemblage			●	●
Some new residential construction in strong market areas		●	●	●
Adaptive reuse for housing and small office		●	●	●
Increasing values for existing homes/commercial spaces			●	●
Some new office construction in strong market areas			●	●

Source: Strategic Economics, 2017

● Size corresponds to magnitude of investment activity

STEPS MUNICIPALITIES CAN TAKE TO ACCELERATE TOD MARKET POTENTIAL

The TOD market sequence described in the prior section should be considered the “average” or normative sequence for market response to new transit service. However, the reality is that the pace and magnitude of TOD growth and investment activity at any specific transit station are largely determined by the underlying market strength and existing land use context within the particular neighborhood into which transit is introduced. A community can take proactive steps to “get the ball rolling” on attracting TOD by reducing barriers and risk to private investment, and by leveraging local assets to create value. This section describes the steps for crafting and implementing “market accelerator” strategies that address market issues, including short-term activities and long-term public investments.

The following steps can assist local planning practitioners, transit agencies, community members, and other stakeholders in determining an approach to leveraging public sector activities and investments to attract, shape, and accelerate private investment. Each step of the process is focused on working with existing market forces, making strategic incremental investments, and reducing risk while creating value for developers. The steps identify actions that should be accomplished as part of the early planning process for incentivizing and managing TOD investment, and are directly applicable to the future West Lake Corridor station areas. Note, however, that these steps may be somewhat general and require further refinement prior to each community adapting its own TOD strategy; the strategies will also likely require further modification as conditions change over time.

STEP 1: ASSESS EXISTING ASSETS/STRENGTHS

The first step is to understand existing market assets, strengths, and other opportunities that can be leveraged to overcome barriers to unlocking private market potential for fulfilling a TOD vision. These assets should represent ways to easily and quickly enhance investment potential without requiring large amounts of public investment, and can also provide important context for the community visioning process and an early indication of potential implementation strategies.

The West Lake TOD Project covers much of this step for the future station areas in the market study, which showed that the West Lake Corridor represents a unique opportunity for corridor communities to build on their existing assets. Among these assets, the recreational Monon Trail provides a link to improve connections between housing and transit. Additionally, all four stations have a significant amount of underutilized and vacant property that could be potentially developed over time for TOD housing, some office, and neighborhood-serving retail and services.

STEP 2: ESTABLISH A VISION

A long-term vision for a TOD station area guides future growth and investment, and serves as a roadmap for determining public sector implementation activities and infrastructure investments. A strong vision allows a local government to prioritize the most critical improvements, while maintaining the flexibility to respond to changing market cycles and take advantage of new funding and other opportunities as they arise.

Station area planning efforts are also a way to reflect community aspirations and build consensus around a shared vision and understanding of priorities for the future, based on a clear understanding of existing assets and strengths. This consensus sends market signals to developers, demonstrating that the community is ready for a new type of growth and investment. The vision also lowers risk and increases value for developers by providing clear direction regarding acceptable and unacceptable development types, expected development standards, and anticipated future investments.

This step was completed as part of the West Lake TOD Project. The TOD planning process helps to generate shared consensus around visions for the station areas, which can then be used to guide future policy and investment decisions.

STEP 3: IDENTIFY IMPLEMENTATION STRATEGIES

Market accelerator strategies constitute a comprehensive, multi-jurisdictional set of incremental actions that seek to reduce barriers to private market investment, build value, and direct investment in TOD. Market accelerator strategies should represent early, relatively low-cost, high-impact investments and actions to lay the groundwork in an area, rather than focusing on implementing the biggest and most complex projects immediately. These efforts should incorporate communication and outreach activities to publicize changes. By starting with small steps and moving forward incrementally, local governments can help build market confidence, attract private investment, and create value, opening up future opportunities to fund larger and more expensive catalytic investments.

Market accelerator strategies include removing regulatory barriers; creating easily-implemented incentives; and implementing low-cost, ongoing projects and programs. Higher-cost, later-phase actions include investments in major capital projects – including significant infrastructure – and investments in catalyst projects such as constructing new public facilities.

STEP 4: INVOLVE KEY PARTNERS AND PARTNERSHIPS

TOD and infill strategies can involve many players in implementation, including various local government departments, transit agencies, regional planning agencies, state and federal agencies, and private developers. Effective strategies consider which public agencies and private entities will play a role in implementation, and which will take the lead in implementing each project.

Implementing a TOD plan is not just about writing the document, taking an adoption vote, and then waiting for market forces to deliver. The best and most transformational plans all have strong support from elected officials and strong leadership from municipal staff. Implementation will require mutual collaboration between jurisdictions and municipal departments, and sometimes the greatest impact can come not from spending large amounts of money, but from small, strategic actions. In addition, while any municipality has a critical role in implementing a plan, many implementation activities will extend beyond the municipality's capacity or purview. These activities, in fact, require cooperation and/or collaboration with other key partners to be realized. In some cases, implementation

responsibility and funding may need to be spread across multiple actors and funding/financing sources.

STEP 5: ESTABLISH A FUNDING AND FINANCING STRATEGY

The final step is to craft a funding and financing strategy that prioritizes and phases the necessary actions to implement the market accelerator strategies. Communities need to consider each action’s relative impact, magnitude of cost, availability and timing of funding (including relationship to development or value increases), and whether any part of each action can be phased over time. A successful funding and financing strategy will require breaking down large-scale and long-term projects into incremental steps over time. Communities rarely have sufficient funds to meet all of their infrastructure needs upfront. Instead, successful funding and financing strategies look for whatever early sources of money are available to “get the ball rolling,” as previously discussed.

MARKET ACCELERATOR STRATEGIES

A full memo of market accelerator strategies can be located in the West Lake TOD Supplemental Studies document, which explains the process of creating a funding and financing strategy for the West Lake Corridor TOD station areas. This memo also identifies potential funding tools, their timing of availability, and their applicability to station area needs.

HAMMOND GATEWAY

The Hammond Gateway station area has limited short-term development opportunities, but there is potential for future development of office/flex-based employment uses. The Hammond Gateway station area is in a relatively undesirable market location – with low to moderate residential and commercial values – and is isolated by surrounding rail lines, natural land, and vacant land. Despite these drawbacks, the station will be located in the commute direction to/from Chicago on both the South Shore and future West Lake Corridor rail lines. The station could leverage this access, along with its proximity to Downtown Hammond, to become a secondary employment destination. Additional investments and incentives would be needed to resolve weak market demand and infrastructure needs. The station placement and design would also need to consider future development opportunities; potentially waiting for larger development opportunity sites to become available.

CONSTRAINTS

- The Hammond Gateway station area is located in a weak market area for both office and residential uses, with high office vacancy rates, low to moderate household incomes, and low to moderate home sales prices for an aging housing stock.
- The existing road network and barriers created by railways limit circulation within the half-mile station area, with no easy access to its western half.
- Due to surrounding rail lines and other connectivity challenges, currently available developable land is limited.

Hammond Gateway vicinity population:	4,659
Median household income (2014 \$):	\$28,931
Owner-occupied households:	70%
% Employed residents taking public transit:	13%
% Employed residents working in Chicago:	9%

- The design and placement of the station and its parking lots will influence whether adequate contiguous land exists near the station to allow commercial development.

OPPORTUNITIES

- The intersection of the existing South Shore Line and future West Lake Corridor line will create excellent and fast transit access for Lake County commuters. The station is also located on the way to/from Chicago, and will therefore offer excellent commute service in both the rush hour and off-peak periods.
- The Hammond Gateway station area features significant underutilized or vacant land that could potentially be developed over time with office or office/flex uses if adequate transportation connections are built.
- Station parking lots could become future development opportunity sites (*see Figure 9*). Additionally, the parking lot for the existing Hammond South Shore Line may be vacated once the Hammond Gateway Station is constructed and could, therefore, open up additional land for development.
- Hammond’s existing central business district is less than a mile from the proposed Hammond Gateway station. The two areas could be linked with bicycle, pedestrian, and transit connections.

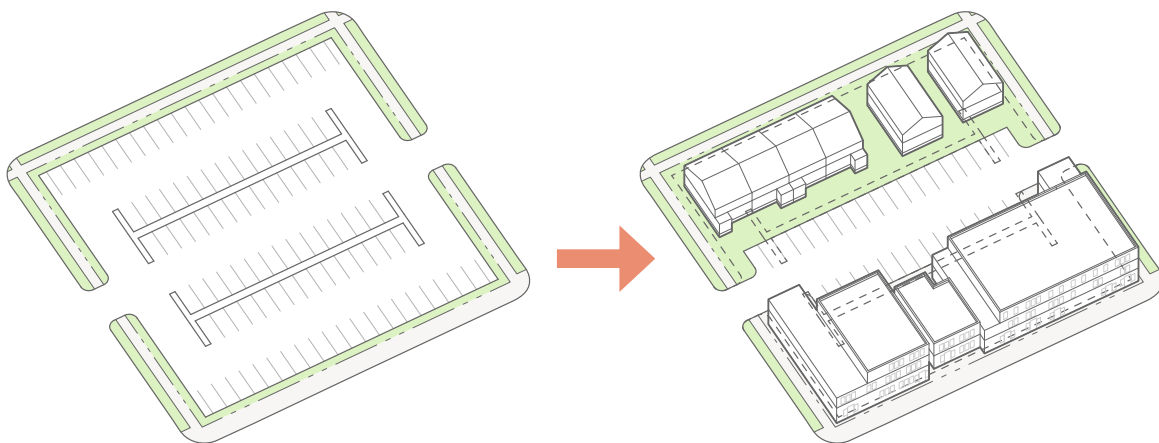
TOD IMPLICATIONS

- Although short-term opportunities are limited due to existing constraints, the station area could eventually emerge as an employment location with office and/or industrial/flex/

research & development space. Housing opportunities are also possible, but will require public investment and creative development.

- The creation of an employment center in the Hammond Gateway station area will be reinforced by the housing built near other West Lake Corridor stations to the south, since these residents could easily commute via the rail service. In addition, as the Hammond Gateway station is also located on the South Shore Line, expanding access to this new employment center.
- Creating an employment center would further the desire for housing near stations to the south and to the east, since employment in the Hammond Gateway station area would allow the West Lake Corridor and South Shore Line to serve commutes to another destination in addition to Chicago.
- Multimodal access (including road improvements) is critical for supporting the Hammond Gateway station area as an employment center, since many workers would still arrive by modes other than rail.
- Land supply constraints will need to be resolved, since development capacity for 300,000 to 500,000 square feet of office/flex space may be needed to attract development and business interests, and to create an employment center.
- The station placement and parking lot design should incorporate consideration of future development opportunities (see Figure 9).
- Given the weakness of the current commercial market at the station area, development activity may need to be accelerated through public investments, actions, and partnerships. Without such interventions, privately-driven development activity is likely to occur slowly at the Hammond Gateway station area.

Figure 9. Parking lots as future development sites



Source: Farr Associates, 2017

SOUTH HAMMOND

The South Hammond station area could potentially accommodate small-scale residential infill development in existing residential areas, along with modest amounts of higher-intensity residential and limited retail uses along Hohman Avenue and Calumet Avenue. Infill opportunities in existing residential neighborhoods could include small-lot single-family homes, paired homes, and townhomes. The market study indicates that any future apartment/condominium buildings in the area would likely be limited to a maximum of three- to four-stories in height with surface parking (not shown in Vision Plan). Relatively straightforward connectivity improvements between the station and surrounding streets will greatly enhance the station area's value as a TOD.

CONSTRAINTS

- The station currently lacks connections to surrounding streets.
- Few major development opportunity sites exist, since much of the station area is built out with single-family homes.
- It is challenging to develop higher-density housing in this area due to smaller lot sizes and conflicts with existing single-family homes.
- The station area lacks the regional accessibility and visibility to become a major regional retail or office destination in the near term.

OPPORTUNITIES

- Fifteen percent of residents in the South Hammond station area work in Chicago – the highest share among all West Lake Corridor stations. These residents do not necessarily work in the Loop, but interest in the rail service is likely to be high.

South Hammond vicinity population:	7,605
Median household income (2014 \$):	\$49,339
Owner-occupied households:	74%
% Employed residents taking public transit:	5%
% Employed residents working in Chicago:	15%

- Existing commercial corridors on Hohman Avenue and Calumet Avenue feature underutilized sites that could potentially be developed over time.
- Development of underutilized sites on commercial corridors would minimize conflicts with adjacent homes, although heights and densities would still need to be limited.
- Additional residential units will help to support existing and future retail and services along Hohman Avenue and Calumet Avenue corridors.
- Relatively minor connections between the station and surrounding streets would greatly enhance pedestrian, bicycle, and automobile connectivity within the station area.

TOD IMPLICATIONS

- Relatively straightforward connectivity improvements between the station and surrounding streets will greatly enhance the station area's value as a TOD.
- Future infill development in this station area must be sensitive to the existing context of lower-density single-family homes.
- Infill opportunities in existing residential neighborhoods could include small-lot single-family homes and townhomes.
- Higher-intensity housing and/or smaller increments of retail and office uses should be directed to the Hohman Avenue and Calumet Avenue corridors. Given the surrounding low-density context and likely limited market values achievable in the station area, multi-family housing is likely to be limited to a maximum of three to four stories in height, with surface parking.

MUNSTER RIDGE ROAD

The Munster Ridge Road station area could accommodate some higher-intensity housing along commercial corridors. Most housing product types should be fairly low-intensity and vary depending on proximity to existing housing; these infill product types closer to existing residential areas could potentially include townhomes and lower-density multifamily products. However, limited amounts of higher-intensity housing products are appropriate along Ridge Road and Calumet Avenue. These product types could potentially rise up to four stories; developers are likely to prefer surface parking to reduce construction costs. This station area is unlikely to emerge as a regional destination for retail or office uses, but some intensification of these uses is supportable on Ridge Road and Calumet Avenue.

CONSTRAINTS

- Development activity will be constrained by the limited availability of vacant sites; existing commercial uses along Ridge Road and Calumet Avenue generate revenue for property owners and are unlikely to redevelop in the near term.
- Much of the land in the station area is already built out with single-family homes.

OPPORTUNITIES

- The Munster Ridge Road station area is a stronger housing market area, with examples of recently-built multifamily housing projects up to four stories in height.
- Eventual development opportunities primarily exist along Ridge Road and Calumet Avenue, which feature larger commercial properties.

Munster Ridge Road vicinity population:	7,210
Median household income (2014 \$):	\$50,602
Owner-occupied households:	73%
% Employed residents taking public transit:	6%
% Employed residents working in Chicago:	4%

- Development along Ridge Road and Calumet Avenue would pose fewer land use conflicts with existing single-family home neighborhoods.
- There is strong long-term market potential in this station area for mixed-use housing with retail, or intensification of retail on existing commercial sites.

TOD IMPLICATIONS

- Housing product types should be fairly low intensity and vary depending on proximity to existing housing.
- Infill product types closer to existing residential areas could potentially include townhomes and lower-density multi-family products.
- Limited amounts of higher-intensity housing products are appropriate along Ridge Road and Calumet Avenue. These product types could potentially rise up to four stories; developers are likely to prefer surface parking to reduce construction costs.
- While the station area is unlikely to emerge as a regional destination for retail or office uses, some intensification of these uses is supportable on Ridge Road and Calumet Avenue. Both streets feature good visibility, access, and high traffic volumes. Future housing growth will support demand for complementary retail.
- Concentrating future TOD development along Ridge Road, Calumet Avenue, and near the station will require relatively few new street and pedestrian connections. However, additional pedestrian improvements are likely to be needed.

MUNSTER / DYER MAIN STREET

Munster / Dyer Main Street vicinity population:	5,745
Median household income (2014 \$):	\$73,079
Owner-occupied households:	85%
% Employed residents taking public transit:	4%
% Employed residents working in Chicago:	2%

The Munster / Dyer Main Street station area features large amounts of vacant land, but is likely to be limited in development intensity to ensure compatibility with existing housing. There is potential for future vertical mixed-use development and/or intensification of neighborhood-serving retail and office uses at the intersection of Calumet Avenue and Main Street. Beyond that area, future housing product types should be fairly low-intensity to complement surrounding neighborhoods and match Munster and Dyer's competitive advantages in offering larger housing options. Products near the station can potentially include townhomes and/or lower-density multi-family products up to three stories in height, with surface parking.

CONSTRAINTS

- Much of the available land within the station area is currently expected to be developed as large-lot single-family housing, comparable to existing housing.
- The station area also poses major connectivity challenges for TOD, with few road connections and minimal pedestrian infrastructure.
- Additional infrastructure will be necessary to create safe pedestrian and bicycle connections to the intersection of Calumet Avenue and Main Street. Main Street is currently configured as a two-lane rural road with no shoulders or sidewalks.
- Few residents of existing nearby households currently commute to Chicago.

OPPORTUNITIES

- Housing near the station site is desirable and attracts households with high incomes.
- The large amount of vacant land surrounding the station presents a variety of growth options, with opportunities to optimize future streets and land use regulations to maximize TOD potential.
- Land adjacent to the station is well-positioned for future housing development.
- The intersection of Calumet Avenue and Main Street is already a commercial node, with potential for future retail and office growth and reinvestment.

TOD IMPLICATIONS

- There is potential for future vertical mixed-use development and/or intensification of neighborhood-serving retail and office uses at the intersection of Calumet Avenue and Main Street.
- Future housing product types should be fairly low intensity in order to complement surrounding neighborhoods and match Munster's and Dyer's competitive advantages in offering larger housing options.
- Products near the station can potentially include townhomes and/or lower-density multi-family products up to three stories in height, with surface parking.

STATION AREA VISION PLANS

STATION AREA VISION PLANS OVERVIEW

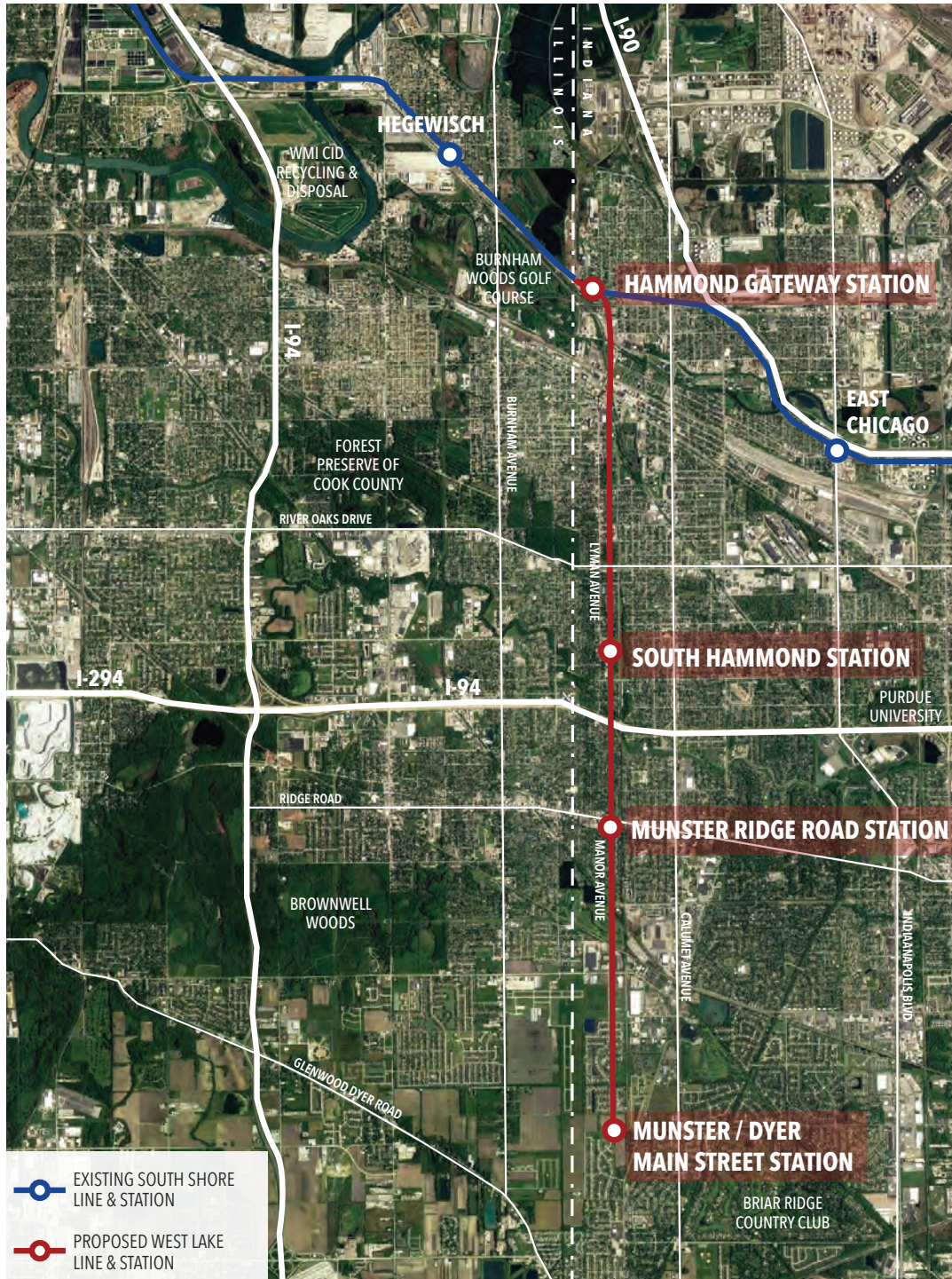
The planned West Lake Corridor Extension Project will expand commuter rail service in Lake County, Indiana by adding a second branch line to the existing South Shore Line service. The approximately eight-mile West Lake Corridor Extension Project proposal includes four stations: Hammond Gateway, South Hammond, Munster Ridge Road, and Munster / Dyer Main Street. The introduction of the West Lake Corridor commuter rail service will create a new connection to the Chicago Loop and present new opportunities for the City of Hammond, Town of Munster, and Town of Dyer to compete for a greater share of the Chicago region's future housing demand and economic expansion. However, capturing those opportunities requires reorienting the private real estate market to recognize the value created by the West Lake Corridor's new, direct transportation connection to the largest job center in the region. The TOD planning process helps accomplish this goal by creating a shared vision of the future and examining strategies to accelerate private and public investment.

The following pages illustrate the preferred vision for each station area. These plans are based on a combination of NICTD's West Lake Corridor Extension plans, the West Lake TOD Project's market study analysis (*see pages 25-38*), and community input (*see pages 42-49*).

CONCEPTUAL ILLUSTRATIONS

The land acquired by NICTD for the West Lake Corridor Extension Project for station area transit parking is intended to be used as parking. Depending on local plans adopted by city and town jurisdictions, market conditions, transit agency goals and procedures, and approval by the FTA, transit commuter parking may be redeveloped into transit supportive land uses in the future. The following station area vision plans are a conceptual illustration of how the parking areas may be redeveloped by the city and town jurisdictions. The transit use of any redeveloped property will be retained and protected and is subject to the review of the FTA.

FIGURE 10. Existing South Shore Line and proposed West Lake Extension line



COMMUNITY ENGAGEMENT

At the center of the West Lake TOD Project lies extensive community engagement. The Design Team engaged with various stakeholders and community members that would be affected by the West Lake Corridor Extension Project and any development that would be located in the four station areas.

STAKEHOLDER INTERVIEWS

To kick off the engagement process, Farr Associates spent one day in each community interviewing a number of key stakeholders and elected officials. Stakeholders were primarily identified through conversations with the Design Team's point of contact in each community to ensure a broad representation of interests.

PROJECT WEBSITE

Farr Associates created a West Lake TOD Project website to facilitate engagement with community members who were unable to attend in-person meetings. The website acted as a hub for contacting the Design Team, reading frequently asked questions about the project, accessing previous presentations, and as a resource to participate in Online surveys about development preferences in the station areas. *For more visit: westlaketod.civicpage.com.*

STEERING COMMITTEE

A steering committee with representatives from all three communities, the RDA, NICTD, and local West Lake interests was assembled to help guide the TOD planning process. The steering committee met at three strategic intervals over the course of this project to provide preliminary comments on proposed development schemes as well as guide the Design Team throughout the TOD Project.

LEADERSHIP STRATEGY SESSIONS

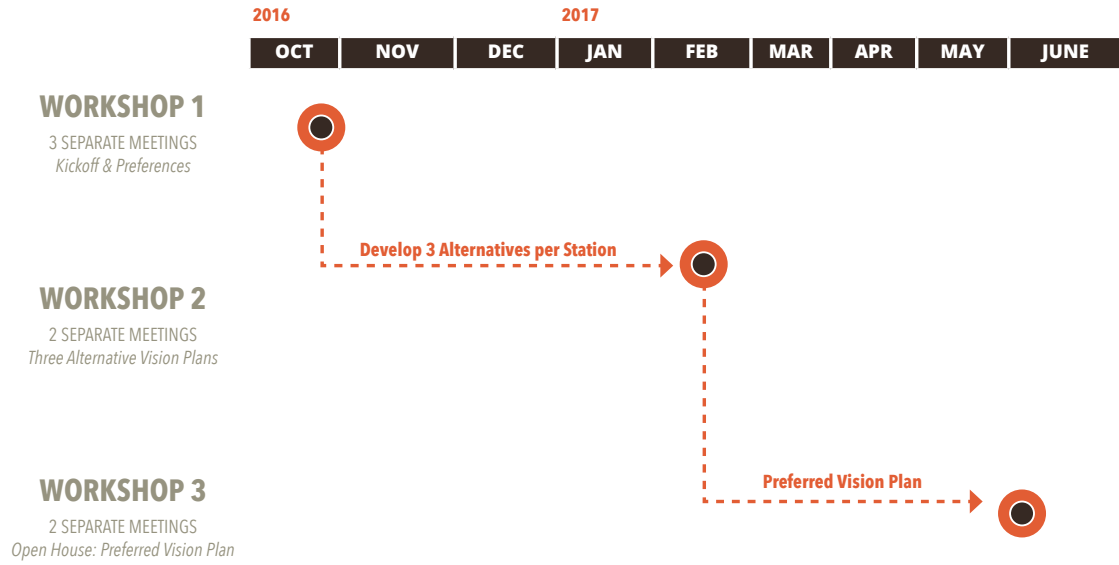
Two leadership strategy sessions were conducted during this planning process. The first, held in November 2016, was led by FTA New Starts consultant GB Arrington. During this meeting, the steering committee was given a presentation that outlined elements of a successful New Starts application and how, specifically, the West Lake communities could leverage their assets to make a stronger application. The steering committee was able to ask questions of GB Arrington and gain a better understanding of the New Starts process. This was critical, as these key members of their respective communities will need to guide the process forward at the conclusion of the West Lake TOD Project.

The second leadership strategy session was led by Dena Belzer, President of urban economics consulting firm Strategic Economics, based in Berkeley, California. Having completed market and feasibility analyses for numerous TOD planning projects, Dena walked the steering committee through funding and financing strategies specific to the West Lake Corridor, as well as an overview of the feasibility of proposed development in the area. This memo in its entirety can be located in the West Lake TOD Supplemental Studies document.

PUBLIC WORKSHOPS

Three groups of workshops, for a total of seven community meetings, were held over an eight month period to gather feedback from each community on its preferences for proposed development and infrastructure improvements in the four station areas (*see Figure 11*). For an in-depth look at these meetings, see the following pages.

Figure 11. West Lake TOD Project public workshop schedule



Source: Farr Associates, 2017

PUBLIC WORKSHOP #1

In October 2016, Farr Associates conducted Public Workshop #1, which included three public meetings in the City of Hammond, the Town of Munster, and the Town of Dyer. Residents were briefed on the West Lake TOD Project's scope and extent, as well as surveyed on their development preferences for the four station areas.

The meetings each began with a presentation by Doug Farr of Farr Associates, leading the community through an explanation of what TOD refers to and what it might look like in the West Lake Corridor. Time was also taken to explain how the West Lake TOD Project coincides with NICTD's West Lake Corridor Extension Project, which has its own separate planning process related to the railway extension of the existing South Shore Line.

At the end of the presentation, participants were provided with a remote to participate in an image preference survey (IPS). Leading up to this workshop, Farr Associates led a steering committee meeting to gather input on the survey questions that would be asked at the public meetings. Farr Associates polled the audience on questions ranging from "What was the first place you lived after leaving home?" to "Is this building type appropriate for this TOD station area?" Participants could see the group's aggregated results after all participants anonymously submitted their preferences. An Online version of this survey was also made available on the West Lake TOD Project website for those who were unable to attend the meetings in person.

The public submitted questions during the public meetings that the communities, RDA, and NICTD helped answer at each meeting. Questions that were unable to be answered due to time constraints were collected and answered in the following months and posted to the project website, in addition to the questions answered at the meetings.

IMAGE PREFERENCE SURVEY RESULTS

While responses from the IPS varied within each community, a few results held true across all three communities:

- Townhomes are an acceptable housing type
- Mixed-use development was well received
- Owner-occupied housing is preferred over rental housing
- However, the majority of respondents in each community lived in a rental apartment with roommates when they first moved out on their own as a young adult
- Communities are looking to provide for a range of family types, with an emphasis on young families
- There was an overwhelming desire to be able to age in place within their community



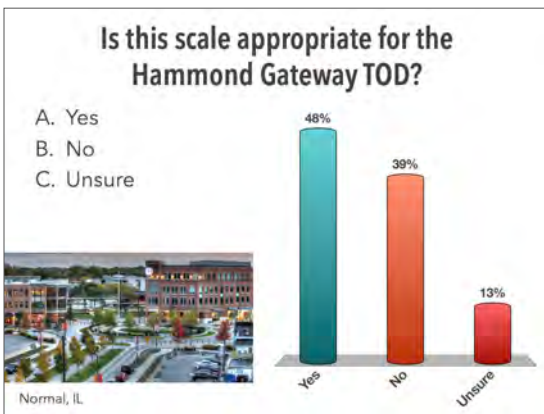
Town of Dyer



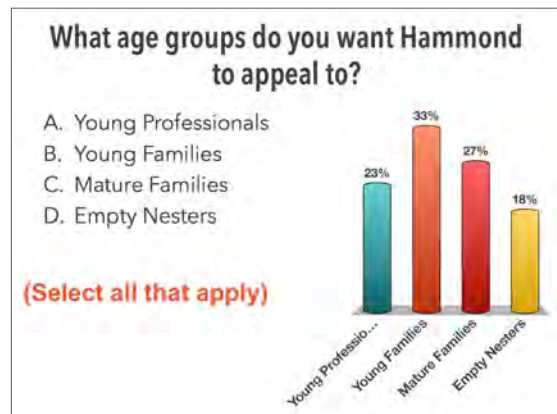
City of Hammond



Town of Dyer: Where do you Live, Work, Play?



Sample IPS survey slide



Sample IPS survey slide

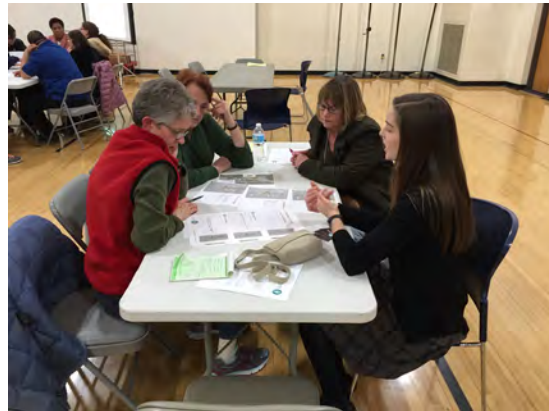
PUBLIC WORKSHOP #2

In January 2017, Farr led a steering committee meeting to begin translating the results of Public Workshop #1 where residents were polled on their development and public space preferences. The steering committee was presented with three TOD vision plan alternatives for each station area, diagrammatically identifying where certain land uses, building types, parking, and public spaces might be located. Feedback from the January steering committee meeting was translated and further refined for the preliminary TOD vision plan alternatives for the West Lake corridor shown at two public meetings in February.

Public Workshop #2 was structured differently than Public Workshop #1. Public Workshop #2 included two meetings: one meeting covered the Hammond Gateway and South Hammond stations, hosted at Kenwood Elementary School; the other meeting was held at Centennial Park in Munster and covered the Munster Ridge Road and Munster / Dyer Main Street stations. At these meetings, residents watched a video produced by the RDA explaining what TOD is. Following the video, Farr Associates presented the TOD vision plan alternatives. The TOD vision plan alternatives presented at these meetings showed locations of potential buildings, potential land uses, as well as where commuter and non-commuter parking could be located. After the presentation, the public engaged in small-table discussions, writing down their preferred plans or preferred elements of different plans. At the end of the meeting, each table reported-out on what their table's thoughts and preferences were for each station area.



Small table discussion in Hammond



Small table discussion in Hammond



Small table discussion in Hammond

HAMMOND GATEWAY STATION


01 GATEWAY PLAZA

Rank in order of preference (1 through 3):

TOD Plan east of Hohman Ave:

Alternative west of Hohman:

NOTES/COMMENTS:



02 STATION SQUARE

Rank in order of preference (1 through 3):

TOD Plan east of Hohman Ave:

Alternative west of Hohman:


NOTES/COMMENTS:

SOUTH HAMMOND STATION

01 POCKET NEIGHBORHOOD

Rank in order of preference (1 through 3):

NOTES/COMMENTS:



03 CENTRAL PARK

Rank in order of preference (1 through 3):

TOD Plan east of Hohman Ave:

Alternative west of Hohman:


NOTES/COMMENTS:

MUNSTER RIDGE ROAD STATION

01 MAIN STREET

Rank in order of preference (1 through 3):

NOTES/COMMENTS:



03 CENTRAL PARK

Rank in order of preference (1 through 3):

TOD Plan east of Hohman Ave:

Alternative west of Hohman:


NOTES/COMMENTS:

MUNSTER/DYER MAIN STREET STATION

01 MARKET SQUARE WEST

Rank in order of preference (1 through 3):

NOTES/COMMENTS:



03 CENTRAL PARK

Rank in order of preference (1 through 3):

TOD Plan east of Hohman Ave:

Alternative west of Hohman:


NOTES/COMMENTS:

MUNSTER/DYER MAIN STREET STATION

02 UPTOWN STATION

Rank in order of preference (1 through 3):

NOTES/COMMENTS:



03 CENTRAL PARK

Rank in order of preference (1 through 3):

TOD Plan east of Hohman Ave:

Alternative west of Hohman:

NOTES/COMMENTS:

MUNSTER/DYER MAIN STREET STATION

03 ORENCO STATION

Rank in order of preference (1 through 3):

NOTES/COMMENTS:



PUBLIC WORKSHOP #3

Public Workshop #3 was also split into two meetings: one for the Hammond Gateway and South Hammond station areas, and the other for the Munster Ridge Road and Munster / Dyer Main Street station areas. Each meeting began with a short presentation by Farr Associates to guiding residents through the proposed "preferred TOD vision plan" and recommended zoning framework for each station area. The "preferred TOD vision plans" are a culmination of input from the public, steering committee, and community leadership collected at Public Workshop #2 and steering committee meetings.

Following the presentation, the public was invited to browse presentation boards with the preferred TOD vision plans, recommended zoning framework, and supplemental information. Post-it notes and markers were supplied to collect final feedback and comments from those in attendance. This open house format allowed for in-depth, one-on-one conversations with the community and stakeholders, where the Design Team was able to hear specific insights from the public as well as answer individual questions from neighbors of the future station areas.



Munster / Dyer audience for opening presentation



Munster / Dyer Open House



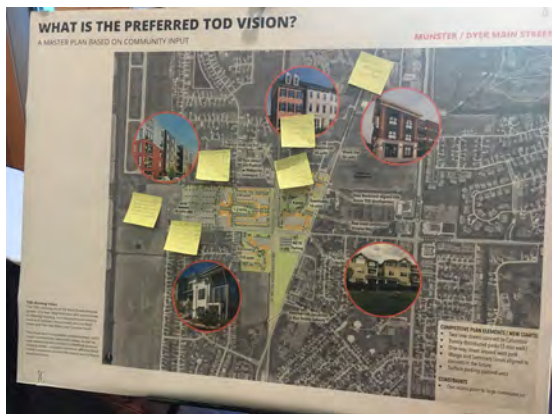
Munster / Dyer Open House



Munster / Dyer Open House



South Hammond Regulating Framework Poster



Munster / Dyer Preferred Vision Plan Poster

HAMMOND GATEWAY

TOD VISION PLAN

The area surrounding the Hammond Gateway station is intended to be the most intensely developed of the four proposed West Lake Corridor stations, and will accommodate a variety of uses including office, commercial, retail, and some residential.

Multimodal access – including road improvements, enhanced streetscapes (e.g., improved sidewalks, landscaping, bicycle design, lighting, and signage), and traffic calming (i.e., measures to improve pedestrian safety in interactions with vehicles) – would support Hammond Gateway as an employment destination.

To accommodate the needs of different developers, the street pattern will be reorganized to allow for blocks that can be developed over time, including long-term opportunities to develop the existing commuter parking lot at today’s Hammond Station, and portions of the future parking lot south of the future Hammond Gateway station.

The new street blocks will also ensure safe and efficient circulation for transit riders, pedestrians, bicyclists, and drivers.

Figure 12 illustrates the TOD vision plan for the Hammond Gateway station area.



Mixed-use building



Office building



Restaurant building

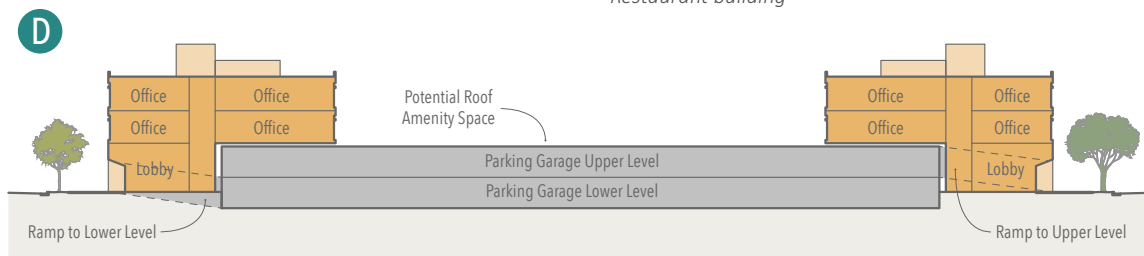


Figure 12. TOD vision plan for the Hammond Gateway station area



Source: Farr Associates, 2017



PROGRAM SUMMARY

Office	153,000 sf
Mixed-use	90,000 sf
Commercial	12,500 sf
Restaurant	5,500 sf
NICTD Maintenance	700,000 sf

Parking is accommodated on-site at a ratio of 2.5 - 3.0 parking spaces per 1,000 sf.

STREET SECTION DETAILS

Gostlin Street

Gostlin Street is an east-west minor arterial street that currently carries approximately 10,600 vehicles per day on two very wide travel lanes that encourage higher speeds. As the relocation of residential along the south side of Gostlin Street allows for the expansion of the existing street right-of-way, the future Gostlin Street is envisioned as a four-lane street with two lanes in each direction divided by a landscaped median to create an inviting entry to the area and calm traffic simultaneously (see Figure 13). The median configuration will also provide the opportunity to install pedestrian refuge islands at key locations, making it easier for pedestrians to cross Gostlin Street between the neighborhood and the station. Sidewalks will be provided with a minimum five-foot parkway to separate pedestrians from the travel/parking lane. Parking is shown on the north side of the street to provide some additional residential parking spaces. This parking can be framed by curb bulb outs at intersections to minimize pedestrian crossing distances.

Grover Avenue

Grover Avenue will be extended south of Gostlin Street into the station development area (see Figure 14). The Grover Avenue right-of-way can be maintained at 66 feet to provide a single lane of travel in each direction and a parking lane on one side. The generous parkway (11 feet) that exists on

Grover north of Gostlin Street is shown extended into the station area to give ample room for trees and pedestrian separation; alternatively, the sidewalks could be widened into the parkway to provide more space for sidewalk uses such as café seating, if applicable.

New Track-Adjacent Street

The new street that runs along the north side of the rail tracks will be a local street that is shown with a single travel lane in each direction and parking on the north side of the street, adjacent to the proposed buildings (see Figure 15). Travel lanes are shown as 11 feet wide and sidewalks are shown on both sides of the street. The rail right-of-way and platform area is also depicted for both the South Shore at-grade tracks and the elevated West Lake tracks.

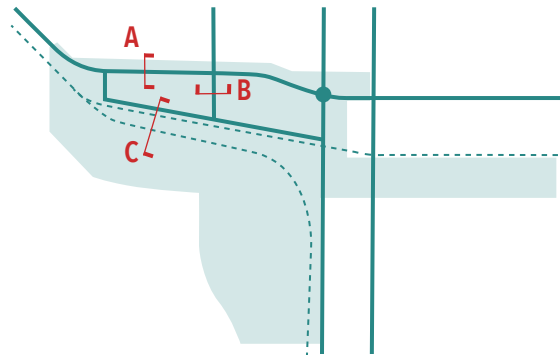


Figure 15: SECTION C - NEW TRACK-ADJACENT STREET

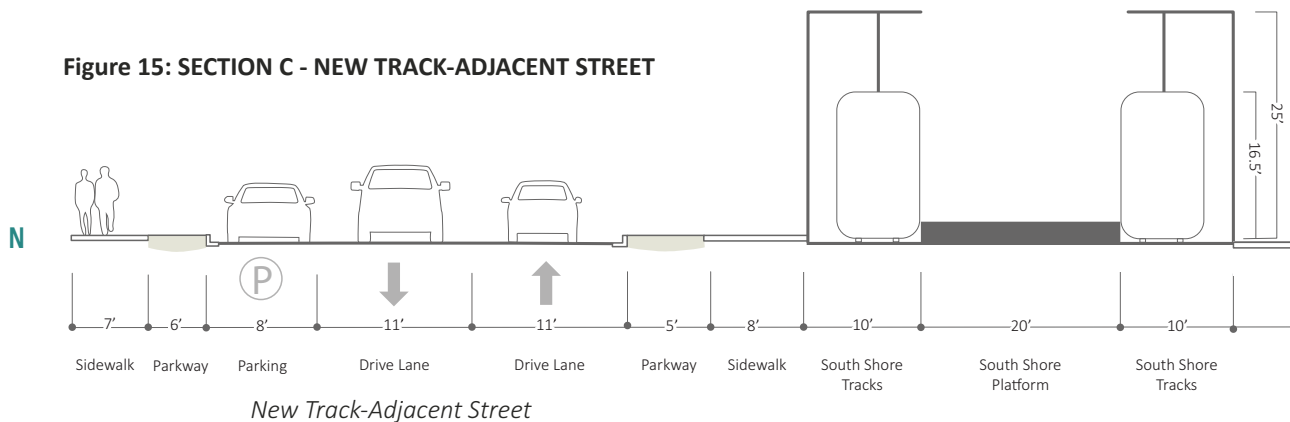


Figure 13: SECTION A - GOSTLIN STREET

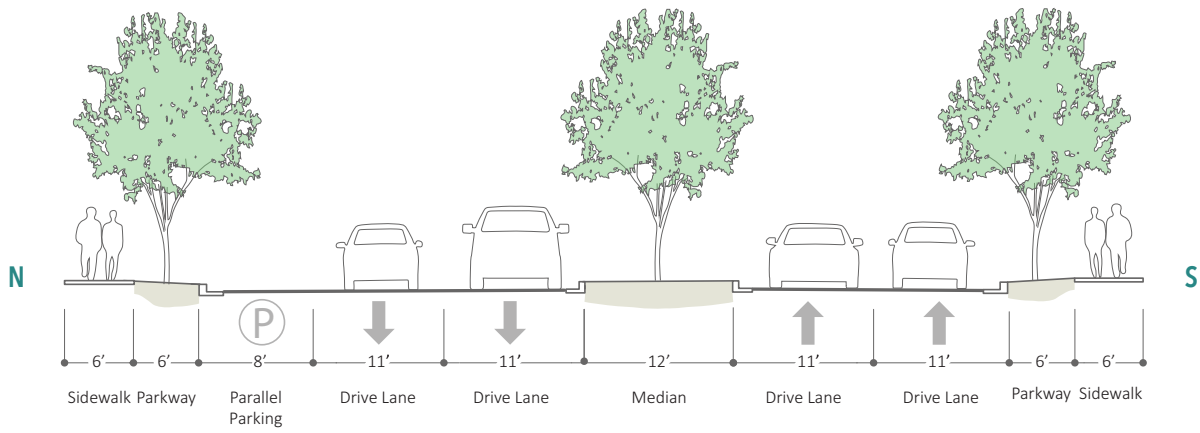
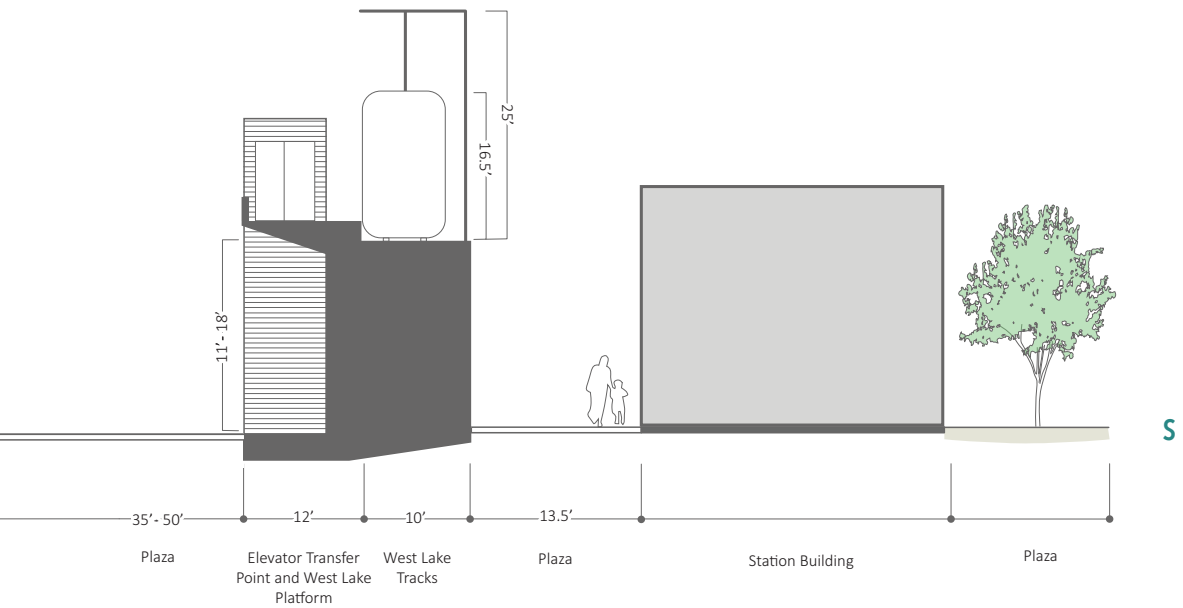
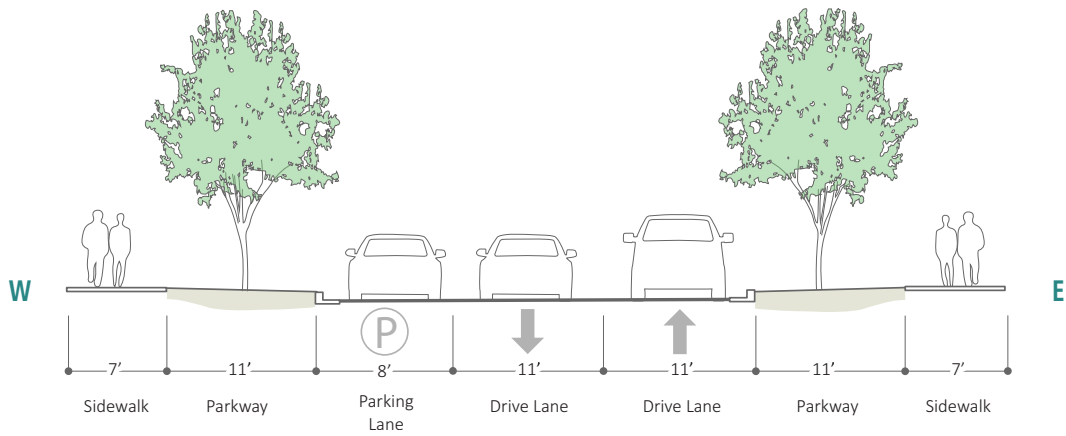


Figure 14: SECTION B - GROVER AVENUE



SOUTH HAMMOND

TOD VISION PLAN

The TOD vision plan for the South Hammond station area features a limited increase in intensity and change in the existing residential character. Surrounding the South Hammond station will be enhanced streetscape, including wider sidewalks, multiuse paths, lighting, and easily accessible pocket parks.

With few major development opportunity sites, the land publicly owned as part of the rail right-of-way, as well as large private parcels located south of the station, are envisioned to incorporate infill development, such as small-lot single-family homes and paired homes.

A new north-south street located east of the station, Garfield Avenue, will create more efficient circulation and station access for both existing and future residential neighborhoods.

Although the South Hammond TOD vision plan incorporates ample commuter parking, its strong pedestrian orientation, safe intersections, and inviting parks also transform the South Hammond station area into an amenity-rich, “walk and ride” location for all residents.

Figure 16 illustrates the TOD vision plan for the South Hammond station area.

Note: The sample images of paired homes and small-lot single-family homes are intended to serve as an example and could be located on any block of the South Hammond station area as a private developer sees fit.



Paired homes



Small-lot single-family homes

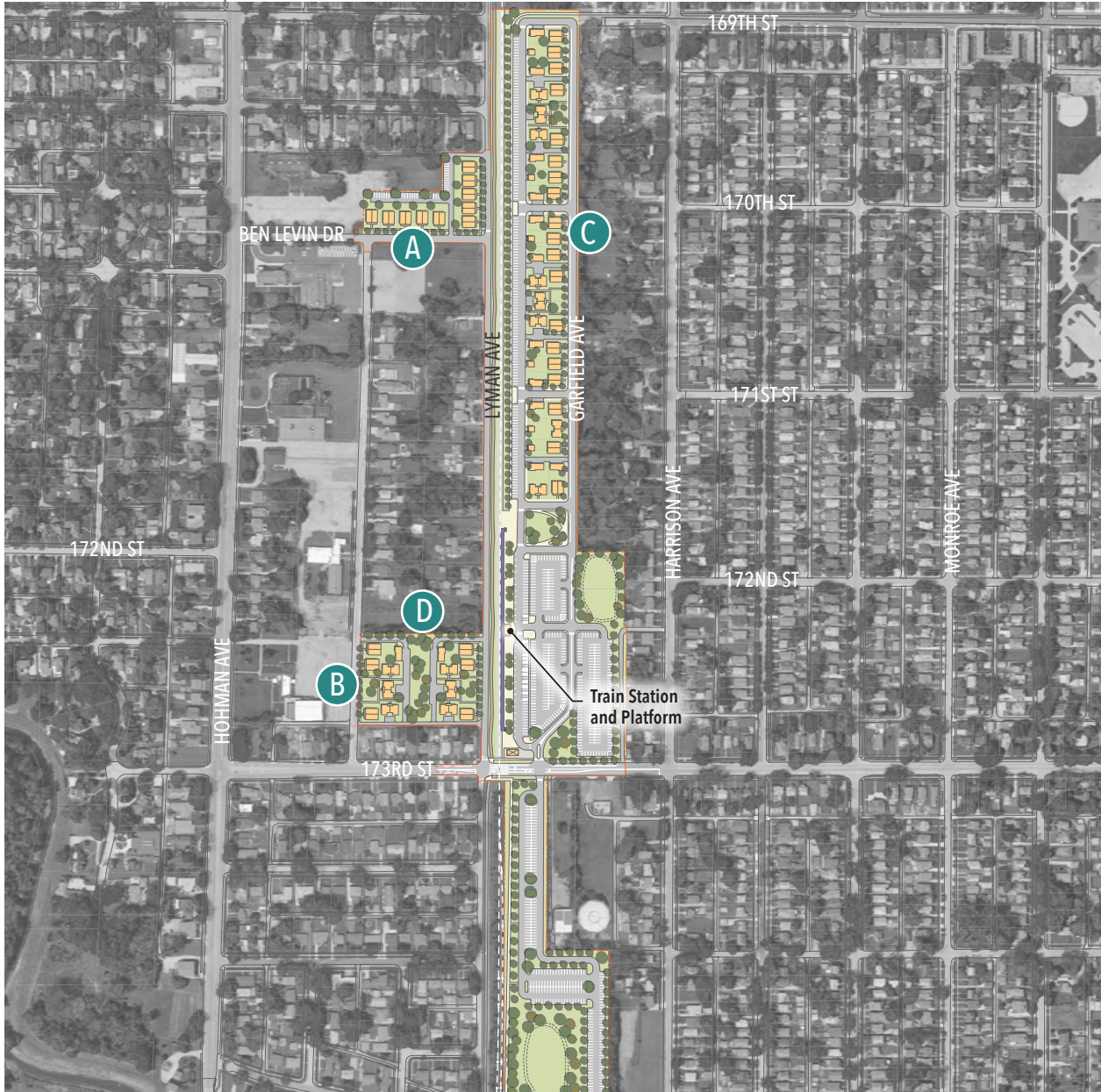


Small-lot single-family homes



Pocket park

Figure 16. TOD vision plan for the South Hammond station area



Source: Farr Associates, 2017



PROGRAM SUMMARY

Paired Homes	96 units
Carriage Homes	13 units
Park / Open Space	1.5 acres

Parking is accommodated on-site at a ratio of 1.0 - 1.5 parking spaces per unit.

STREET SECTION DETAILS

Garfield Avenue

Garfield Avenue will be the primary access point into the station area from 173rd Street and continue north connecting to new residential development (see Figure 17). Traffic speeds should be reduced by narrow travel lanes. On-street parking should be provided north of the commuter parking lots near the park and residential development, which will also help to calm traffic. This particular section is shown parkside, so the sidewalk is located immediately adjacent to the street to maximize park space. Further north, the sidewalk should be separated from the street with a parkway.

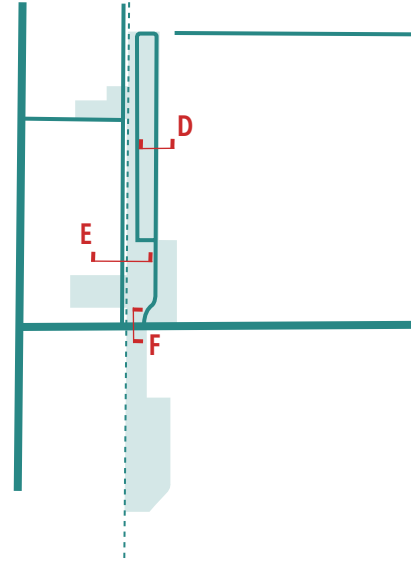


Figure 17: SECTION D - Garfield Avenue

Lyman Avenue

Lyman Avenue is a north-south local road that is currently 20 to 22 feet wide. Generally, the future street section does not change and the Monon Trail will continue to be separated by a five-foot landscape buffer (see Figure 18). The new north-south street along the east side of the tracks will provide perpendicular parking and a 26-foot drive aisle to allow for standard maneuvering dimension.

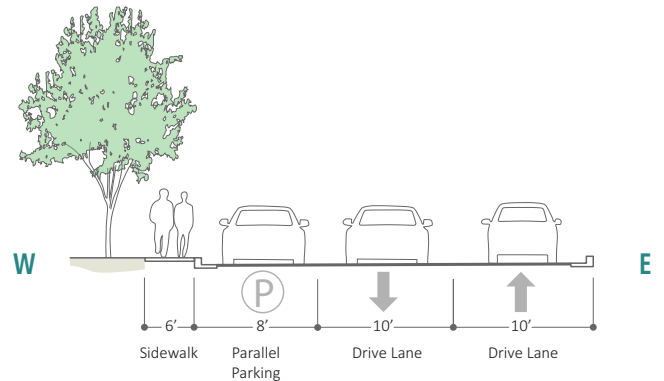
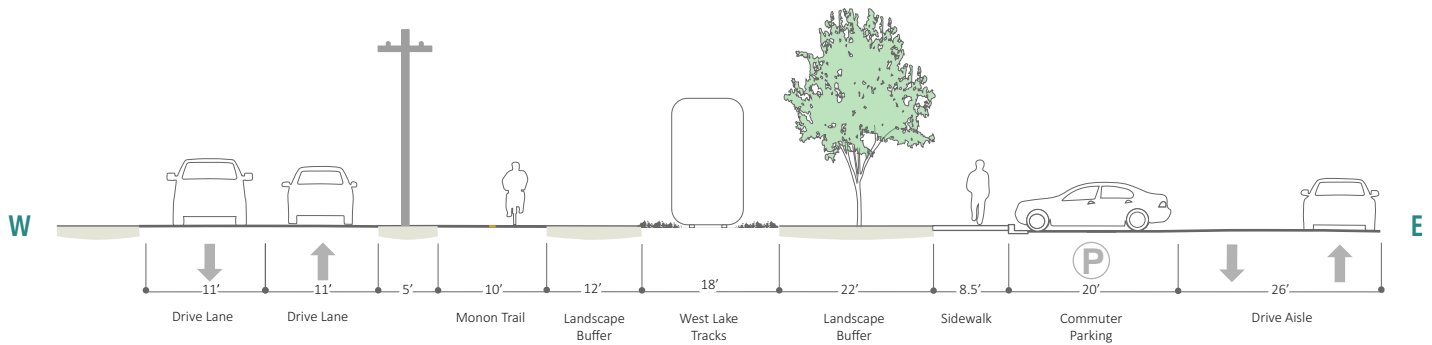


Figure 18: SECTION E - LYMAN AVENUE



173rd Street

173rd Street is an east-west minor arterial street that currently provides two wide travel lanes carrying approximately 6,700 vehicles per day and parking on both sides. The future 173rd Street is envisioned with more definition that channelizes left turns, delineates the parking lanes, and narrows the through travel lanes with pavement striping to help calm traffic (see Figure 19). The curb locations, as well as the sidewalk and parkway along both sides of the street, remain as-is. This particular section is shown between Lyman Avenue and the new Garfield Avenue, where additional turning traffic will be introduced, so a center left-turn lane should be provided.

Figure 19: SECTION F - 173RD STREET

