



DOWNTOWN HAMMOND MASTERPLAN
NOVEMBER 2019

LETTER FROM THE MAYOR



Letter From Thomas M. McDermott Jr. Mayor of Hammond

I have never been more confident and excited about the future of downtown Hammond. Over the last several decades, downtowns across the United States faced a downturn for a variety of reasons, and Hammond is no different. I recognize the potential that downtown Hammond offers to our city and region, especially with the arrival of the South Shore Train. That's why I asked my team to work with Jeff Speck to create a Master Plan for our downtown, which is providing the framework for our downtown's renaissance.

Today people of all ages seek places with interesting environments that are walkable and have a sense of character and place. There is a renewed interest in downtown cores. From millennials to baby boomers, people enjoy the "town square" experience with retail, public space and restaurants. Through this Downtown Master Plan, we will transform our downtown and secure its success.

Downtown Hammond has "good bones" with its historic architecture giving our city a unique feel. We are fortunate as our downtown has many solid anchors such as; a grocery store (Strack and Van Til), a hospital (Franciscan Alliance), a federal and state courthouse, an award-winning brewery (18th Street Brewery), a performing arts theater (Towle Theater), and the Erie Lackawanna Trail.

Through my continued support of the South Shore Train's West Lake expansion, I was able to successfully advocate for the inclusion of a downtown station in the train's plans. The arrival of a station in downtown will cement an upward trajectory and catalyze ongoing transformation for years to come.

Coupled with the arrival of this downtown station will be a concentrated growth in the downtown of walkable, urban housing that will fuel downtown's revitalization. Today's housing market shows that people want to live in downtowns, as opposed to the suburbs. Hammond is poised perfectly for a downtown renewal.

We are taking advantage of this forward momentum and thinking big. Working with Speck & Associates and the Stantec Urban Places Team through the planning process has inspired us to see what our downtown can be—now and in the not so distant future.

I want to thank everyone who was so instrumental in this process. Specifically, the Steering Committee, a group of public and private sector leaders, provided valuable insight and demonstrated their commitment to downtown Hammond. I'm grateful for their time and input into this process. I also want to thank my City of Hammond team for their

hard work and ability to think outside the box. I'm looking forward to implementing this plan with them. Lastly, I want to thank each resident and engaged community member for participating in workshops and attending events related to our downtown.

Our passion and hard work is already being recognized by planners, developers and investors, who are coming to see Hammond for the first time or for a second look with fresh eyes and new ideas. Stay tuned!

Mayor Thomas M. McDermott, Jr.

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THE OPPORTUNITY

A1: OVERVIEW

A.1

OVERVIEW

How to bring back a disenfranchised downtown core? This is a question that many cities have faced, and some have answered successfully.

Clearly, economic and demographic factors matter. Without economic energy, there can't be growth, and the great demographic shift away from city centers that characterized the baby boom played a huge part in the decline of downtown Hammond.

Happily, both of these factors are now shifting. **A new train station promises to create value within its downtown catchment area, and a new generation of households has shown a clear preference for urban living, at the same time that baby boomers are looking to move back to city centers.** These developments create the potential for change.

But economics and demographics are not enough. Without the proper physical framework, these developments could fail to have much impact on downtown.

Specifically, for a train station to enliven its surrounding area, it must be seamlessly connected to a main street with shops and apartments, so that many transit trips can begin and end as a walk. Otherwise, it is destined to be little more than a suburban "park & ride" facility, with no impact beyond traffic.

Similarly, millennials and baby boomers seeking the conveniences of urban living will only be drawn to places where such living is actually convenient—where many daily needs can be met pleasantly on foot.

In both cases, the planning mandate is clear: every effort must be made to transform downtown Hammond into a place that is truly walkable. Such a commitment to renewed walkability has been the backbone of successful revitalization efforts from West Palm Beach, FL, to Oklahoma City, OK, to Lancaster, CA, and beyond.

Rather than allowing the demand for free-flowing traffic to dominate the design process, successful downtown revitalizations have begun with the understanding that, while cars—moving and parked—must be accommodated, making a downtown too easy to drive through tends to make it not worth driving to. When the needs of the automobile are allowed to dominate, streets become highways. And while proper city streets generate street life and real estate value, highways suffer under both.

Dozens of distinct factors characterize pedestrian-oriented—walkable—urban design. These are outlined in a good number of publications, including the book *Walkable City*, which organizes them around three main categories: **Usefulness**, **Safety**, and **Comfort**. Unless walking satisfies all three categories, people with a choice will choose to drive instead, and those with no choice will be disenfranchised.

The remainder of this essay is organized into those three categories, and explains how downtown Hammond can make walking once again useful, safe, and comfortable

A USEFUL WALK

As Jane Jacobs noted, "Almost nobody travels willingly from sameness to sameness. . . even if the physical effort required is trivial." For people to choose to walk, the walk must serve some purpose. In planning terms, that goal is achieved through mixed use. Or, more accurately, placing the proper balance of the greatest number of uses all within walking distance of each other.

An essential step towards achieving better walkability, therefore, is to consider all of the uses present in a given district, and to see which uses are lacking or in short supply. These uses include office, housing, retail, dining, entertainment, hospitality, schools, recreation, worship, and others. The better

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New apartments in downtown Whiting help to support local merchants with around-the-clock activity

these uses can be balanced in your downtown, the more walkable it will be. In most downtowns, the use that is most underrepresented is housing. Hammond is no exception.

More Housing

Downtown Hammond already contains some key institutional uses. The federal and county courthouses, Franciscan Health, Hammond Academy for Science and Technology, and other employers, public library, and grocery stores still bring a fair number of workers and visitors to downtown. These are the sort of anchors that can help a neighborhood to thrive, but not in the

absence of a good number of downtown residents. The current supply of housing in Hammond's downtown is a mere fraction of the critical mass needed if it is to come alive.

Jane Jacobs made a similar observation about New York's Wall Street in 1961, when she noted that this district, with 400,000 workers in very close quarters, was still "miserable at providing services and amenities," because it lacked what she called time spread: activity around the clock. Why were there no great restaurants or gyms on Wall Street? Because a great restaurant or gym needs both daytime and evening clientele, which only exists in places where people both work and live.

The Zimmerman Volk housing market analysis provided for downtown Hammond, discussed ahead, documents how the district is poised to support an influx of new homes over the next decade. Providing locations for this housing will be a key strategy of any plan that attempts to improve the balance of uses downtown to the degree that retail and entertainment uses can once again be supported.

Transit

Transit makes walking useful by connecting pedestrians to destinations across the region. Currently, the automotive commute from Hammond to Chicago is congested and stressful, an activity that few people would relish to undertake on a daily basis. The new train station planned for downtown



Well-programmed public spaces are a key tool for creating community (Grand Rapids)

Hammond promises the convenient access to the Loop that transforms it into a viable and indeed attractive destination for workers there, especially given the tax benefits of living across the Illinois line. Experienced residential developers considering Hammond for investment have made it clear that the arrival of this train service, if easily reachable on foot, will add significantly to the per-square-foot rents that they expect to achieve downtown.

Public Spaces

A proper plan for the district will be organized around not just streets and blocks, but also several distinct civic places that give character to the

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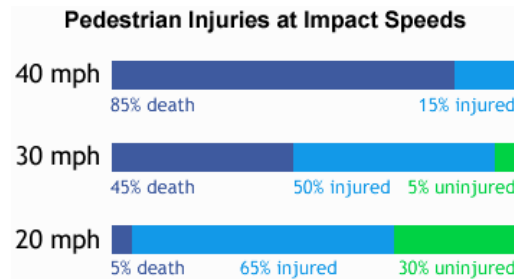
community while providing opportunities for a wide range of public events. These include the currently underutilized David Black Rotunda Fountain on Hohman Avenue at Rimbach Street, which needs more active edges to succeed, and a new green and plaza that welcome riders to and from the train station, taking advantage of its foot traffic while properly celebrating its important role in the life of the city.

A SAFE WALK

While crime is sometimes a concern, most people who avoid walking do so because the walk feels dangerous due to the very real threat of vehicles moving at high speed near the sidewalk. Statistically,



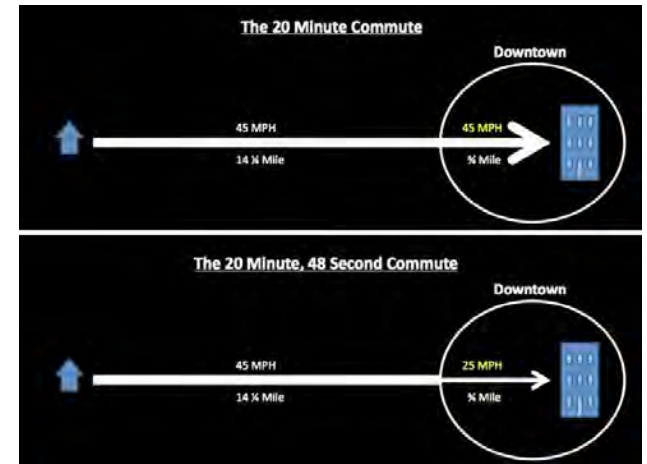
Walking alongside Hohman Avenue, let alone across it, can be an intimidating experience.



Keeping drivers at or below 25 mph is essential to pedestrian safety in downtown Hammond

moving automobiles are much more of a dangerous threat to people walking than is crime. This is certainly the case in downtown Hammond, where perceptions of potential crime are largely false while the perception of speeding traffic is accurate. Indeed, it would be fair to say that feelings of danger while walking along or nearby Hohman Avenue play a significant role in the downtown's failure to attract pedestrian life.

Street life is dramatically impacted by the speed of vehicles. Whether they know it or not, most pedestrians understand in their bones that a person hit by a car traveling at 35 mph is roughly eight times as likely to die than if the car is traveling at 25 mph. Any community that is interested in street life—or human lives—must carefully consider the speed at which it allows cars to drive in places where people are walking.



This diagram, from Nelson\Nygaard describes how a significant change in downtown speeds can result in a minimal change to commute times.

And in most American cities, the place where people are most likely to walk is the downtown. Acknowledging this fact opens up real possibilities, as it allows us to have dramatic impact on walking while impacting driving only minimally. By focusing on vehicle speeds in downtown, we can make walking safer for the most pedestrians with the least amount of driver inconvenience. The illustration above tries to make this point clear. It shows how the difference between an attractive and a repellent downtown may be less than a minute of drive time. Would most people be willing to spare 48 seconds each day if it meant that their city was a place worth arriving at? Probably.

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This logic explains why a growing number of cities have instituted “20 is Plenty” ordinances in their downtowns, and a few have even settled on 18 mph as the target speed. But lowering speed limits is only the half of it. The more important step is to engineer the streets for the desired speed, which means eliminating wider lanes and other inducements to speeding.

If the key to making a street safe is to keep automobiles at reasonable speeds—and to protect pedestrians from them—we must address the principal factors that determine driver speed and pedestrian exposure. In Hammond, there are nine:

1. The number of driving lanes;
2. Lane width;
3. One-way vs. two-way travel;
4. Cycle Facilities;
5. On-street parking;
6. Street trees;
7. The presence of unwarranted signals;
8. The presence of pedestrian pushbuttons; and
9. The presence of swooping geometries.

The understanding of how each of these factors impacts both driver and pedestrian behavior has evolved tremendously over the past few decades. Much of what many traffic engineers were taught in school has been invalidated, and many of the lessons learned are counterintuitive. Each of these four criteria is discussed at below, in order that current best practices can direct the redesign of downtown Hammond's streets.

Areas of Successful Road Diet Implementation - Volume Changes				
Location	Street	Change	ADT Before	ADT After
Oakland, CA	High Street		22,000	24,000
San Francisco, CA	Valencia Street		22,200	20,000
San Leandro, CA	East 14th Street		17,700	16,700
Santa Monica, CA	Main Street	4 Lanes to 2+TWLTL+Bike Lanes	20,000	18,000
Orlando, FL	Edgewater Drive		20,500	21,000
Charlotte, NC	East Boulevard		21,400	18,400
Reno, NV	South Wells Avenue		18,000	17,500
East Lansing, MI	Abbott Road		15,000	21,000
East Lansing, MI	Grand River Boulevard	4 Lanes to 2+TWLTL+Bike Lanes	23,000	23,000
Duluth, MN	21st Avenue East		17,000	17,000
Ramsey, MN	Rice Street		18,700	16,400
Helen MT	U.S. 12		18,000	18,000
Toronto, ON	Danforth	4 Lanes to 2 + Turning Pockets + Bike Lanes	22,000	22,000
Toronto, ON	St. George Street	4 Lanes to 2 + TWLTL + Bike Lanes	15,000	15,000
Lewistown, PA	Electric Avenue	4 Lanes to 2+TWLTL+Bike Lanes	13,000	14,500
Bellevue, WA	Montana Street	4 Lanes to 2+TWLTL+Bike Lanes	18,500	18,500
Bellevue, WA	120th Avenue, NE	4 Lanes to 2+TWLTL+Bike Lanes	16,900	16,900
Covington, WA	State Road 516		29,900	32,800
Kirkland, WA	Lake Washington Boulevard - South of 83	4 Lanes to 2+TWLTL+Bike Lanes	23,000	25,900
Seattle, WA	Dexter Avenue, N, East side of Queen	4 Lanes to 2+TWLTL+Bike Lanes	13,606	14,949
Seattle, WA	North 45th Street	4 Lanes to 2+TWLTL	19,421	20,274
Seattle, WA	Madison Street	4 Lanes 2+TWLTL	17,000	18,000
Seattle, WA	West Government Way/ Gilmen Avenue W, From West Ruffner St. to 31st Avenue W	4 Lanes 2+TWLTL+Bike Lanes	17,000	18,000

On average, these 23 road diets compiled by Nelson\Nygaard did nothing to reduce overall vehicular through-put.



This retrofit in Lancaster, CA, reduced traffic volume slightly while bringing a downtown back to this life.

1. THE PROPER NUMBER OF DRIVING LANES

The more lanes a street has, the faster traffic tends to go, and the further pedestrians have to cross. Removing unnecessary driving lanes frees up valuable pavement for more valuable uses, such as curb parking and bike lanes. In downtown Hammond, this conversation is most relevant as it pertains to Hohman Avenue, which holds at least four lanes of traffic within the study area.

A first opportunity presents itself for Hohman Avenue south of Clinton Street. As a four-laner without a center turn lane, it is the type of street that cities have been modifying all around the US, with great results. Because, strangely, the data shows that when a 4-lane street is converted to a 3-lane street, in which the center lane is reserved for left turns, the capacity of the street does not drop.

How this happens requires some explanation. First, it must be acknowledged that 4-lane roads are dangerous. Because the turning lane is also the passing lane, drivers speed in the same lane in which drivers stop. Drivers that jockey right to avoid rear-ending a stopped vehicle are often rear-ended themselves. Additionally, cars turning left can be T-boned by approaching drivers whose views are blocked by parallel traffic.

But, conversely, because the passing lane is also the turning lane, drivers that wish to continue straight often find their paths blocked, and cars jockeying from lane-to-lane create wave-pulse congestion impacts that slow traffic.

It comes as no surprise that 4-lane to 3-lane road diets save lives. When Edgewater Drive in Orlando was dieted, injuries to road users dropped by 68%.

What many do find surprising, however—and are unwilling to believe—is that a road diet does not reduce a street's capacity. A study of 23 different 4-to-3-lane road diets across North America demonstrated, overall, a very slight average rise in the number of vehicles using the streets each day.

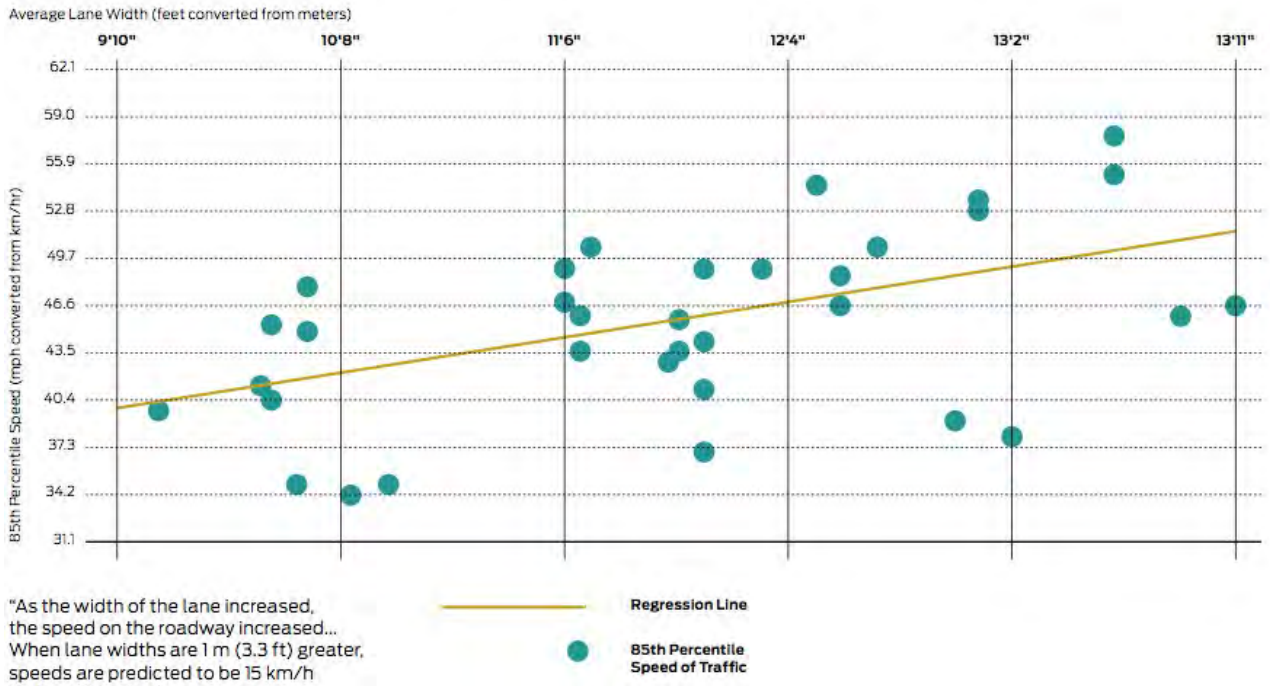
And then there's the other win, the 10 to 12 feet of recovered asphalt that can be put to better use. In the case of Hohman south of Clinton, this better use would be bikes, since there is not great demand for more parking along this stretch.

A classic 4- to 3-lane road diet seems an obvious and important intervention for Hohman Avenue south of Clinton St. North of there, however, it would seem that a more aggressive solution is needed. The three blocks from Clinton Street to where the overpass lands at Sibley Street is the very heart of downtown Hammond, and the place with the greatest potential for revitalization. It is currently “on life support,” and needs drastic change to once again attract pedestrians.

The addition of a new train stop in downtown Hammond will help change its status, as will the development of new housing in this location. But it is difficult to have confidence that these changes will be enough on their own, without the introduction of considerable traffic-calming measures, as well as a new streetscape that beautifies this all-important corridor. **For that reason, this report recommends that this stretch of less than a quarter mile be reduced to only two lanes of through traffic.**

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Wider travel lanes are correlated with higher vehicle speeds.



"As the width of the lane increased, the speed on the roadway increased... When lane widths are 1 m (3.3 ft) greater, speeds are predicted to be 15 km/h (9.4 mph) faster."

Chart source: Fitzpatrick, Kay, Paul Carlson, Marcus Brewer, and Mark Wooldridge. 2000. "Design Factors That Affect Driver Speed on Suburban Streets." *Transportation Research Record* 1751: 18–25.

Studies show that wider travel lanes are correlated with higher vehicle speeds.

It must be clearly acknowledged that, through this corridor, Hohman currently carries about 15,000 cars per day, which is somewhat more traffic than two-lane roads typically handle without center turn lanes. This Plan, therefore, is proposing a solution that will likely cause some of the drivers on Hohman to seek alternative routes. The good news is that parallel routes are many, as will be discussed ahead. It is important to understand that, while there are multiple ways to traverse Hammond from north to south—including Sohl Avenue and State Line Avenue—there is only one place to bring downtown back to life, and that is along Hohman Avenue.

A valuable model for Hohman Avenue can be found in Lancaster, CA, where a main street transformation completed in 2010 reduced car crashes involving pedestrians by 78% while leading to the opening of 57 new businesses with an estimated economic impact of \$282 million. This intervention took a five-lane street that was carrying 15,000 cars per day and reduced it two lanes carrying 11,000 cars per day. As is recommended here, some of the earlier traffic load shifted easily to parallel routes.

Hohman Avenue is not the only street in downtown Hammond that has more lanes than it needs. For example, east of the Erie Lackawanna Trail, Douglas Street contains four lanes even though it carries considerably less traffic than can be handled by two. In this Plan, every road with excess lanes is right-sized to its traffic load, creating opportunities for additional parking and/or bike lanes.



The insertion of a cycle track on this Brooklyn street dramatically improved safety for all road users without reducing daily car through-put

The same strategy is applied to turn lanes. When a street carries fewer than 10,000 cars per day, turn lanes at intersections are not needed, as they only serve to speed traffic to the detriment of safety. This technique was one of many that contributed to the success of the reconstruction of all streets in Oklahoma City's downtown core. While controversial at first, the elimination of all unnecessary turn lanes did not lead to any significant congestion.

2. LANES OF PROPER WIDTH

Different-width traffic lanes correspond to different travel speeds. A typical American urban lane is 10 feet wide, which comfortably supports speeds of 35 mph. A typical American highway lane is 12 feet wide, which comfortably supports speeds of 70

mph. Drivers instinctively understand the connection between lane width and driving speed, and speed up when presented with wider lanes, even in urban locations. For this reason, any urban lane width in excess of 10 feet encourages speeds that can increase risk to people walking.

Many streets in downtown Hammond contain lanes that are 12 feet wide or more, and drivers can be observed approaching highway speeds when using them. It is surprising to learn, then, that the correlation between lane width and driving speed, crash frequency, and crash severity is a very recent discovery of the traffic engineering profession, and contradicts decades of conventional wisdom within that profession. Even today, many traffic engineers will still claim that wider lanes are safer.

This understanding is accurate when applied to highways, where most people set their speeds in relation to posted speed limits. But on city streets, most people drive not the posted speed, but the speed which feels comfortable, which is faster when the lanes are wider. Fortunately, a number of recent studies provide ample evidence of the dangers posed by lanes 12 feet wide and wider.

In acknowledgment of this body of research, numerous organizations and agencies, like NACTO (The National Association of City Transportation Officials), have recently begun to endorse 10 foot lanes for use in urban contexts. NACTO's Urban Street Design Guide lists 10 feet as the standard, saying, "Lane widths of 10 feet are appropriate in urban areas and have a positive impact on a street's safety without impacting traffic operations."

This same conclusion was reached by ITE, the Institute of Transportation Engineers. According to the ITE Traffic Engineering Handbook, 7th Edition, "Ten feet should be the default width for general purpose lanes at speeds of 45 mph or less." That statement is telling, as it implies, accurately, that lanes wider than 10 feet encourage speeds greater than 45 mph. **In this Plan, every street with lanes more than 10 feet wide is redesigned to the proper dimensions.** For example, State Street east of Oakley, which currently contains lanes 23 feet wide, is redesigned with angle parking to use up the excess roadway.

Worth noting is that the 10-foot dimension applies to busy urban streets, and that quiet residential

streets gain safety by being even narrower. Such a condition already occurs on Ogden Street, whose lanes are effectively 8 feet wide. A number of equally wide streets, such as Condit, Williams and Doty, are currently limited to one-way traffic in a 16-foot lane, which is remedied here by reverting them to two-way traffic like Ogden.

3. AVOIDING ONE-WAYS

In addition the small streets mentioned above, Russell Street passes one-way east through downtown Hammond, in both a one-lane and a two lane configuration. Where it is one lane wide, that extra-wide lane encourages speeding. Where it is two lanes wide, the extra lane encourages both speeding and jockeying from lane to lane. **For both of these reasons, it makes sense to revert Russell Street back to two way traffic.** Such reversions have become commonplace across the U.S., as many cities acknowledge the additional danger posed by one-way streets. Most recently, New Albany, Indiana converted its entire downtown core from one-way to two-way, with entirely positive results.

4. INCLUDING BIKE LANES

Cycling is the largest planning revolution currently underway. . . in only some American cities. The news is full of American cities that have created significant cycling populations by investing in downtown bike networks. Among the reasons to institute such a network is pedestrian safety: bikes help to slow

cars down, and new bike lanes are a great way to use up excess road width currently dedicated to oversized driving lanes. When properly designed, bike lanes make streets safer for people who are biking, walking—and driving.

This was the experience when a cycle track (protected two-way bike lane) was introduced on Prospect Park West in Brooklyn, NY. A 3-lane one-way street was converted to 2 lanes, parked cars were pulled 12 feet off the curb, and a cycle track was inserted in the space created. As a result, the number of weekday cyclists tripled, and the percentage of speeders dropped from about 75 percent of all cars to less than 17 percent. Injury crashes to all road users went down by 63 percent from prior years. Interestingly, car volume and travel times stayed almost exactly the same—the typical southbound trip became 5 seconds faster—and there were no negative impacts on streets nearby.

Experience in a large number of cities is making it clear that the key to bicycle safety is the establishment of a large biking population—so that drivers expect to see them—and, in turn, the key to establishing a large biking population is the provision of buffered lanes, broad lanes separated from traffic, ideally by a lane of parked cars. In one study, the insertion of buffered bike lanes in city streets was found generally to reduce injuries to all users (not just bicyclists) by 40 percent. Of course, buffered lanes need not be inserted everywhere. Often, in smaller cities, the insertion of just one prominent buffered facility can have a tremendous impact on cycling population.

Additionally, bike lanes are good for business. A study in Portland, OR, found that customers arriving by bike buy 24 percent more at local businesses than those who drive. And merchants along 9th Avenue in New York City showed a 49 percent increase in retail sales after buffered bike lanes were inserted.

New York has dominated the biking headlines in recent years because of its investment under Mayor Bloomberg in a tremendous amount of cycle infrastructure. But many smaller and less “progressive” cities are making significant cycling investments, with the goals of reducing car dependence, achieving higher mobility at lower cost, and especially attracting young entrepreneurial talent. More than half of the states in the US already have buffered bike lanes as part of larger downtown networks.



Most successful downtown sidewalks are lined by continuous on-street parking and street trees.

Currently, Hammond has almost no downtown cycle network beyond its north-south trails. This Plan takes advantage of streets with extra lanes and extra-wide lanes to dramatically increase the provision of bike facilities.

5. CONTINUOUS ON-STREET PARKING

Whether parallel or angled, on-street parking provides a barrier of steel between the roadway and the sidewalk that is necessary if people walking are to feel fully at ease. It also causes people driving to slow down out of concern for possible conflicts with cars parking or pulling out. On-street parking also provides much-needed life to city sidewalks, which are occupied in large part by people walking to and from cars that have been parked a short distance from their destinations.

On-street parking is also essential to successful shopping districts. According to the consultant Robert Gibbs, author of *Urban Retail*, each on-street parking space in a vital shopping area produces between \$150,000 and \$200,000 in sales.

Several streets in downtown Hammond lack a significant amount of their potential on-street parking due to driving lanes that are either too wide or too many in number. Some of these streets, most notably Hohman north of Muenich Court, have no on-street parking at all. Bringing missing parking back will contribute markedly to the safety and success of downtown.



City reinstalls downtown stop signs to reduce traffic pileup, speeding

As reported by KQRE in Albuquerque, stop signs have been found to improve both safety and traffic flow downtown.

6. PROVIDING CONTINUOUS STREET TREES

In the context of pedestrian safety, street trees are similar to parked cars in the way that they protect the sidewalks from the moving cars beyond them. They also create a perceptual narrowing of the street that lowers driving speeds. But they only perform this role when they are sturdy, and planted tightly enough to register in drivers' vision.

Recent studies show that, far from posing a hazard to motorists, trees along streets can actually result in fewer injury crashes. One such study, of Orlando's Colonial Drive, found that a section without trees and other vertical objects near the roadway experienced 12 percent more midblock crashes, 45 percent more

injurious crashes, and a dramatically higher number of fatal crashes: six vs. zero.

Providing street trees in urban sidewalks where they don't currently exist is an expensive proposition. While a continuous tree canopy is a good idea for throughout the downtown, the insertion of new street trees is only recommended here in those locations where streets are being rebuilt or created from scratch: along the proposed Station Square, along the relocated Rimbach Fountain Square, and, most importantly, as a central feature of the rebuilt quarter mile of Hohman Avenue.

7. REPLACING UNWARRANTED SIGNALS WITH FOUR-WAY STOP SIGNS

For many years, cities inserted traffic signals at their intersections as a matter of pride, with the understanding that a larger number of signals meant that a place was more modern and cosmopolitan. Recently, that dynamic has begun to change, as concerns about road safety have caused many to question whether signals are the appropriate solution for intersections experiencing moderate traffic.

Research now suggests that four-way stop signs (or three-way at T intersections,) which require motorists to approach each intersection as a negotiation, turn out to be much safer than signals. Unlike with signals, no law-abiding driver ever passes through the intersection at more than a very low speed. There is considerable eye-contact among users. While people driving slow down, they never have to wait

for more than a few seconds to pass, and people walking and biking are generally waved through first. While it would be useful to have more research, the one study on this subject is compelling. It is described in Persaud et. al.: "Crash Reductions related to Traffic Signal Removal in Philadelphia" (1997). This study recounts the 1978 removal of 462 traffic signals due to a 1977 state ruling stating that signals were not warranted on intersections with an annual average daily traffic of less than 9000 on the major street or less than 2500 on the minor street. 199 of these signals had adequate data to make it into the study, and 71 non-converted intersections were identified as a control group.

In almost all cases, the signals were replaced by all-way stop signs. The overall reduction in crashes was 24 percent. Severe injury crashes were reduced 62.5 percent overall. Severe pedestrian injury crashes were reduced by 68 percent. While some pedestrians



Pedestrians should not have to ask permission to cross streets in downtown.

and drivers prefer signalized intersections, this data is too conclusive to ignore.

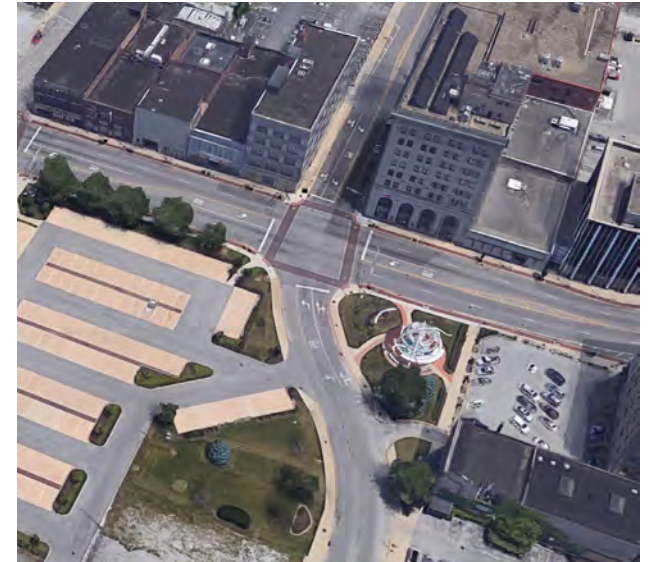
One great byproduct of converting signals to stops is money saved: stop signs are much cheaper to install and maintain than signals. Moreover, when two-lane two-ways cross at a four-way stop sign, there is often no need or use for a left-turn lane pockets, and that pavement can be used instead for parking or cycling.

A word is also needed about the driver experience that accompanies the replacement of signals with all-way stops. It is true that, compared to a network of signals, a network of stops signs result in a drive that is interrupted by more pauses. But these pauses are all quite brief. Never does the driver have to sit and wait for a light to turn from red to green. Such waits at signalized intersections are often 30 seconds long or longer, and, across a network, can add up to a lot of time wasted. Surprisingly, more stops can mean a quicker commute.

This Plan recommends the conversion from signals to stop signs at six intersections, four of which are located along Hohman Avenue.

8. REPLACING PEDESTRIAN PUSHBUTTONS WITH AUTOMATIC WALK SIGNALS

Pushbutton crossing requests are another feature that impacts the pedestrian experience. While they were ostensibly created to assist people walking, they more often than not have the opposite effect.



Rimbach Street has been reconfigured into a suburban style swoop.

Typically, the introduction of a pushbutton means that, unless they push the button, people walking are not given an ample crossing time. In some cases the walk signal never appears at all unless the button is pushed. Quite often, the pedestrian is frustrated by the impression that the button is ineffective. Little wonder, then, that most walkable cities don't have them.

When pushbuttons are introduced, it is often in conjunction with a multi-phase signal at which

pedestrians must wait for all cars to complete their turning motions before given the walk sign. This regime is quite frustrating, as it results in much longer pedestrian wait times and, as a result, more jaywalking. It is pedestrian inconvenience in the name of pedestrian safety, and it ultimately undermines safety, not just through jaywalking, but by reducing the pedestrian population. If people walking have to wait ages at every intersection, many give up and drive instead.

The traditional and proper signalization system for intersections is called a "concurrent regime." Under a concurrent regime, pedestrians receive the walk sign when cars get the green light, and vehicles must wait for pedestrians to clear the crosswalk before turning. This system is extremely convenient for people walking: if they can't cross one leg of an intersection, they can cross the other. The concurrent regime is the reason why it is possible to walk diagonally across Manhattan without ever stopping.

In recent years, one upgrade has been introduced to the concurrent regime, the Lead Pedestrian Interval, or LPI. The LPI gives pedestrians the walk sign a few seconds before the light turns green allowing them to claim the crosswalk before it is encroached by turning vehicles. For crosswalks at which many people are walking, LPIs are the safest and most convenient solution.

9. AVOIDING SWOOPING GEOMETRIES

Walkable environments can be characterized by their rectilinear and angled geometries and tight

curb radii. Wherever suburban curving geometries are introduced, cars speed up, and pedestrians feel unsafe. Rarely are such swoops found in successful downtowns.

Such a condition can be found in along Hohman Avenue, which Rimbach and Fayette Streets once intersected at two separate T intersections, and where Rimbach has been reconfigured to swoop into Fayette. Returning this intersection to its original configuration will make it more welcoming to pedestrians, while discouraging the fast driving that currently occurs there.

A COMFORTABLE WALK

The need for a comfortable walk is perhaps the least intuitive part of this discussion, because it insists that people like to be spatially contained by the walls of buildings. Most people enjoy open spaces, long views, and the great outdoors. But people also enjoy—and need—a sense of enclosure to feel comfortable walking.

Evolutionary biologists tell us how all animals simultaneously seek two things: prospect and refuge. The first allows you to see your predators and prey. The second allows you to know that your flanks are protected from attack. That need for refuge, deep in our DNA from millennia of survival, has led us to feel most comfortable in spaces with well defined edges. This issue has been discussed from before the Renaissance, in which it was argued that the ideal street space has a height-to width ratio of 1:1 (in

other words, the flanking buildings are as tall as the street is wide.) More recently, it has been suggested that any ratio beyond 1:6 fails to provide people with an adequate sense of enclosure, creating a sociofugal space: an environment which people want to flee.

Therefore, in addition to feeling safe from automobiles, humans are not likely to become pedestrians unless they feel enclosed by the edges of buildings that pull up to the sidewalk. These buildings need to be of adequate height so that the 1:6 rule is not violated, ideally approaching 1:1. Gaps between buildings should not be very wide. If a street is intended to be walkable, then no building along it should be allowed to sit behind a parking lot.

The need for public spaces to have firm edges partially explains the perceived inhospitality of the Rotunda Fountain Square at Rimbach Street. It is spatially contained on only its east side, by the Bank building across Hohman; its other sides are completely exposed and lacking in edges. If a fountain square along Hohman is going to be successful, it needs firm edges on at least three sides. Ideally, these edges will not only surround it and supervise it, but also supply it with food and beverages, as will be described ahead.

This same objective of shaping public space with the faces of buildings lies behind this Plan's strategy for proposing new construction throughout the downtown. New buildings are located specifically where streets and squares lack proper edges. In this

THE OPPORTUNITY

way, the Plan embraces a key line from the Charter of New Urbanism, which states that "a primary task of all urban architecture. . . is the physical definition of streets and public spaces as places of shared use."

The criteria outlined above, which together add up to creating a place in which walking is useful, safe, and comfortable, have driven the Plan outlined in the pages ahead. Most of the programming and design decisions present in the Plan can be traced back to these principles. It is expected that, while the implementation of this Plan, like most, may require some modifications to its details, a shared commitment to these underlying principles will result in an outcome which achieves the same end: a lively, walkable downtown Hammond.



People are most comfortable in spaces that have firm edges.

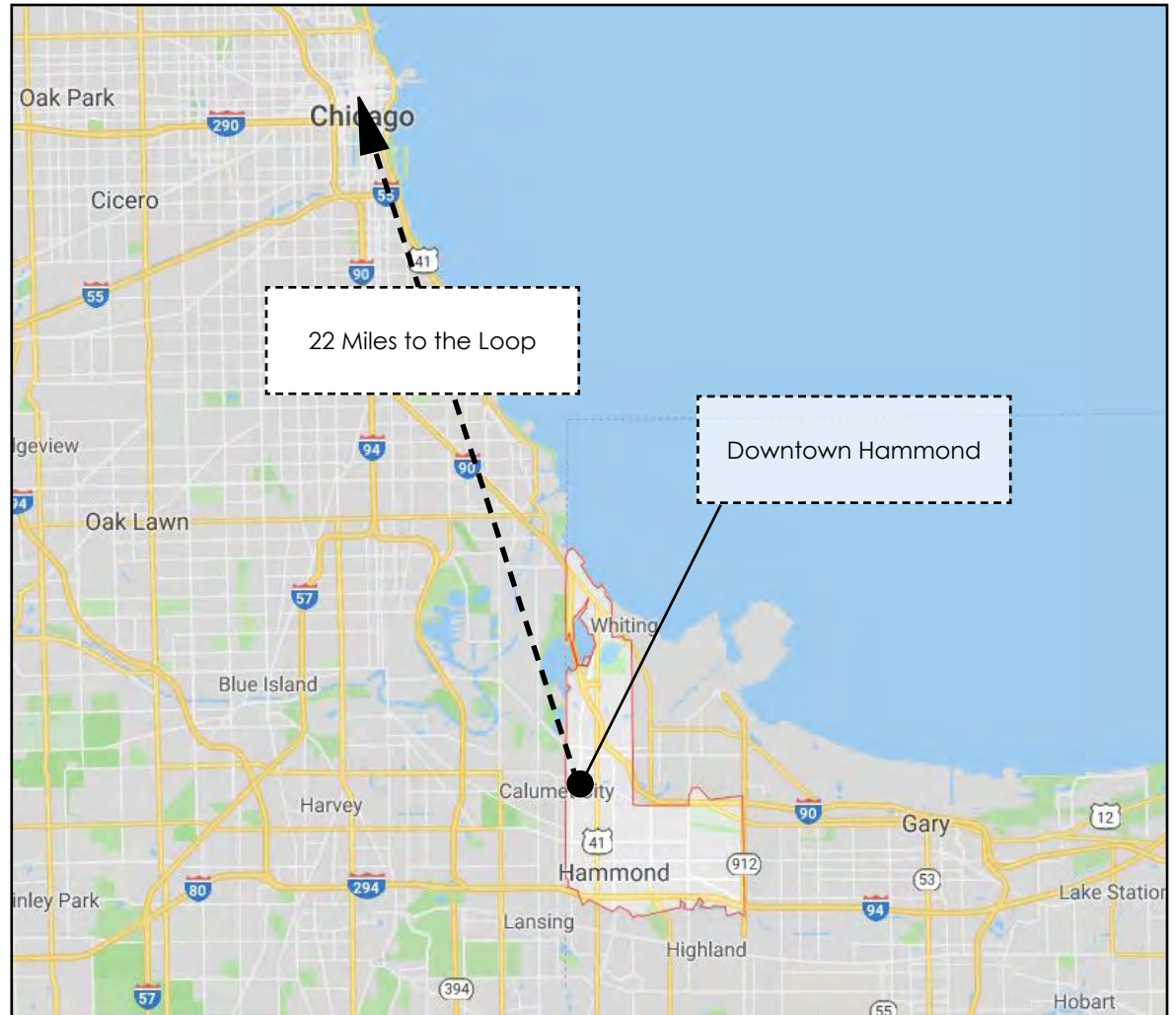
CONTEXT

- B1: HAMMOND IN THE REGION
- B2: DOWNTOWN HAMMOND
- B3: HAMMOND'S HISTORY
- B4: CURRENT CONDITIONS
- B5: HOUSING MARKET POTENTIAL
- B6: SHARED PARKING BACKGROUND
- B7: PLANNING PROCESS

B.1

HAMMOND IN THE REGION

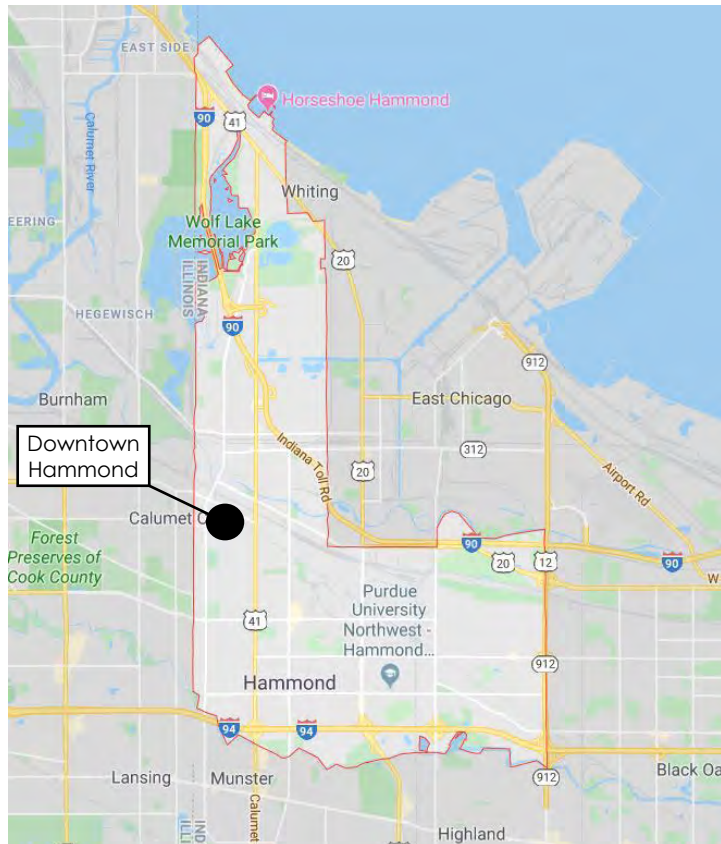
Downtown Hammond is located along the city's western edge, just east of Calumet City, IL, and about 5 miles south of Lake Michigan. Part of Chicagoland's southeast swath, Hammond's core is about 22 miles from Chicago's Loop. When completed, new commuter rail service will provide frequent service to the Loop in about 50 minutes time.



B.2

DOWNTOWN HAMMOND

Focused along Hohman Avenue between Sibley and Douglas Streets, downtown Hammond includes numerous attractive historic buildings interspersed with a major hospital, federal courthouse, and active regional cycling greenways.



B.3

HAMMOND'S HISTORY

Downtown Hammond thrived well into the mid-20th century as a major regional destination for shopping, culture, and commerce. Hohman Avenue and adjacent streets were lined with bustling shops, hosted annual parades, and adorned postcards celebrating the community's vitality.

A long period of gradual decline began after the 1950s and continued into the 2010s. Businesses closed, residents vacated, and its cultural relevance waned. Many of downtown's historic structures fell into disrepair (though many were not demolished). Downtown developed a reputation in the region as downtrodden and unsafe.



B.4**CURRENT CONDITIONS**

Presently, downtown Hammond shows many signs of its protracted decline. Sidewalks are typically empty, most storefronts vacant, and many historic buildings deteriorating.

However, there are numerous indications of a revitalization that should help precipitate another golden age. Cultural institutions such as the Towle Theater and Paul Henry's Art Gallery regularly attract crowds. The Franciscan Health hospital and the federal courthouse inject a significant daytime population that could potentially patronize new businesses. The Monon and Erie-Lackawanna trails carry substantial regional bike traffic through downtown, and the 18th Street Brewery and Distillery draws visitors from across the region. Many historic structures along State Street have been well-maintained and preserved by the First Baptist Church.

Overall, downtown Hammond has great "bones" in its compact street grid, historic building stock, and anchoring attractions and institutions that provide a promising foundation for a revival.



B.5

HOUSING MARKET POTENTIAL

A concentrated critical mass of walkable, urban housing will help fuel downtown's revitalization.

Zimmerman/Volk Associates (ZVA) conducted a market study to determine how many new housing units downtown Hammond could absorb if delivered in the context of a more walkable neighborhood. The analysis projects downtown could support the introduction of 115 to 148 new housing units per year over the next five years alone.

Assuming this rate of absorption continues for the next decade – especially likely if a West Lake Corridor commuter rail station opens downtown soon – there is adequate market potential to fill downtown Hammond's historic buildings and surrounding unbuilt sites with enough dense, urban housing to bring the neighborhood back to life.

Already, several experienced developers have independently expressed interest in building new housing on open sites and in historic buildings, justifying ZVA's confidence in the presence of an emergent housing market downtown.

The ZVA study can be found online at : www.gohammond.com/downtown.

Housing Type	Annualized Average Absorption (Units)	
	Low	High
Multifamily for rent	98	126
Multifamily for sale	7	10
Single-family attached for sale	10	12
Annual Total	115	148

ZVA's study determines downtown Hammond can absorb between 115-148 new housing units per year into the near future.

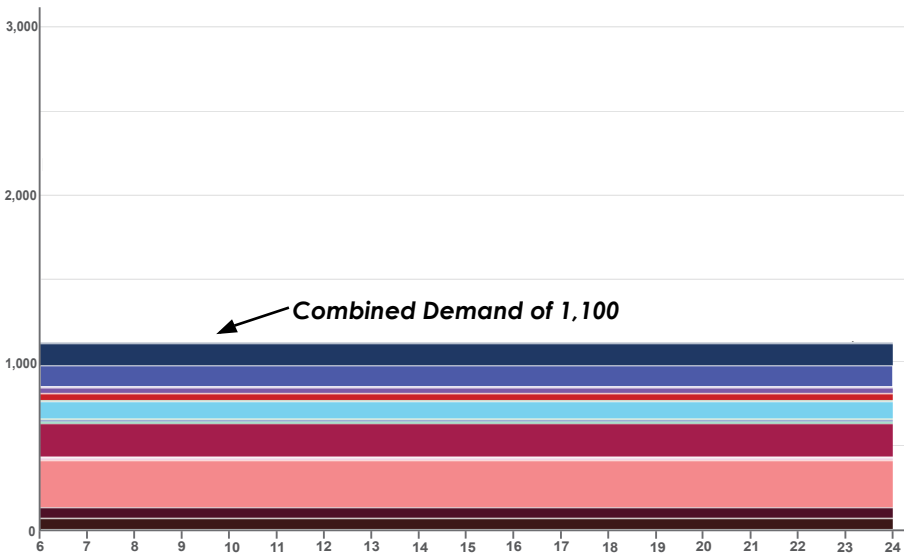
Phase	Annualized Average Absorption (Units)	
	Per Phase	Cumulative
Before the train (Years 1-4)	590	590
With the train (years 5-7)	266	856
After the train (years 8-10)	300+	1156+

Over the coming decade, the master plan distributes these projected housing units across three phases of development with shifting geographic focus from the Hohman corridor initially, next to the train station area, and finally to other areas within a 5-10 minute walking radius of the station.

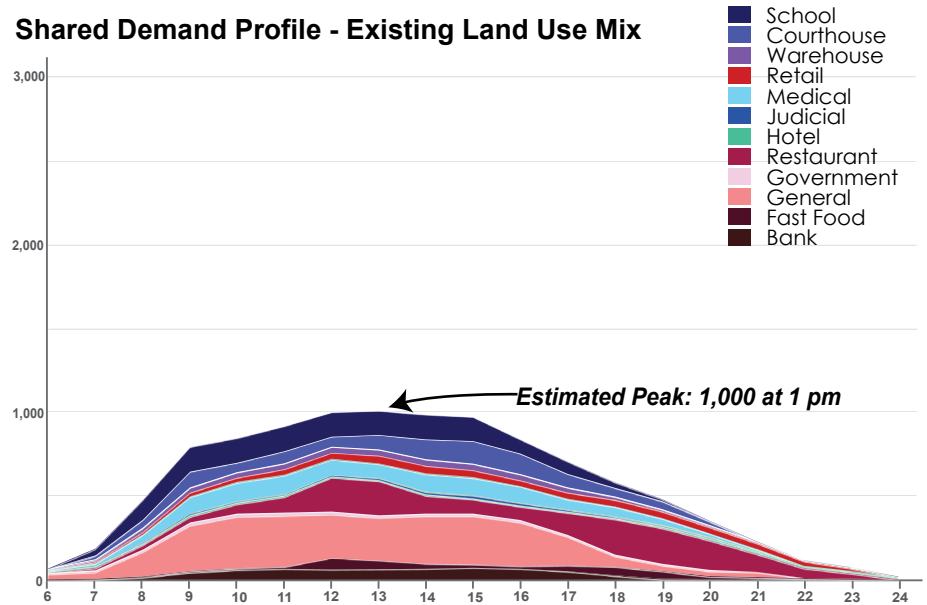
B.6

SHARED PARKING

Unshared Demand Profile - Existing Land Use Mix



Shared Demand Profile - Existing Land Use Mix



Conventionally understood, a downtown's parking supply should equal or exceed demand aggregated across its different land uses. In other words, there should be enough spaces for peak office demand plus peak retail demand plus peak housing demand.

However, in reality, each of these uses only experiences peak parking demand at certain times of the day – and other times demand might be substantially reduced. For example, office parking demand peaks during the work day and drops off almost completely at night. Conversely, housing parking demand peaks at night and drops during the day. These uses and their parking demands are thus complementary such that they should share some parking spaces within the overall downtown supply and not impact satisfaction of their respective demand at peak times.

The Downtown Hammond master plan applies this principle to achieve more density with less parking, enabling more vitality and development with fewer parking lots and costly garages. As shown above, the current downtown land-use mix, lacking residential, means that the current parking supply holds considerable excess capacity before and after work hours.

B.7

PLANNING PROCESS

The Downtown Hammond master plan process engaged the community in numerous ways, to solicit the broadest possible input and advice as it developed and refined its recommendations.

The planning team visited Hammond on multiple occasions for design charrettes and in-depth stakeholder meetings with local public officials, business owners, residents, institutional leaders, and other interested and influential parties.

The team presented analysis and draft plan concepts at public lectures followed by opportunities for detailed discussion between participants, consultants, and City of Hammond staff.

This final plan document has been prepared for formal adoption by the City to govern future investment and development toward realization of the community's shared vision for downtown's revitalization.



BEFORE THE TRAIN

C1: THE PLAN
C2: PUBLIC SPACES
C3: STREET RESTRIPIING
C4: BIKE NETWORK
C5: SIGNAL NETWORK
C6: SHARED PARKING

C.1

THE PLAN

Before the completion of the train station, the master plan recommends focusing development, public realm investment, and building revitalization along Hohman Avenue in downtown's core to create a critical mass of activity and amenity.

A new multifamily rental development with retail along Hohman Avenue should bring more than 200 apartments to the underutilized public parking lot framed by Hohman, Sibley, and Rimbach. This development should include a smaller building across Rimbach to help frame the planned plaza at Rimbach and give life to this important corner.

Adaptive reuse of adjacent flagship structures like the Bank Calumet Building should add hundreds more housing units and rehabilitated retail to downtown while preserving signature examples of its architectural heritage. Together, these infusions of new residents and amenities should add substantial new life to downtown's streets and jump start its revitalization.

Hohman Avenue itself, from Sibley Street to Clinton Street, should be dramatically transformed into a signature boulevard with substantially upgraded pedestrian, bicycle, and parking facilities as well as new trees lending it an overall "imagability" that will help define downtown Hammond moving forward.

The remaining streets around downtown's core should be restriped to reduce travel speeds, add on-street parking, and improve bicycle connectivity and safety.



Before the Train: Years 1-4

- Starting with a critical compact mass of redevelopment.
- A mix of new construction and rehab of downtown buildings.
- Approximately 590 Units.
- New Retail Lining Hohman.
- Rehabilitation of First Baptist Church parking garage in anticipation of growing downtown parking demand.

C.2

PUBLIC SPACES

Public realm investment before the train is focused on the Hohman Avenue corridor with its epicenter at the Rimbach intersection, where Rimbach's curve is eliminated and its fountain moved.

Hohman Avenue itself, between Sibley and Clinton Streets, becomes a signature boulevard with substantially improved pedestrian, bike, parking, and landscape features. The following pages detail two options for this redesign.

A new plaza directly adjacent to the development at Hohman and Rimbach provides a focal point where residents and visitors can gather and programming can occur. New buildings along three edges frame the space with ground floor retail, helping bring it activity on a daily basis.

Additional "missing teeth" in the downtown core are planned for development as rowhouse lots to promote opportunities for ownership.



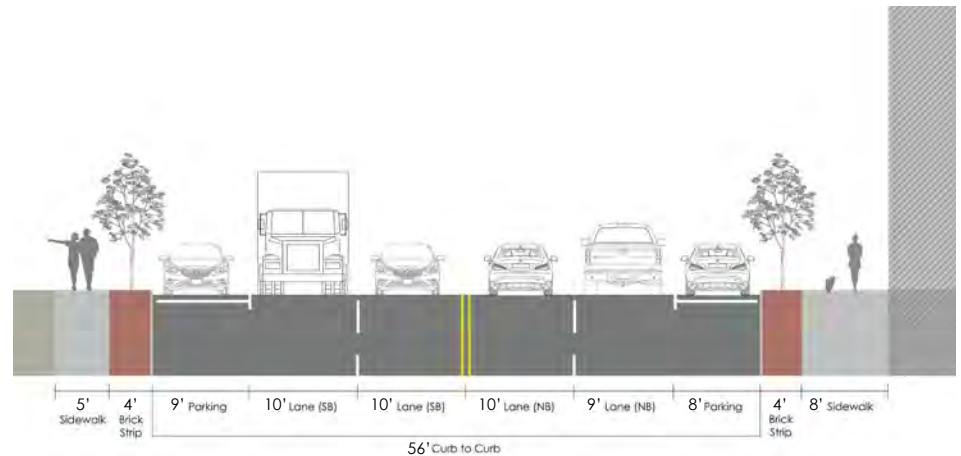
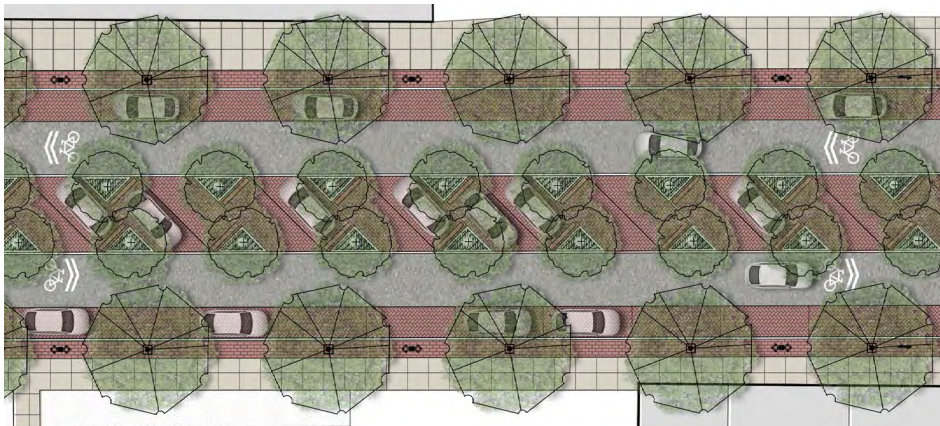
HOHMAN AVENUE (OPTION 1: ANGLED PARKING)

Modeled on the successful Lancaster, CA retrofit described earlier, this option for Hohman Avenue's transformation is conceptualized as a linear plaza that also provides parking and moves traffic. It adds a central column of back-in angled parking with a new tree behind each car. On-street parking along both curbs completes this option's significant infusion of new parking supply to serve businesses along the corridor.

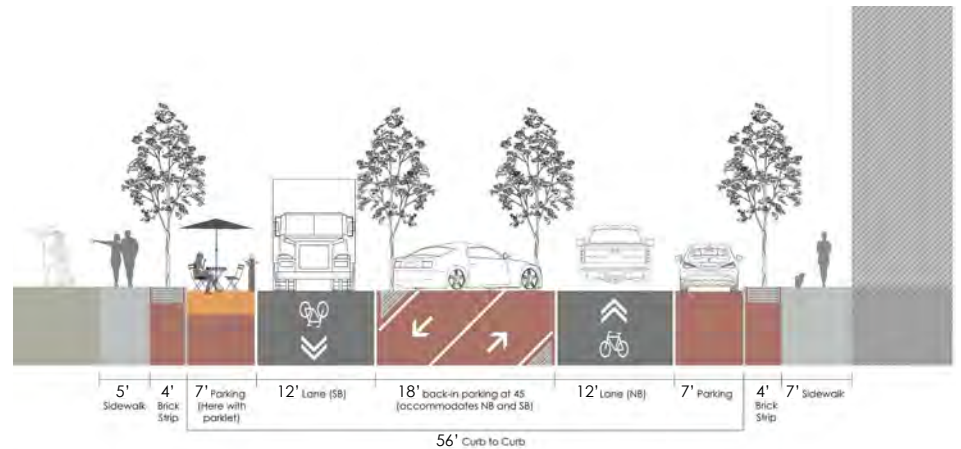
Back-in parking is much safer for cyclists and thus helps these blocks participate in a new cycling corridor connected to the broader downtown and regional network.

The horizontal surface is consistently flush from curb to curb to create a plaza-like environment to enhance pedestrian safety and promote the sense of the street as a public space rather than just a driving zone. Only the travel lanes themselves are paved with asphalt – other surfaces are cobbled to reinforce the plaza character.

Because the existing sidewalk is of only moderate width and the plan, to save money, does not recommend moving the curbs, the design accommodates café seating on occasional "parklets" inserted into parallel parking spaces in front of any restaurants and coffee shops.



EXISTING

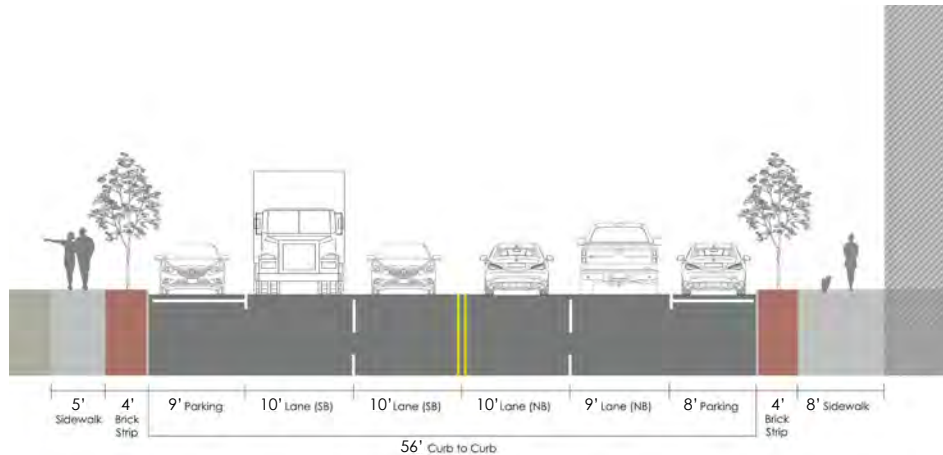
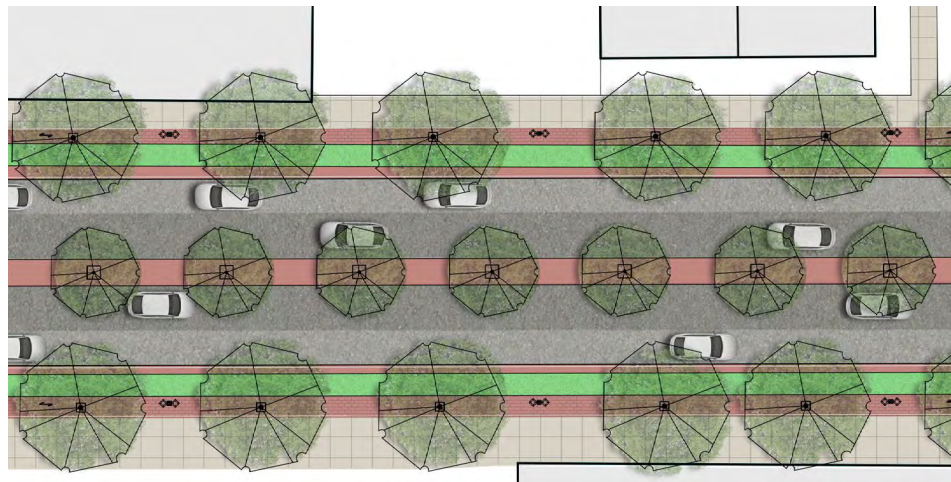


PROPOSED

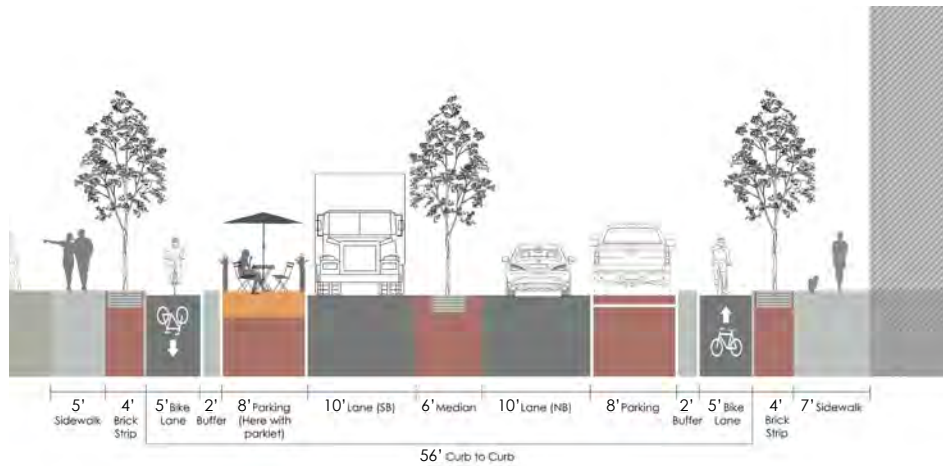
HOHMAN AVENUE (OPTION 2: CYCLE TRACK)

This option for Hohman Avenue's transformation emphasizes cycling safety and convenience with a cycle track along each curb protected from travel lanes by a raised buffer and parallel on-street parking spaces.

A central median with cobbled paving flush with travel lanes adds a third row of street trees to reinforce an eventually substantial canopy. This solution, while more ideal for cycling, is not as plaza-like or traffic-calming as option 1.



EXISTING

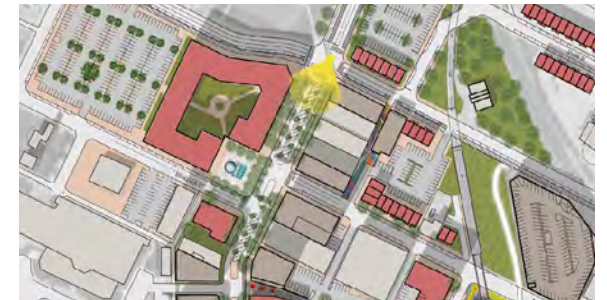


PROPOSED

HOHMAN AVENUE



Downtown's central spine, Hohman Avenue becomes a plaza-like main street with back-in angle parking, enhanced pedestrian and bike facilities, and a dense tree canopy.



RIMBACH SQUARE



The centerpiece of a catalytic redevelopment of downtown's northern gateway, Rimbach Square extends the public space of a transformed Hohman Avenue, amenitizing a new apartment building to its north. This space is created in part by removing the S-curve from the end of Rimbach Street, and it relocates and updates the existing fountain to its south.



ARTS ALLEY

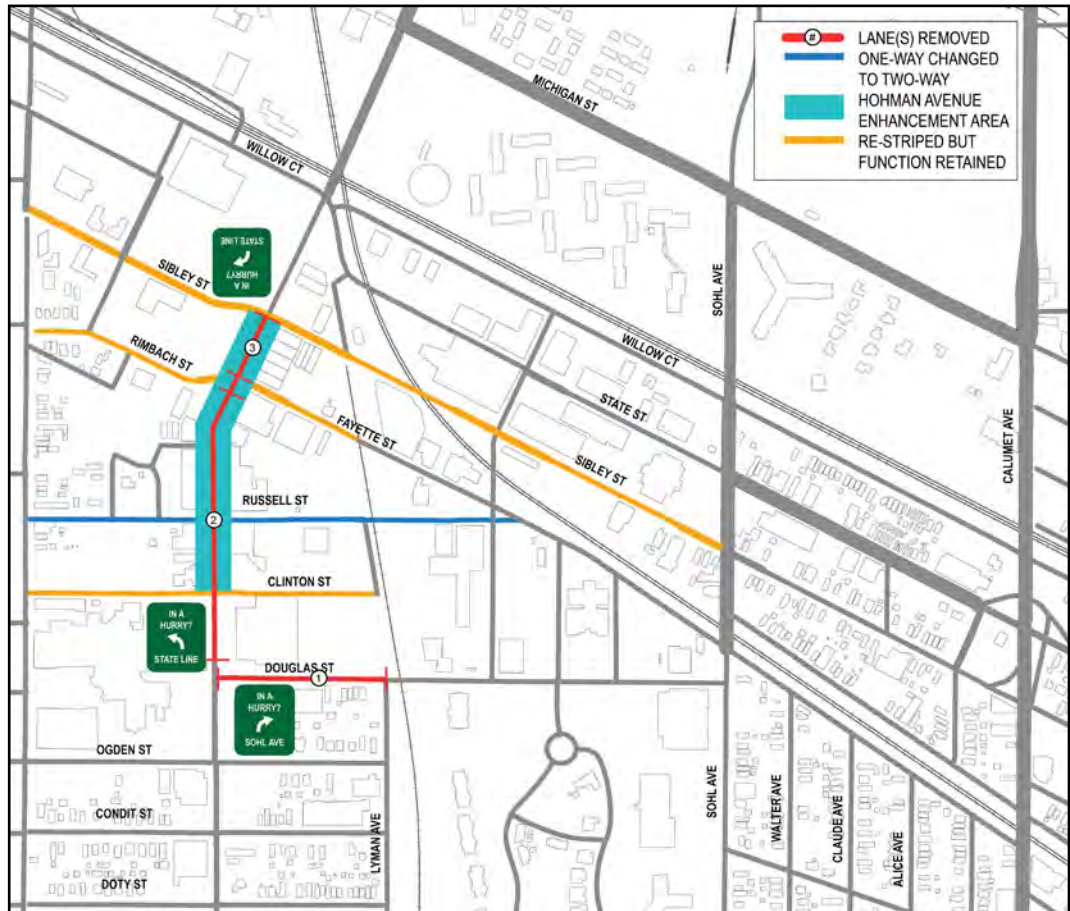


The intimate alley connecting Sibley and Fayette Streets is poised to become an eclectic arts and cultural destination, animated by Paul Henry's Art Gallery, the Towle Theater, and the HDC Business Center, as well as new live/work row houses targeted at craftspeople.



C.3

STREET RESTRIPING



Building on the enhancements planned for the signature stretch Hohman Avenue, the plan recommends restriping most other streets in and around the downtown core to improve traffic circulation, reduce vehicular speeds, add cycling facilities, and increase on-street parking supply.

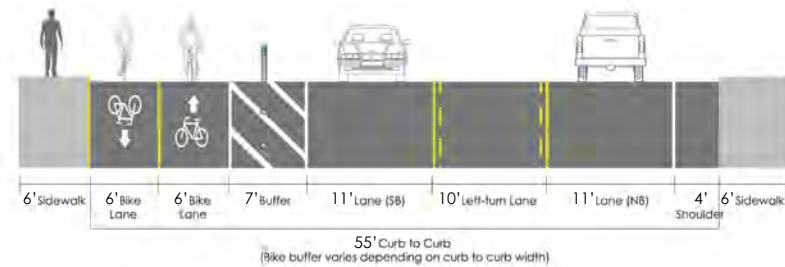
In each of the following street-by-street restriping proposals, curbs remain in place, avoiding substantial infrastructure costs beyond painting expense and possible top coat refreshment.

Where one way streets currently exist, the plan recommends converting these to two-way travel for increased network efficiency and reduced speeding.



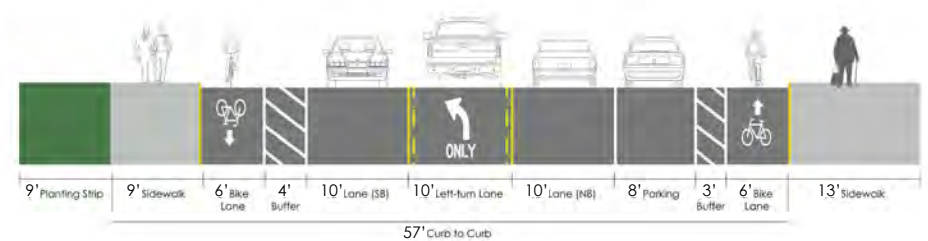
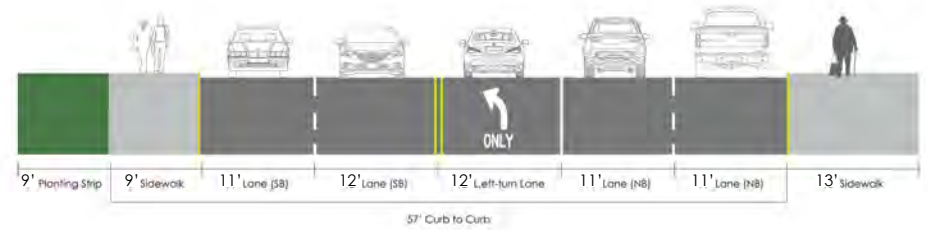
In case drivers would prefer to avoid the slower-speed stretch of reconstructed Hohman Avenue in downtown's core, new signs at the ends of the reconstruction advise alternate routes to faster, regional thoroughfares.

HOHMAN (BRIDGE)



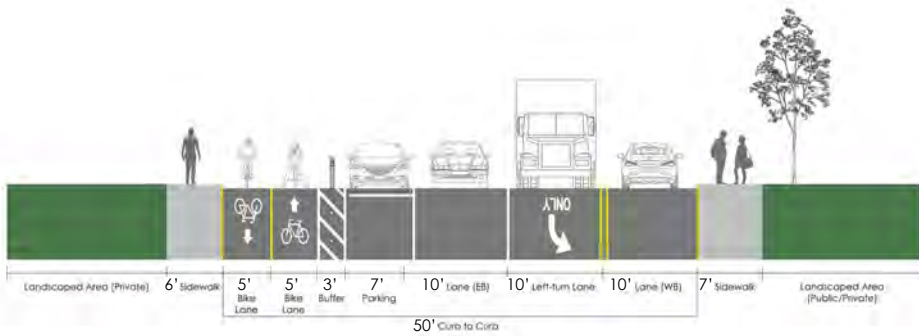
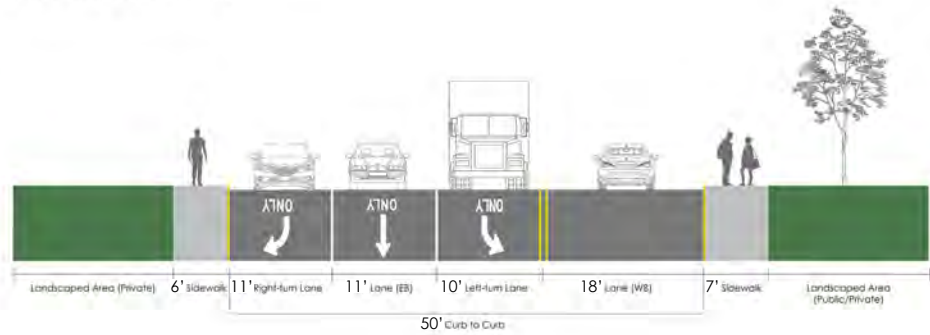
On the bridge north of Sibley, Hohman Avenue is two-way with two lanes in each direction. As redesigned, all lanes are narrowed and one northbound lane is removed to accommodate a striped center turning lane and a buffered two-way cycle track to the west.

HOHMAN (SOUTH OF CLINTON)



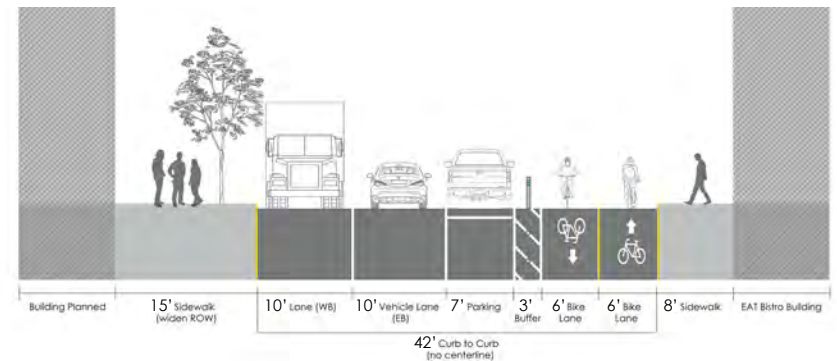
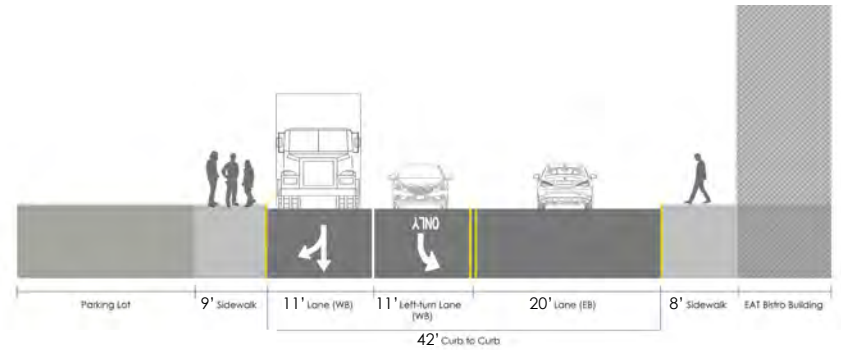
South of Clinton, Hohman Avenue is two-way with three northbound lanes and two southbound lanes flanked on both sides by a yellow curb prohibiting parking. As redesigned, all lanes are narrowed and one northbound lane is removed to accommodate a striped center turning lane, parallel parking on the west side, and buffered bike lanes adjacent to the curb on either side.

SIBLEY ST (WEST)



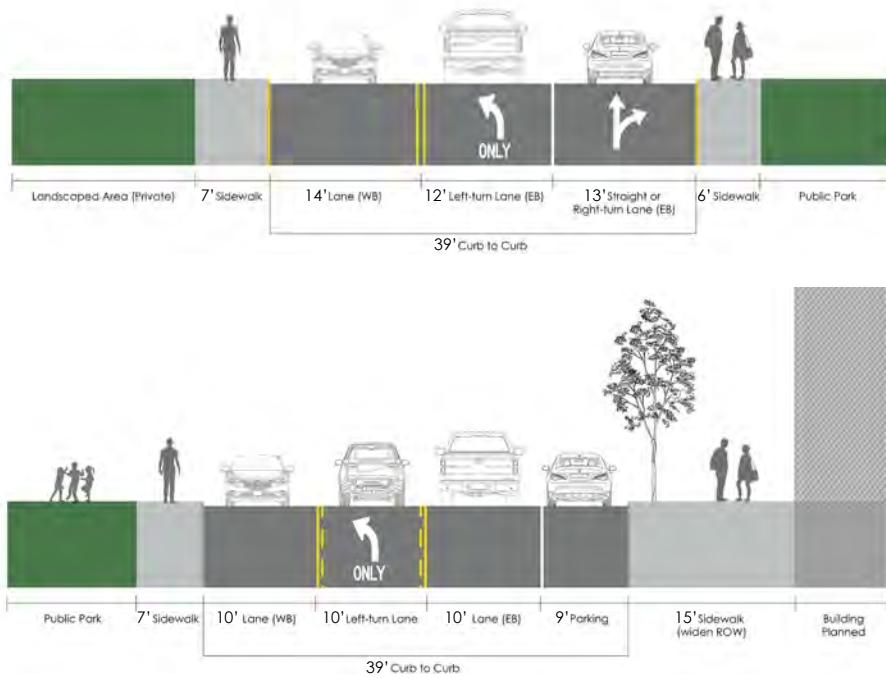
West of Hohman, Sibley Street is two-way with one westbound lane, and three eastbound lanes marked for left turns, forward travel, and right turns. As redesigned, two lanes are narrowed and the right turn lane is removed to accommodate striped parallel parking and a buffered, two-way cycle track on the south side.

SIBLEY ST (EAST)

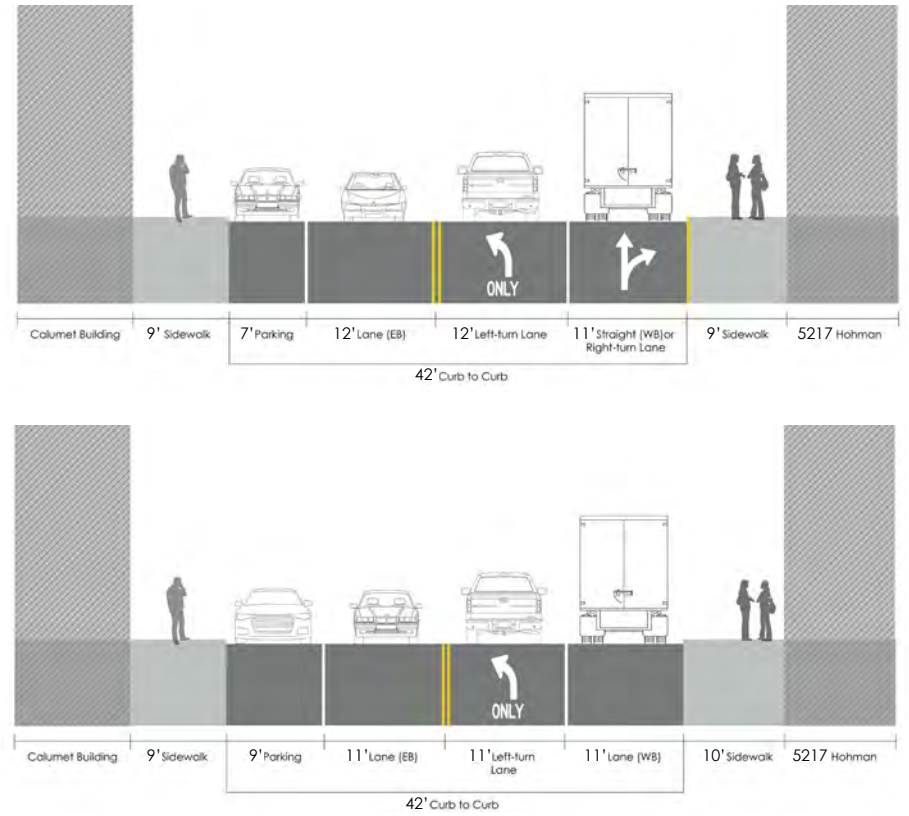


East of Hohman, Sibley Street is two-way with one westbound lane, a central left turn lane, one eastbound lane marked for forward travel and right turns, and faded striped parallel parking spaces on the south side. As redesigned, all lanes are narrowed and the turn lane and center line are removed to accommodate striped parallel parking and a buffered, two-way cycle track on the south side.

RIMBACH ST (WEST)



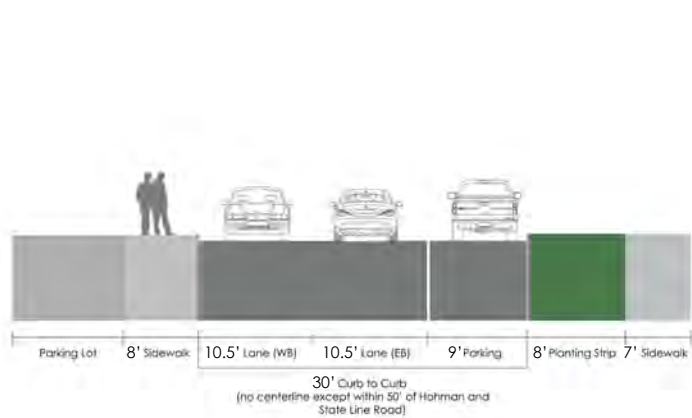
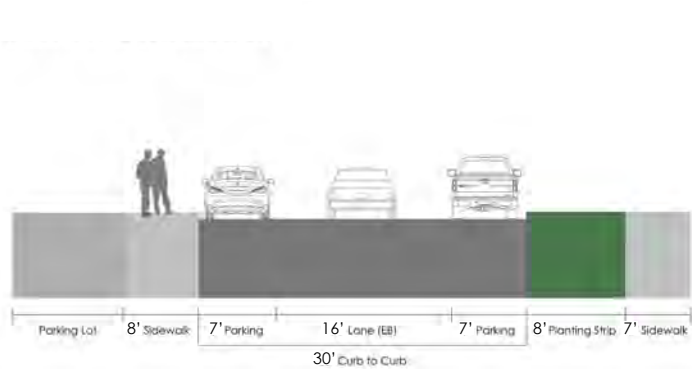
FAYETTE (EAST OF HOHMAN)



West of Hohman, Rimbach Street is two-way with one westbound lane and two eastbound lanes marked for left turns, forward travel, and right turns. As redesigned, all lanes are narrowed to accommodate striped parallel parking to the south. The straight/right-turn arrow in the eastbound lane is also removed.

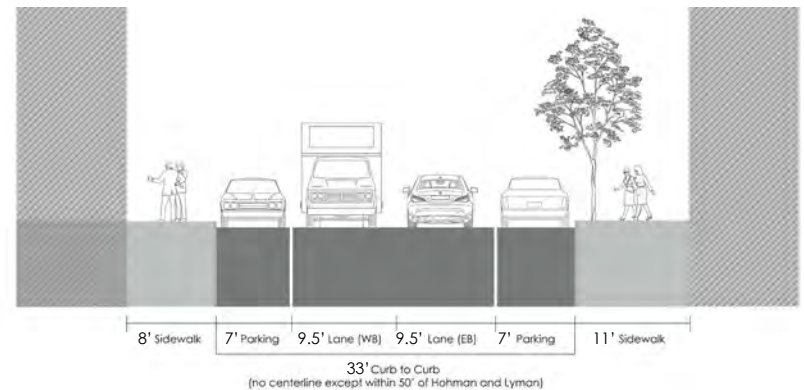
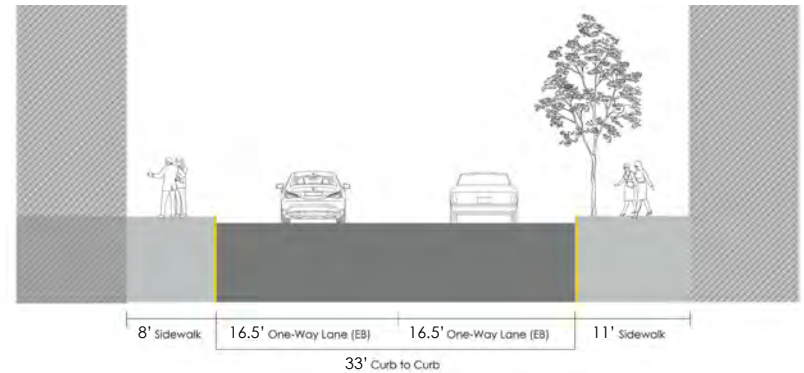
East of Hohman, Fayette Street is two-way with two westbound lanes and one eastbound lane with striped parallel parking on the south side. As redesigned, two lanes are narrowed, parallel parking spaces on the south side are widened, and the straight/right-turn arrow is removed.

RUSSELL ST (WEST)



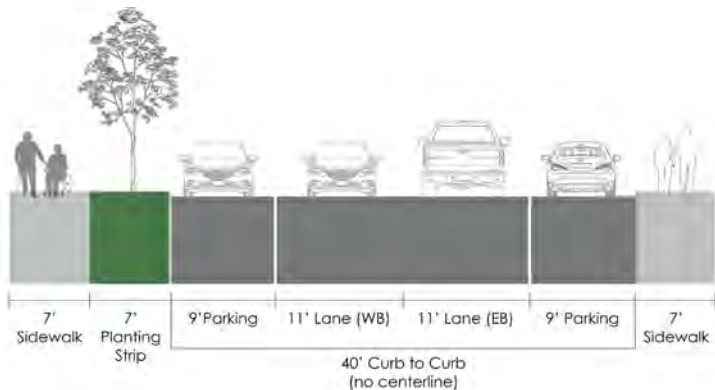
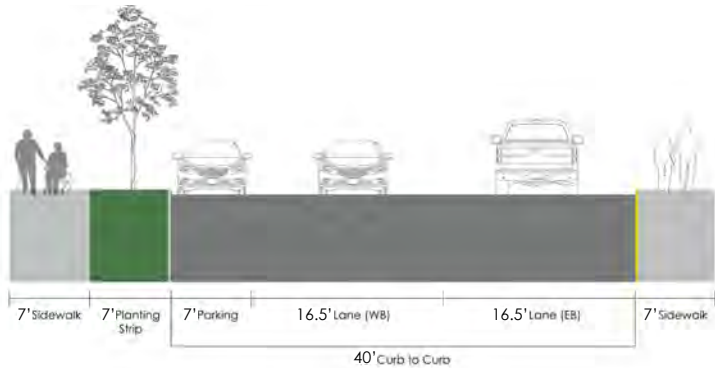
West of Hohman, Russell Street is one-way eastbound with one lane flanked on both sides by informal parking. As redesigned, the street is two-way and two lanes with striped parallel parking on the south side. A yellow centerline appears at each intersection approach to alert drivers of its new two-way configuration.

RUSSELL ST (EAST)



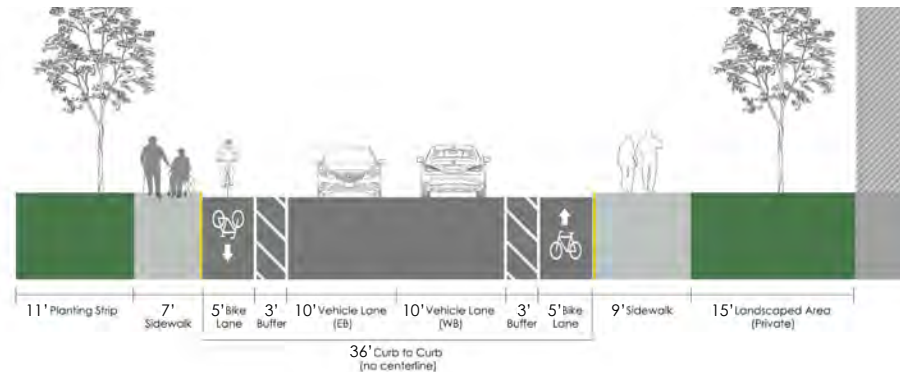
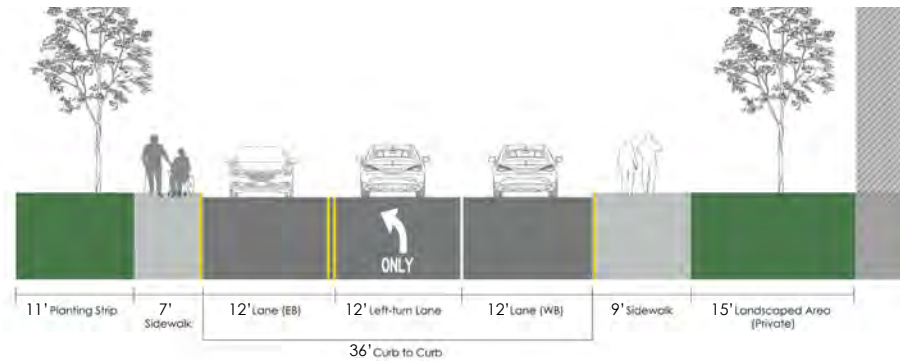
East of Hohman, Russell Street is one-way eastbound with two informal lanes flanked on both sides by yellow curbs prohibiting parking. As redesigned, the street is two-way flanked by striped parallel parking. A yellow centerline appears at each intersection approach to alert drivers of its new two-way configuration.

CLINTON ST (WEST)



West of Hohman, Clinton Street is two-way with two lanes, a yellow curb prohibiting parking on the north side, and informal parking on the south side. As redesigned, both lanes are narrowed to accommodate striped parallel parking on both sides.

DOUGLAS ST (EAST)



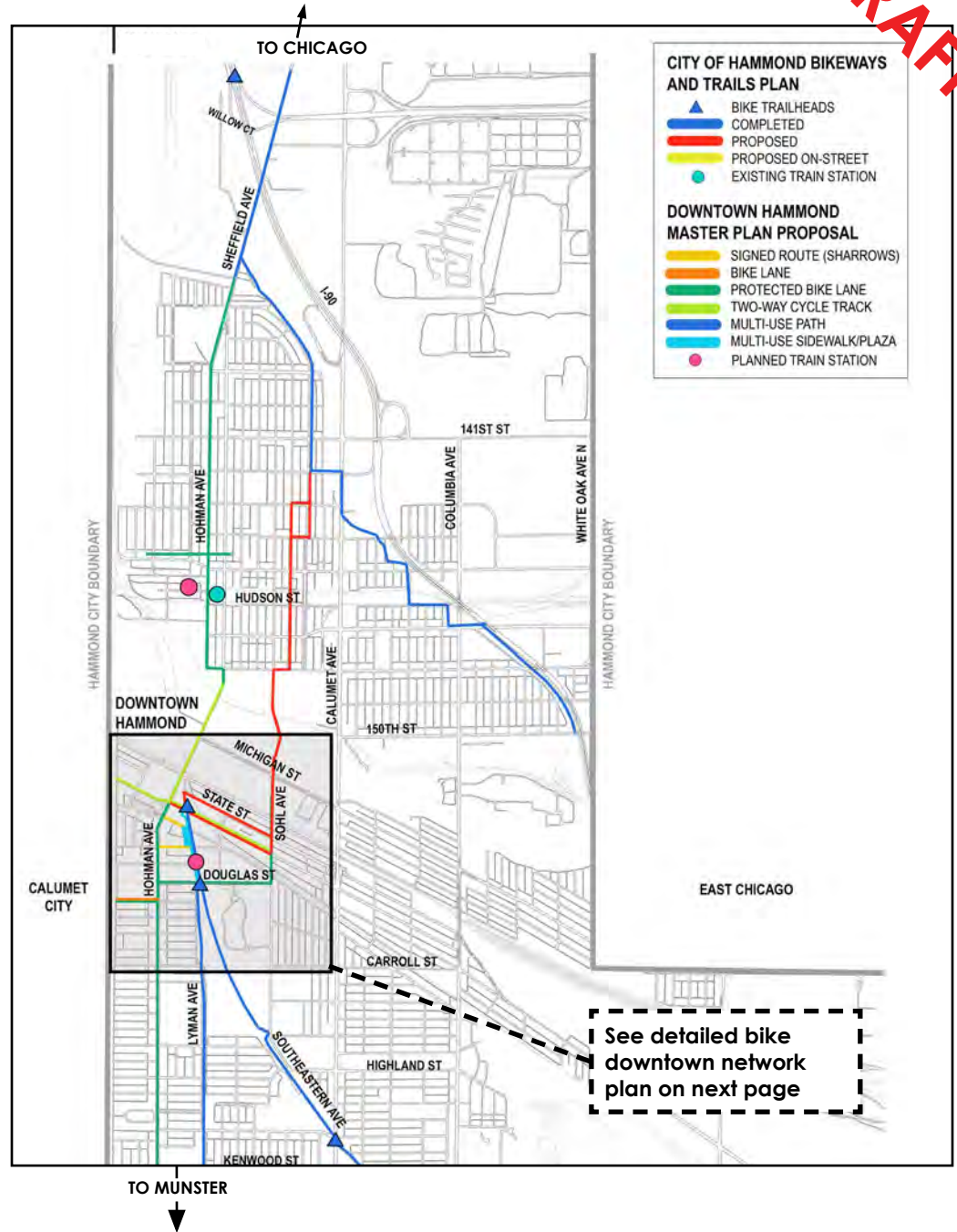
East of Hohman, Douglas Street is two-way with two lanes and a center turn lane. As redesigned, all lanes are narrowed and the center lane removed to accommodate two buffered bike lanes.

C.4

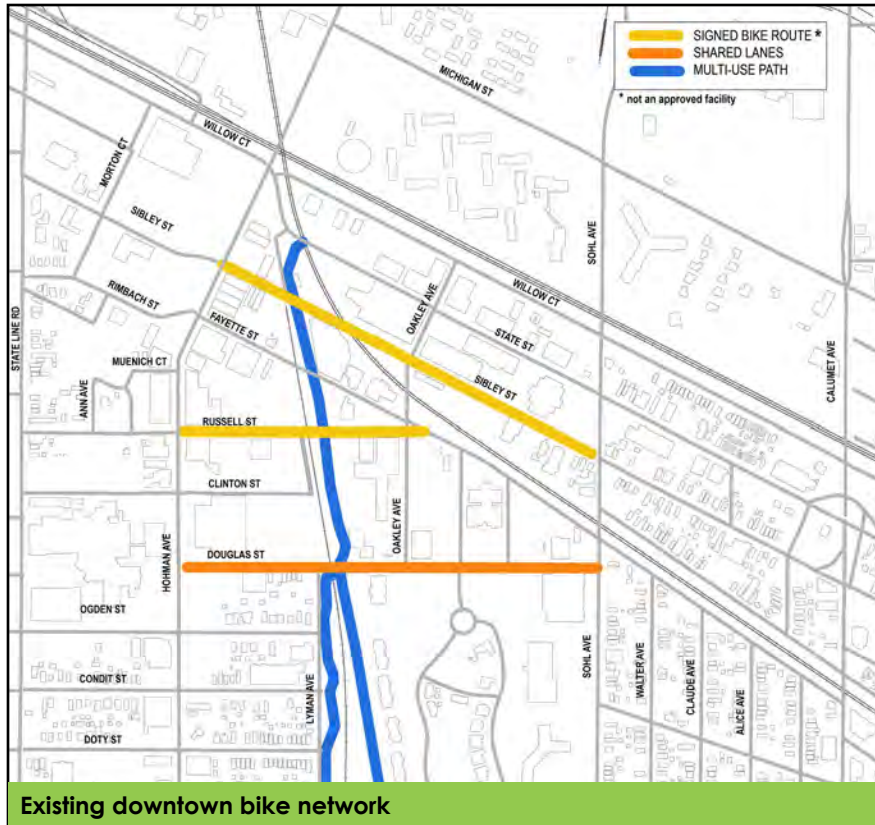
BIKE NETWORK: REGIONAL

The greater downtown area includes several bike trails that participate in what should be a robust regional network, providing important connections such as, between Chicago and downtown Hammond. However there are some important breaks in the network that this plan works to mend.

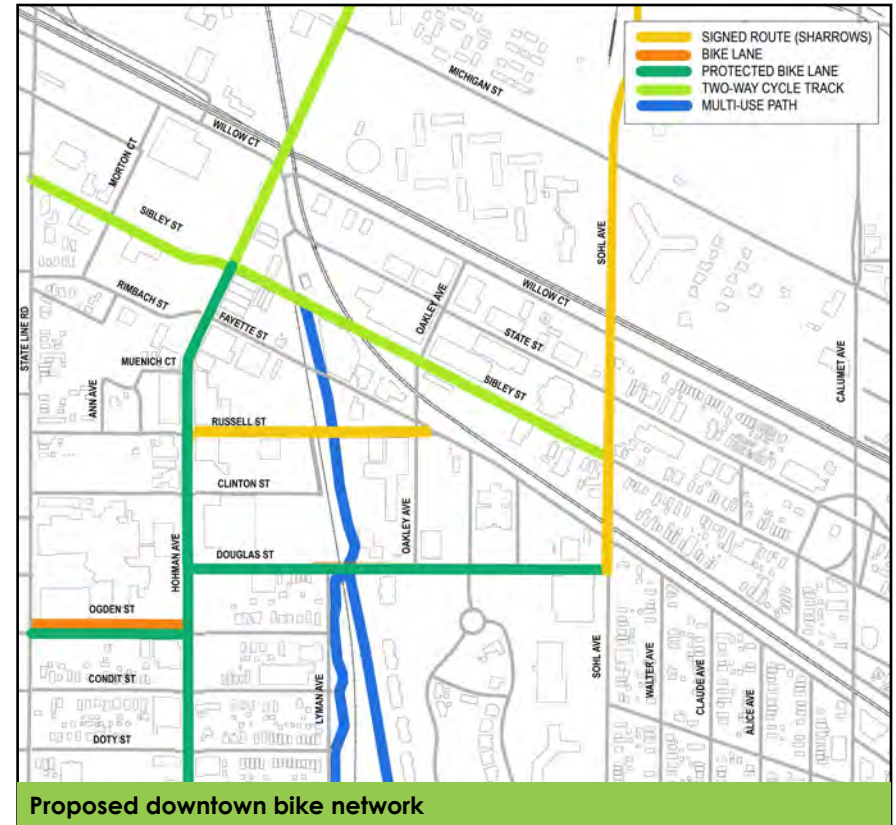
Downtown is located at the northern terminus of the Monon and Erie-Lackawanna trails – they currently do not continue north. The City plans connections to northerly regional trails via links east to Sohl Avenue. This master plan recommends an additional connection along a restriped Hohman Avenue, which would also provide a direct, near-term connection to the existing Hammond commuter rail station.



BIKE NETWORK: DOWNTOWN



Currently, the downtown bike network is well connected to the south via the Monon and Erie-Lackawanna trails but does not connect directly via bike facilities to the west, north, or east.



The plan envisions robust bike facilities extending to existing regional paths in all directions. Wherever possible, shared lanes and signed routes are upgraded to protected bike lanes and cycle tracks. Perhaps most significantly, Hohman Avenue plays a major new role in the network as a key north-south cycling corridor. Another important trajectory is provided parallel to the Erie-Lackawanna trail to the west of the train station, inviting trail-riding cyclists into the downtown.

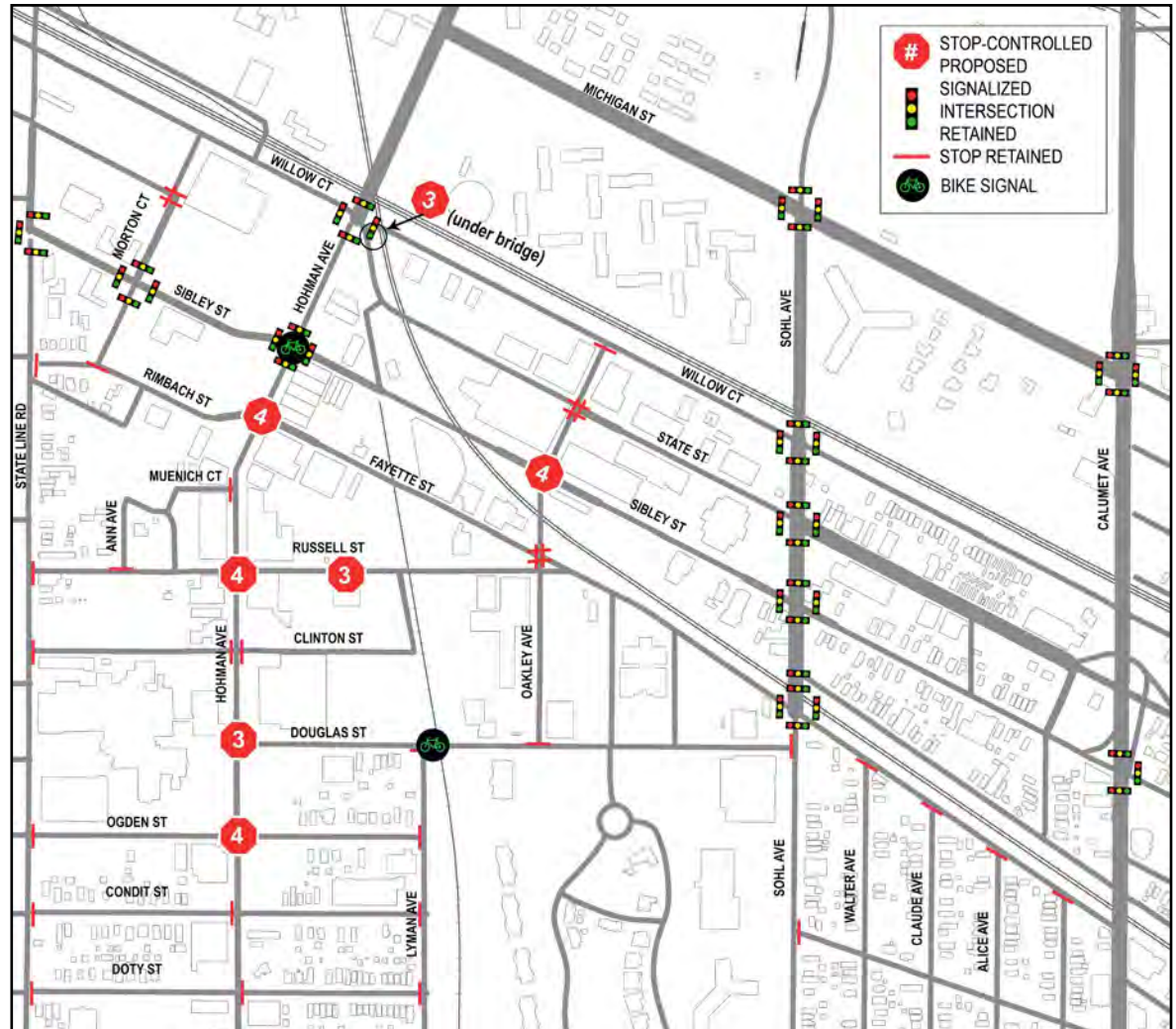
C.5

SIGNAL NETWORK

The plan envisions a traffic control system reliant more on four-way stop signs (or three-way at T intersections) than traffic signals. Stop signs have been proven to significantly improve pedestrian safety without meaningful impacts to overall driving times.

Especially along the Hohman corridor through downtown's core, signals are replaced with three and four-way stops. This work should be completed in conjunction with the Hohman rebuild and restriping discussed ahead (or earlier.) Additionally, a superfluous signal along Willow Court under the Hohman bridge has also been eliminated.

At the intersection of Hohman Avenue and Sibley Street and also where Douglas Street crosses the new rail tracks, a bicycle signal gives priority to cyclists by adding a phase for movement that didn't previously exist. This safety improvement separates bicycles from conflicting vehicle and pedestrian-designated movements.



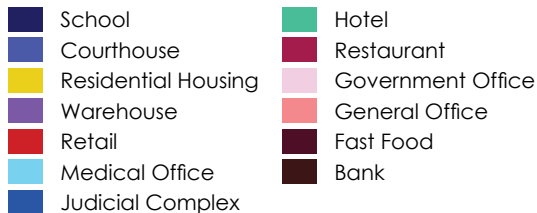
C.6

SHARED PARKING

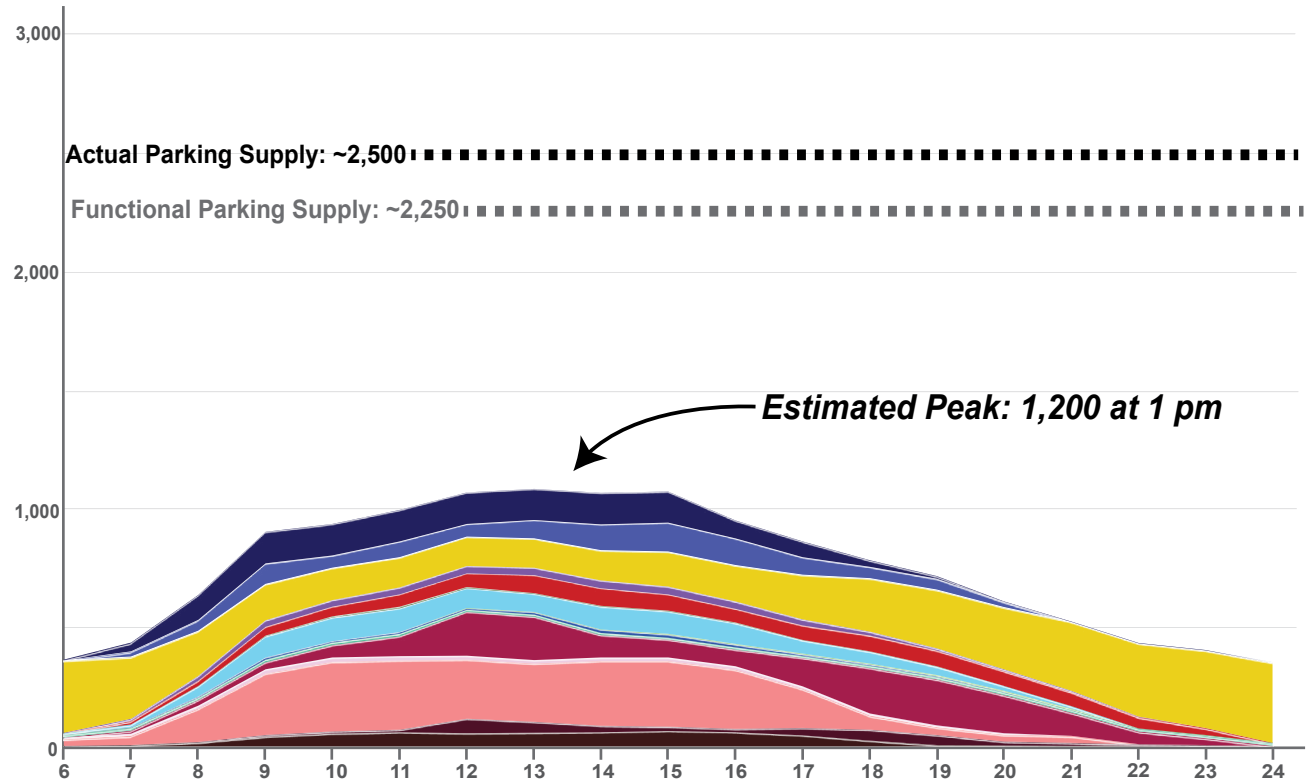
Taking advantage of the efficiencies unlocked by a holistic shared parking strategy, downtown will have many more parking spaces than necessary to serve expected demand.

Added housing units in new development and adaptive reuse of existing buildings contribute substantial new parking demand but a significant portion of that demand can make use of existing commercial-serving spaces that are empty overnight. In contrast to the existing demand profile shown in section B6, the graph at the right introduces this new residential demand and shows how it parks complementarily to existing users.

Even if shared parking dynamics and efficiencies have not fully manifested before the train, downtown contains more than enough spaces to satisfy all existing and new uses and users, providing that effective wayfinding is introduced.



Shared Demand Profile - Phase 1



THE TRAIN

D1: THE TRAIN

D2: THE PLAN

D3: PUBLIC SPACES

D4: NEW STREETS

D5: BIKE NETWORK

D6: SHARED PARKING

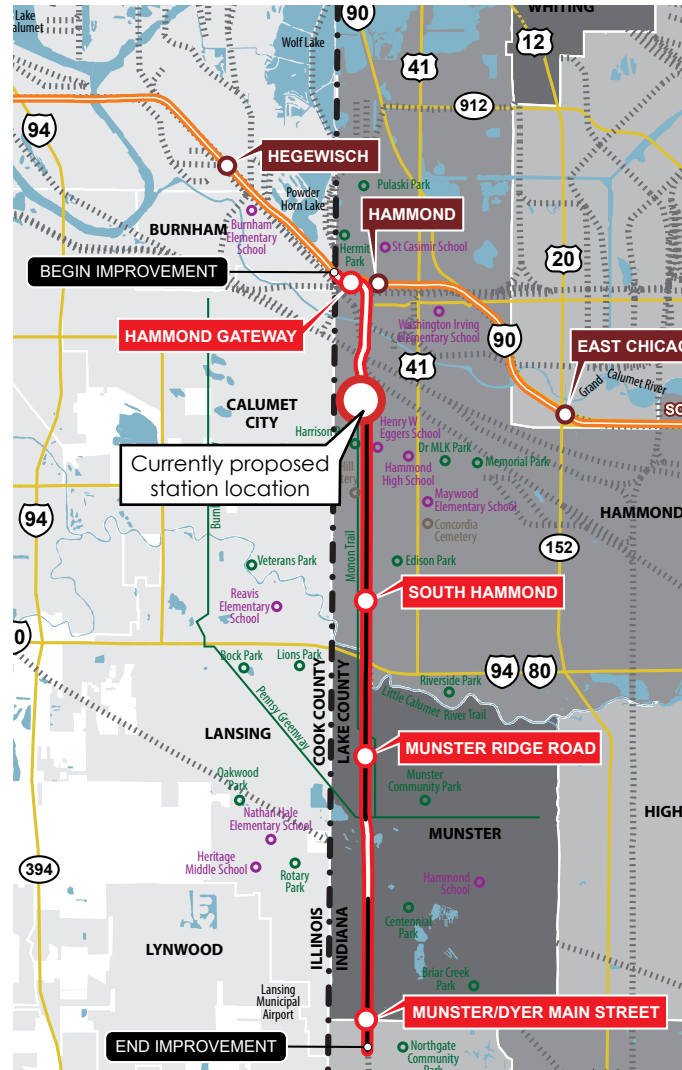
D.1 THE TRAIN

The West Lake Corridor Project will bring commuter train service to southern Hammond through to Dyer with convenient, one-seat, 40 minute service to/ from Chicago's Millennium Station with 12 trains per day during weekday peak periods (and another 12 trains daily to Hammond Gateway station off peak on weekdays). Initially, a station was planned for downtown Hammond but subsequent planning and design processes eliminated this prospect. However, the City has effectively advocated to reinstate this infill downtown stop as soon as the initial line is completed.

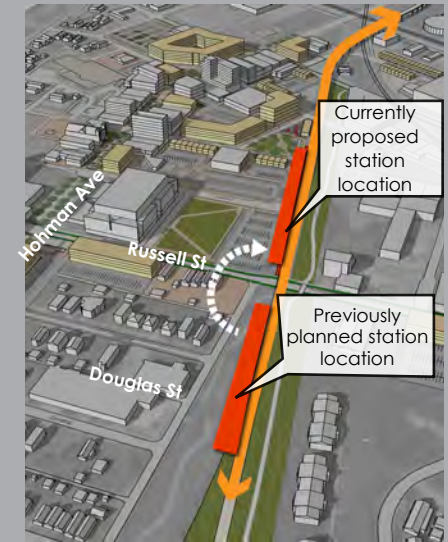
As ZVA's housing study demonstrates, the market supports an initial phase of downtown development and adaptive reuse based on current conditions (i.e. "before the train"). This first round of investment will establish meaningful developmental momentum, but the train station's arrival should cement downtown's upward trajectory and catalyze ongoing transformation for years to come.

As the planning process began the new train station was slated to be located south of Douglas Street, creating a long walk from the train to the heart of downtown. Happily, this process has led to a new solution that places the station between Douglas and Fayette Street, with a leadhouse terminating views down Russell Street, from which access to downtown can now be quick and pleasant.

The rail alignment and station grading require "snipping" Russell Street at the tracks and possibly regrading the Douglas crossing by several feet. The plan proposes an underpass beneath the tracks at Russell to restore this link, at least for pedestrians and bikes. More importantly, a new north-south street along the train tracks and the two-waying of Russell Street allow the downtown street network to provide access to and around the new train station.



A new train station with one-seat service to Chicago's loop will dramatically impact the desirability of downtown Hammond.



Revised as result of planning effort: Station Location.

Above: The train station was originally planned to reside just south of Douglas, too far from downtown's core. This planning process has precipitated relocating the platform north to align with Russell Street, amplifying the train's potential economic development impacts downtown through better walking proximity to activity centers and development sites.

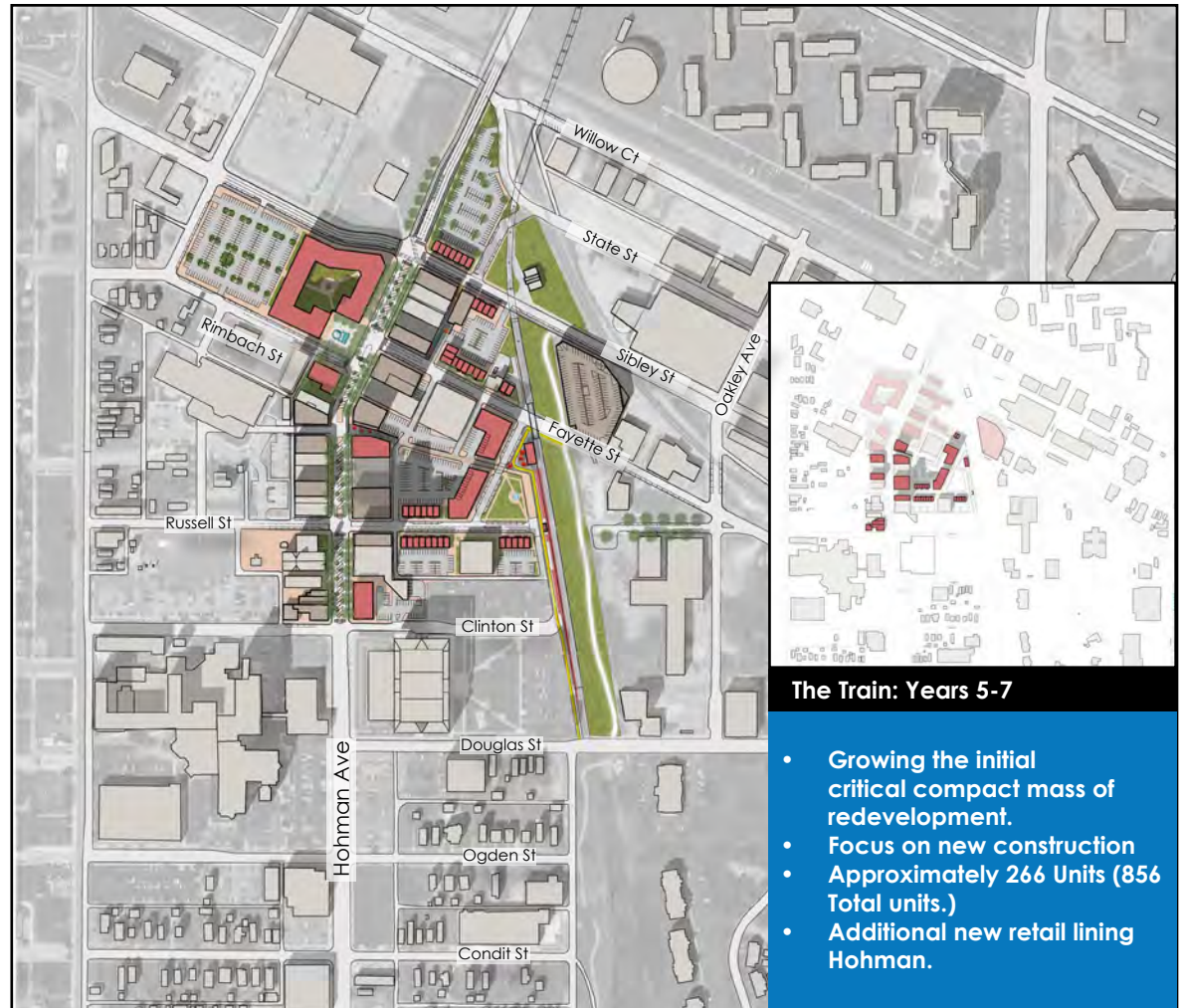
Left: West lake Corridor Project expansion plan with proposed Downtown Hammond station superimposed.

D.2

THE PLAN

The commuter rail station's arrival will shift downtown Hammond's center of gravity to the southeast. The plan envisions a triangular "Station Square" anchored by the station platform's headhouse and lined with new multifamily and rowhouse development.

Centered on the Russell Street corridor, the station will help draw pedestrians further south down Hohman and effectively expand the housing market from the initial core at Hohman/Rimbach, established "before the train," to a 5-10 minute walking radius from the station. This circumstance will strengthen prospects for adaptive reuse of buildings along Hohman (into housing above retail) from Muenich south to Douglas. New development should utilize existing parking assets such as, most importantly, the First Baptist Church garage to help satisfy new parking demand and reduce the need to construct as many costly new spaces.



- The Train: Years 5-7**
- Growing the initial critical compact mass of redevelopment.
 - Focus on new construction
 - Approximately 266 Units (856 Total units.)
 - Additional new retail lining Hohman.

D.3

PUBLIC SPACES

The primary public realm investment prompted by the train is a triangular “Station Square” bound by the platform to the east, Russell Street’s new termination to the south, and a new diagonal street segment connecting Russell to Fayette to its northwest.

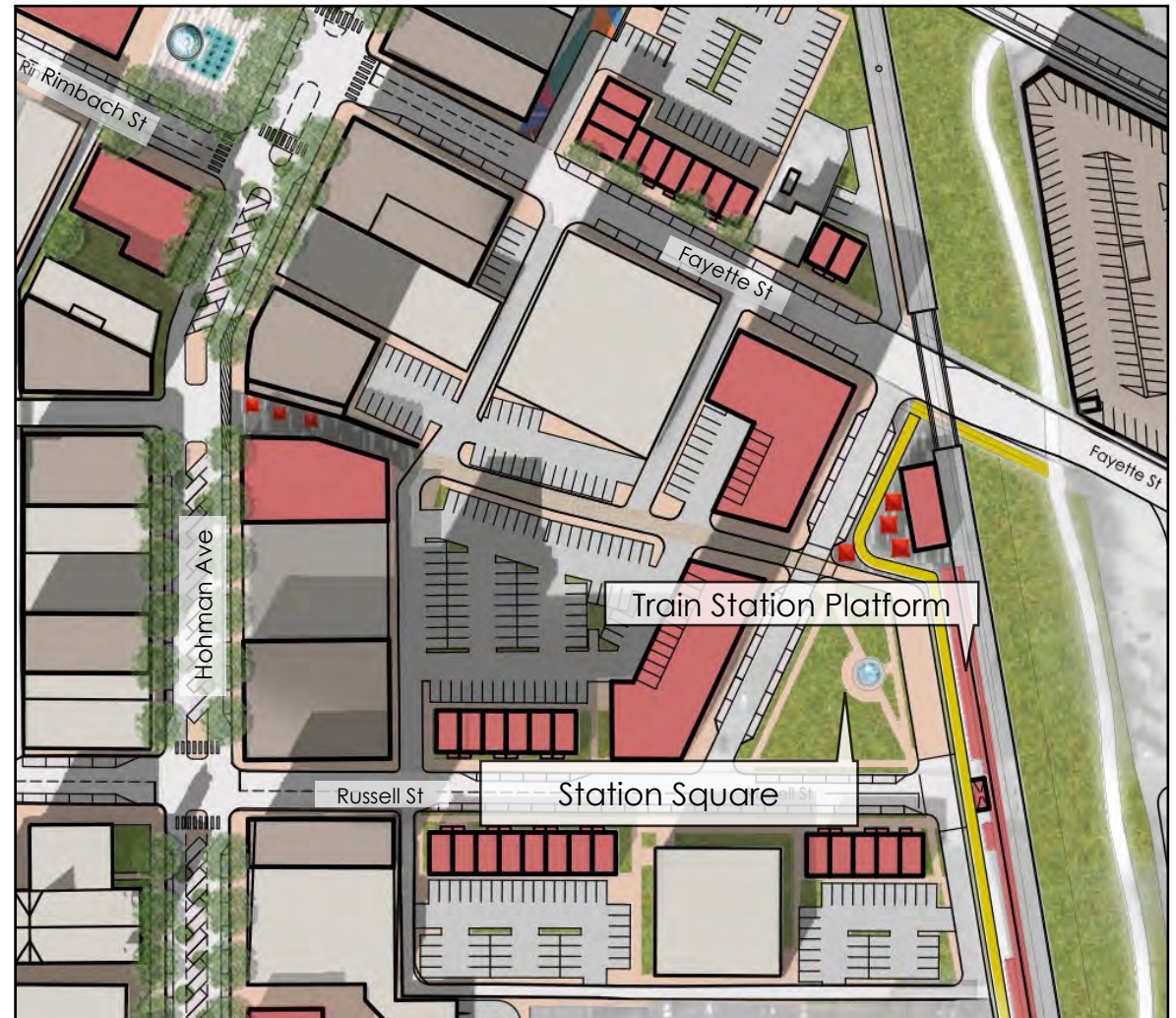
The square is divided into two primary sections, a traditional “green” to the south and a paved plaza to the north. The sections are separated by a one-way drop-off loop connecting Russell’s eastern terminus to the new connector street.

The plaza includes a small pavilion structure with outdoor seating intended to house – or “incubate” – a start-up café and other businesses.

A multiuse path connects bike facilities between Douglas and Sibley on this western side of the tracks, hopefully drawing cyclists downtown from the Monon and Erie-Lackawanna trails.

West of the Station Square is located a second major new apartment development, holding more than 200 units. These apartments find their parking in the lot behind and also in the rehabilitated Church lot located only 300 feet away on Fayette St.

Beyond the square, missing teeth along Fayette and parallel streets are redeveloped with several dozen rowhouse, including live/work units closer to Hohman Avenue.



RUSSELL STREET TO THE STATION



The new train station terminates the eastward vista down Russell Street, drawing pedestrians past new townhomes and apartment buildings toward Station Square and a brisk, one-seat commuter rail ride to downtown Chicago.



SQUARE STATION



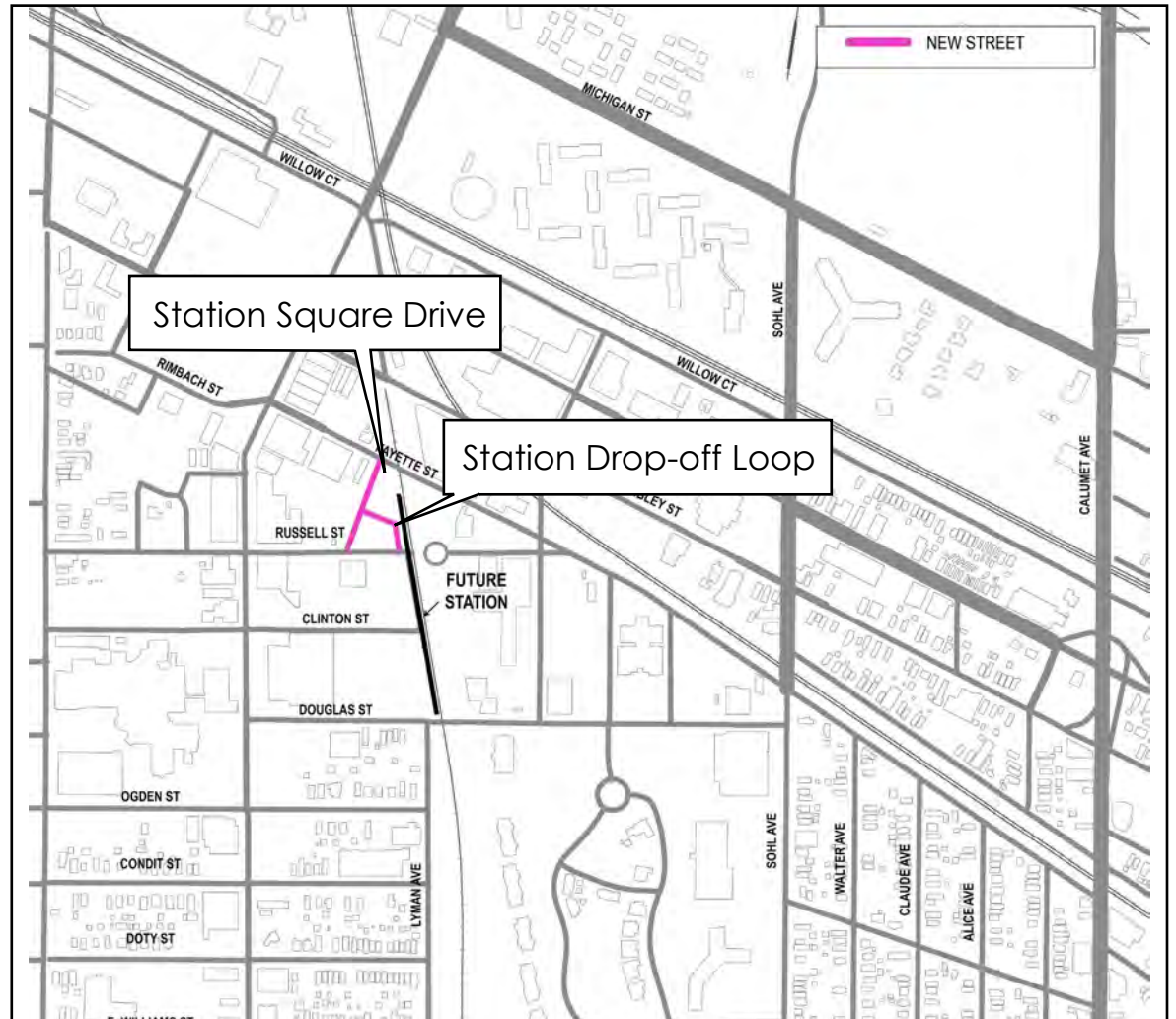
Lined with new multifamily housing, Station Square creates a bustling interface between downtown and the new commuter rail station. The square is divided into two primary zones: a greener, park-like portion to the south and a plaza-like, paved portion anchored by “incubator” shops to the north. A new street connecting Russell and Fayette defines the Square’s western edge.



D.4

NEW STREETS

The commuter rail track alignment and station platform break Russell Street's continuity across the Monon and Erie-Lackawanna corridor. To mitigate the resulting reduction in downtown's fine-grained street grid connectivity, two new streets along the north-south edges of the new Station Square park mend the grid by linking Russell Street to Fayette Street and create a convenient drop-off loop for rail passengers.

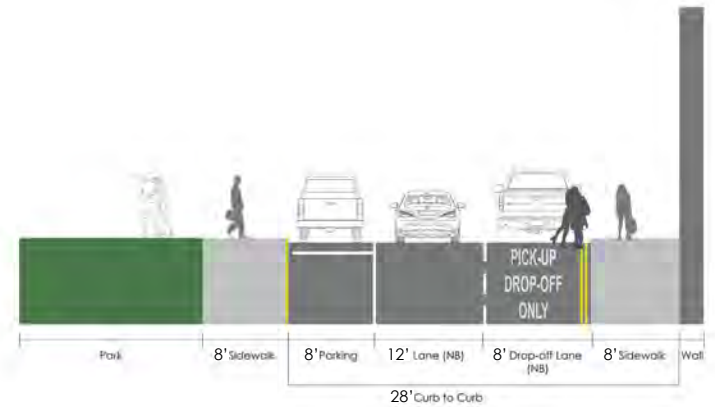


STATION SQUARE DRIVE



The new street along the west side of Station Square is two-way with two lanes flanked on both sides with striped parallel parking. A planting strip and wider sidewalk mark the western edge of the park.

STATION DROP-OFF LOOP



The new drop-off loop street is one-way northbound with one lane, a parking lane on the west side, and a pick-up/drop-off only lane on the east side.

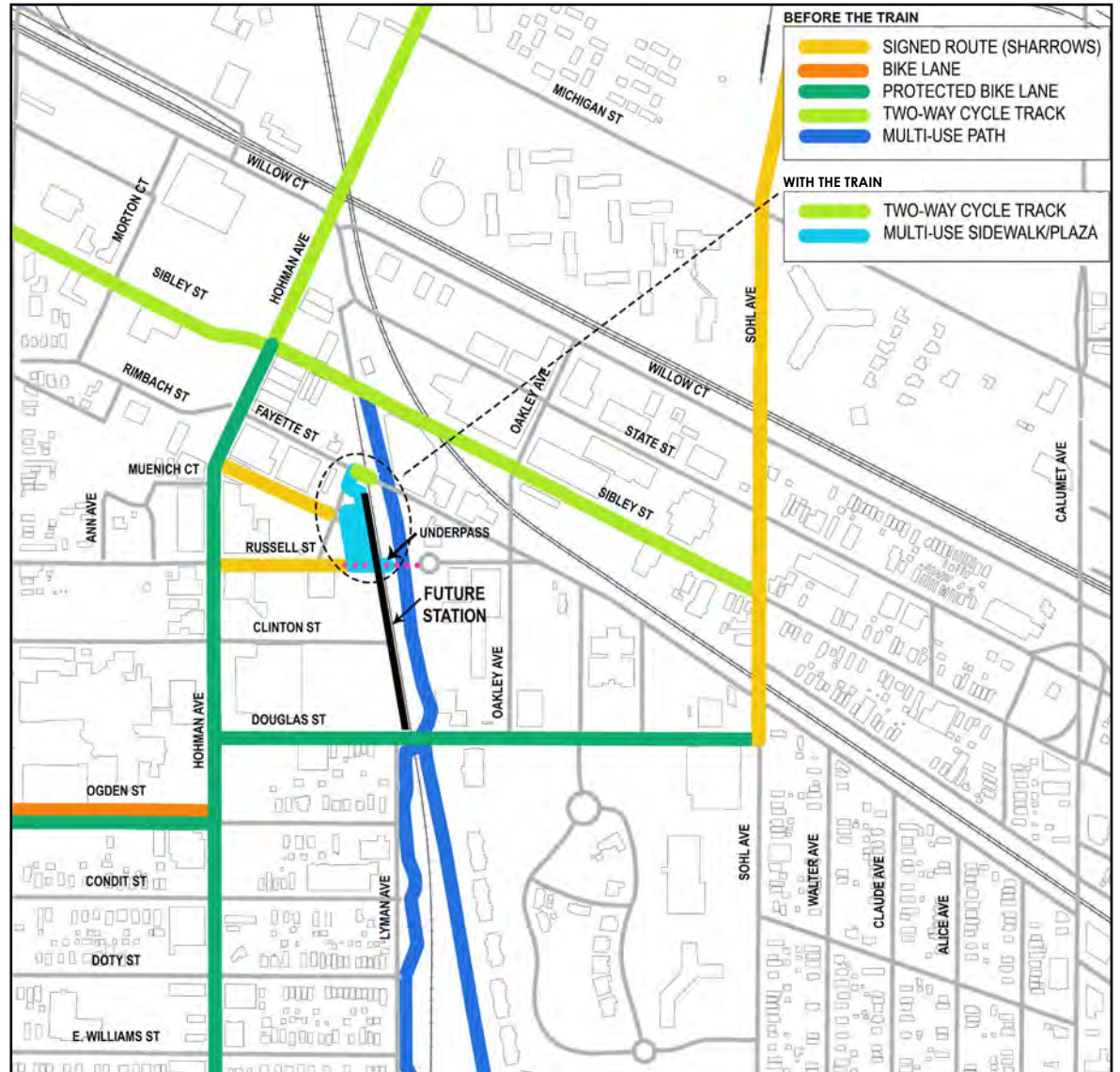
D.5

BIKE NETWORK

Located along the west edge of the Erie Lackawanna and Monon Trails, the rail embankment separates downtown from these regional bike corridors at Clinton and Russell.

The plan restores bike connectivity around the station by introducing a cycle track along the western edge of the tracks from Douglas to Sibley. This linkage crosses the eastern edge of Station Square's green as a multiuse path and crosses its plaza as an informal corridor shared with pedestrians.

The plan also envisions a pedestrian and bike underpass at Russell Street, providing a key non-automobile connection to the east.

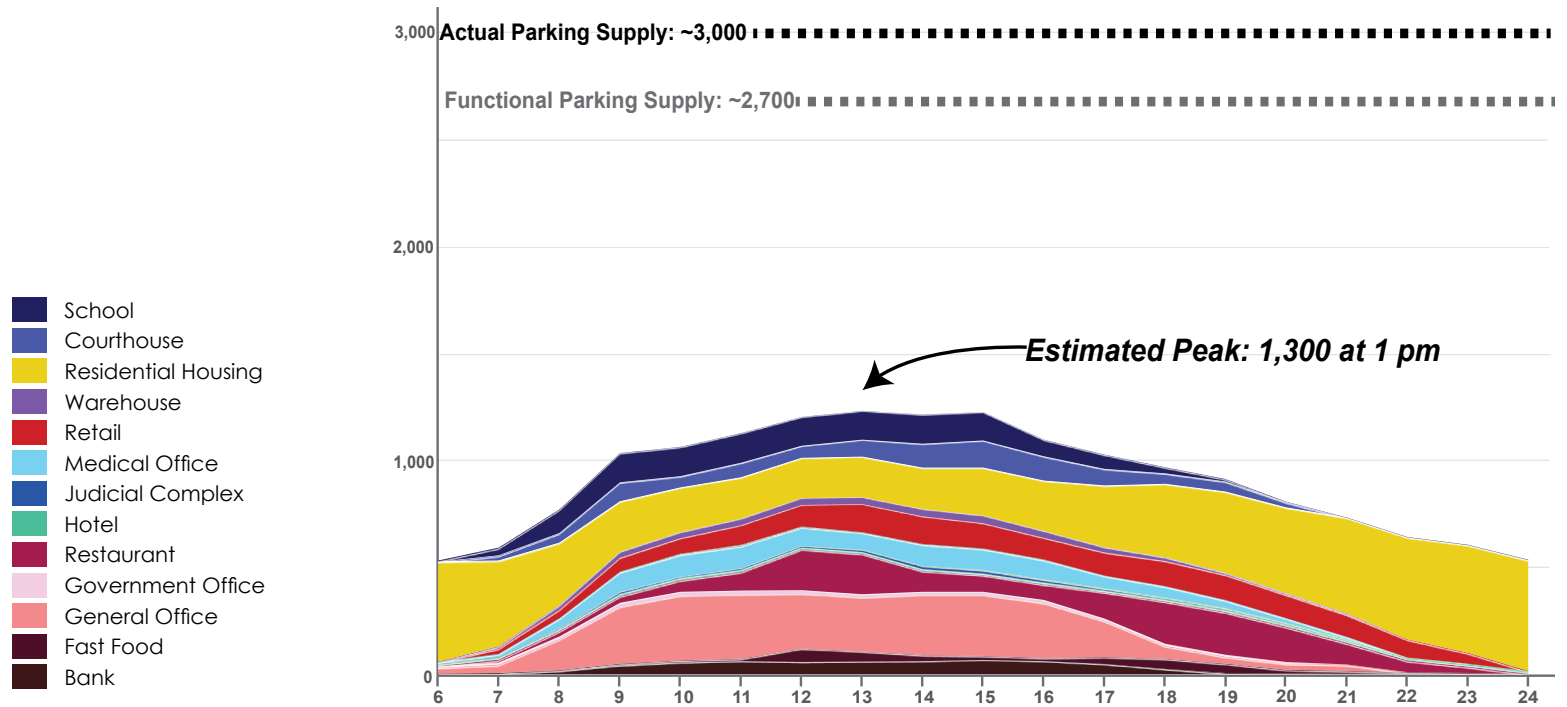


D.6

SHARED PARKING

Assuming a relatively robust shared parking strategy takes effect, the new housing and retail development envisioned to accompany train services' establishment will not create enough new parking demand to strain expected overall downtown supply. Key to this zone however, is the rehabilitation and stored use of the First Baptist Church's approximately 600 space parking structure along Fayette Street.

Shared Demand Profile - Phase 2



AFTER THE TRAIN

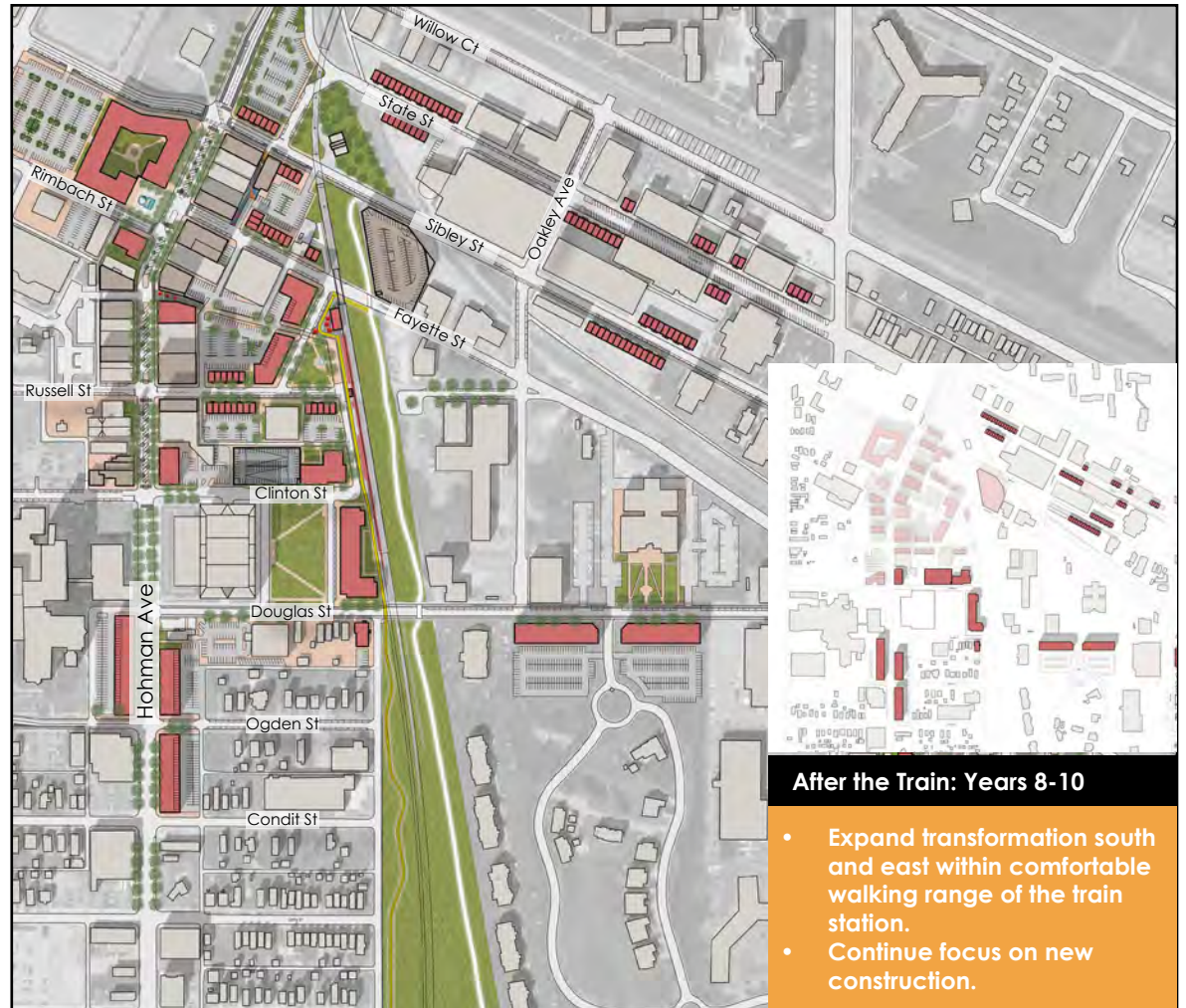
E1: THE PLAN
E2: PUBLIC SPACES

E.1

THE PLAN

After the train has begun to impact the downtown housing market and development directly around the station occurs, this plan's market study projects new multifamily and attached single-family housing will continue to emerge on available sites within a 5-10 minute walking radius of the station's platform.

The plan illustrates four of the more promising potential locations for this next phase of development: Douglas Street east of the tracks; Hohman south of Douglas; infilling blocks along and near State Street; and potentially framing the square east of the courthouse.



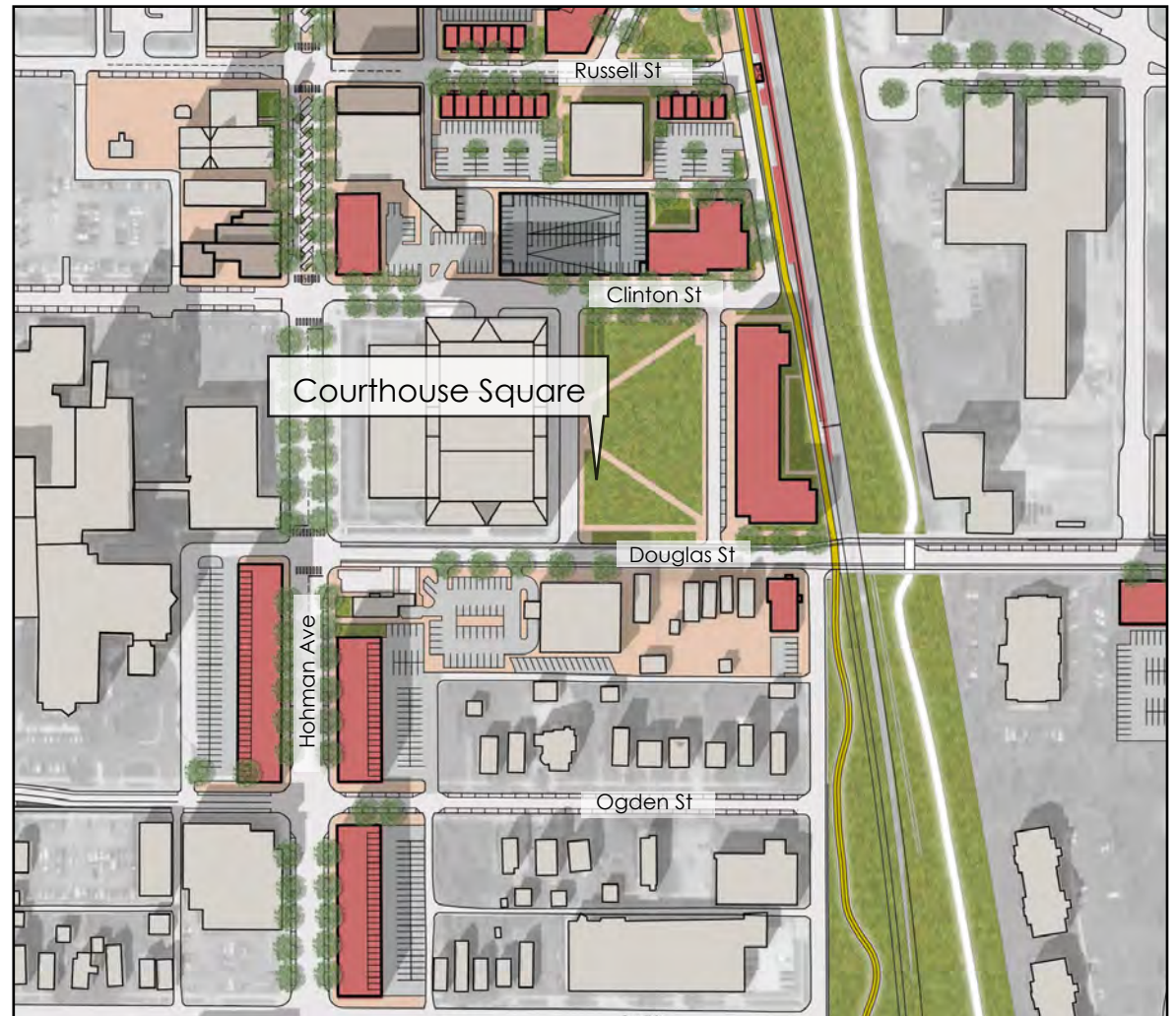
- After the Train: Years 8-10**
- Expand transformation south and east within comfortable walking range of the train station.
 - Continue focus on new construction.

E.2

PUBLIC SPACES

The plan reimagines the green space east of the Federal Courthouse as a truly public park reflecting this country's long tradition of courthouse squares. Formal in its design and composition, the square is surrounded by compact streets and framed where possible by new development to the east and north. This development is made possible by consolidating some courthouse parking with overnight residential parking in a parking structure, understanding that, a decade from now, shared mobility is expected to reduce the spatial demands of vehicle storage.

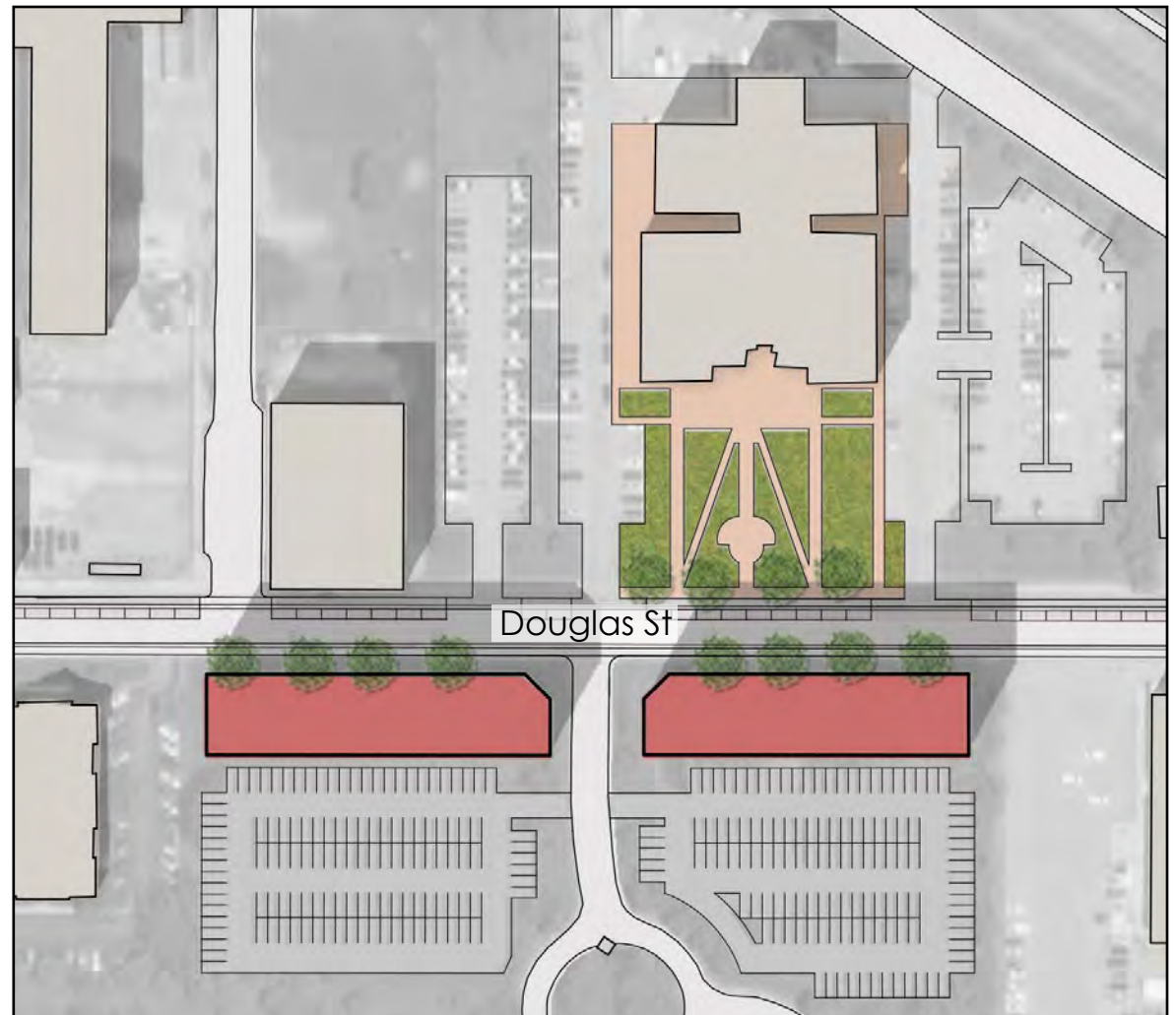
Such an outcome is difficult to imagine in the context of the federal government's current approach to courthouse security. It is hoped that, over time, a more statistically-based assessment of true -- risk and of the impacts of anti-pedestrian site planning -- will allow the General Services Administration to model its policies to allow its buildings to participate more generously in the communities around them.



E.3**DOUGLAS ST EAST**

The two large lots across Douglas from the 18th Street Brewery and the police station are ideally oriented and dimensioned to support 200 or more multifamily housing units lining the street with surface parking in back. Divided into two buildings, the development forms a new gateway into the Douglas Pointe Apartments behind it.

It is important to note that, with the current presence of the popular brewery and the planned arrival of the train station, these two lots should be developed as pedestrian-friendly uses rather than auto-oriented businesses.

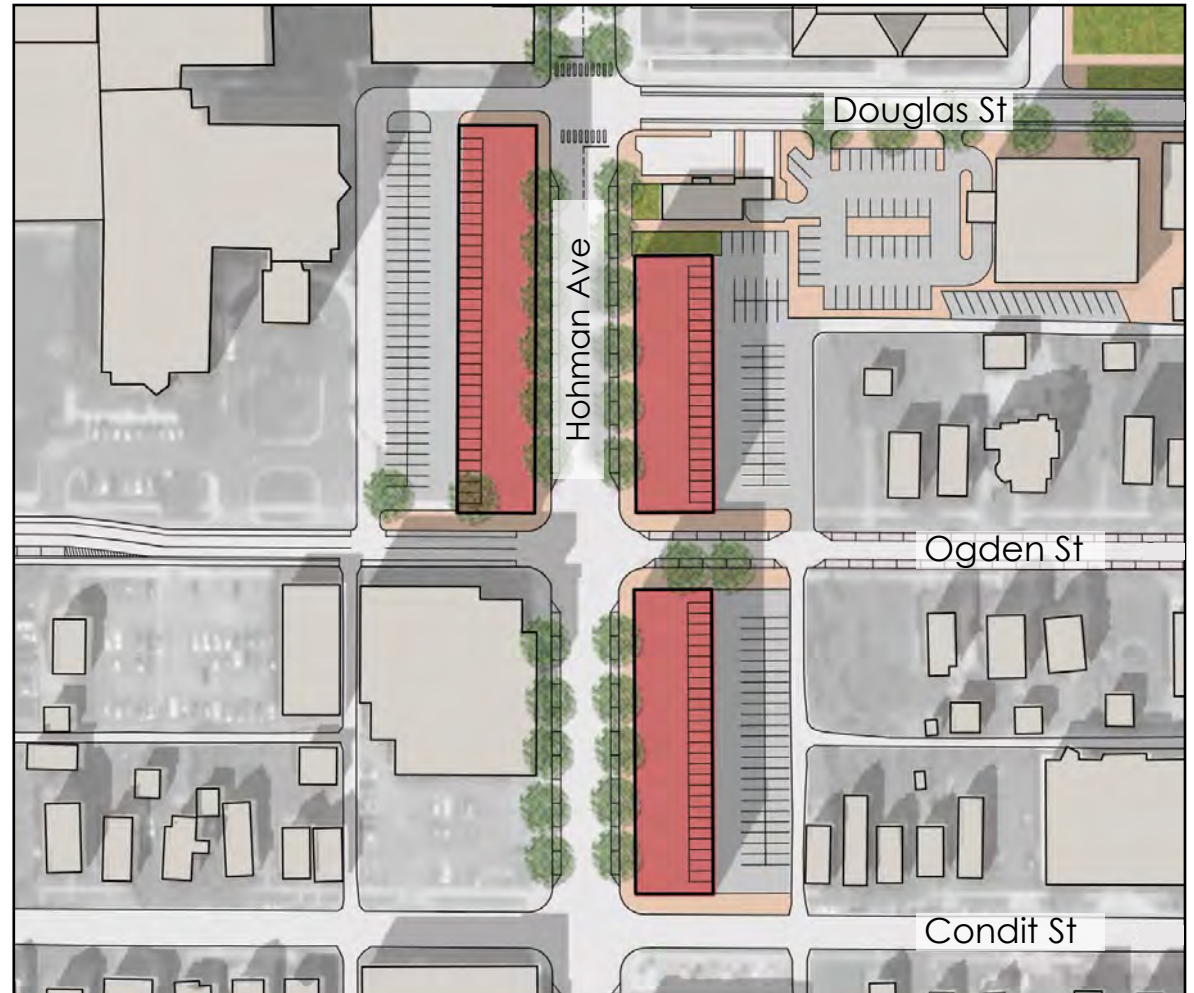


E.4**HOHMAN BELOW DOUGLAS**

The Franciscan Health facility owns several surface parking lots along Hohman Avenue south of Douglas Street that should support multifamily housing development extending the Hohman corridor's revitalization further south.

These three lots should be developed as multiple projects or a single, more efficient effort. Given the hospital's current operational and parking dynamics, the sites on the east side of Hohman are more readily developable than that on the west.

However, a careful redesign and management of hospital parking should potentially free up the western site for profitable redevelopment as well. With the arrival of the train station nearby, it is likely that housing demand will essentially shape development of the new apartments shown here, an attractive option.



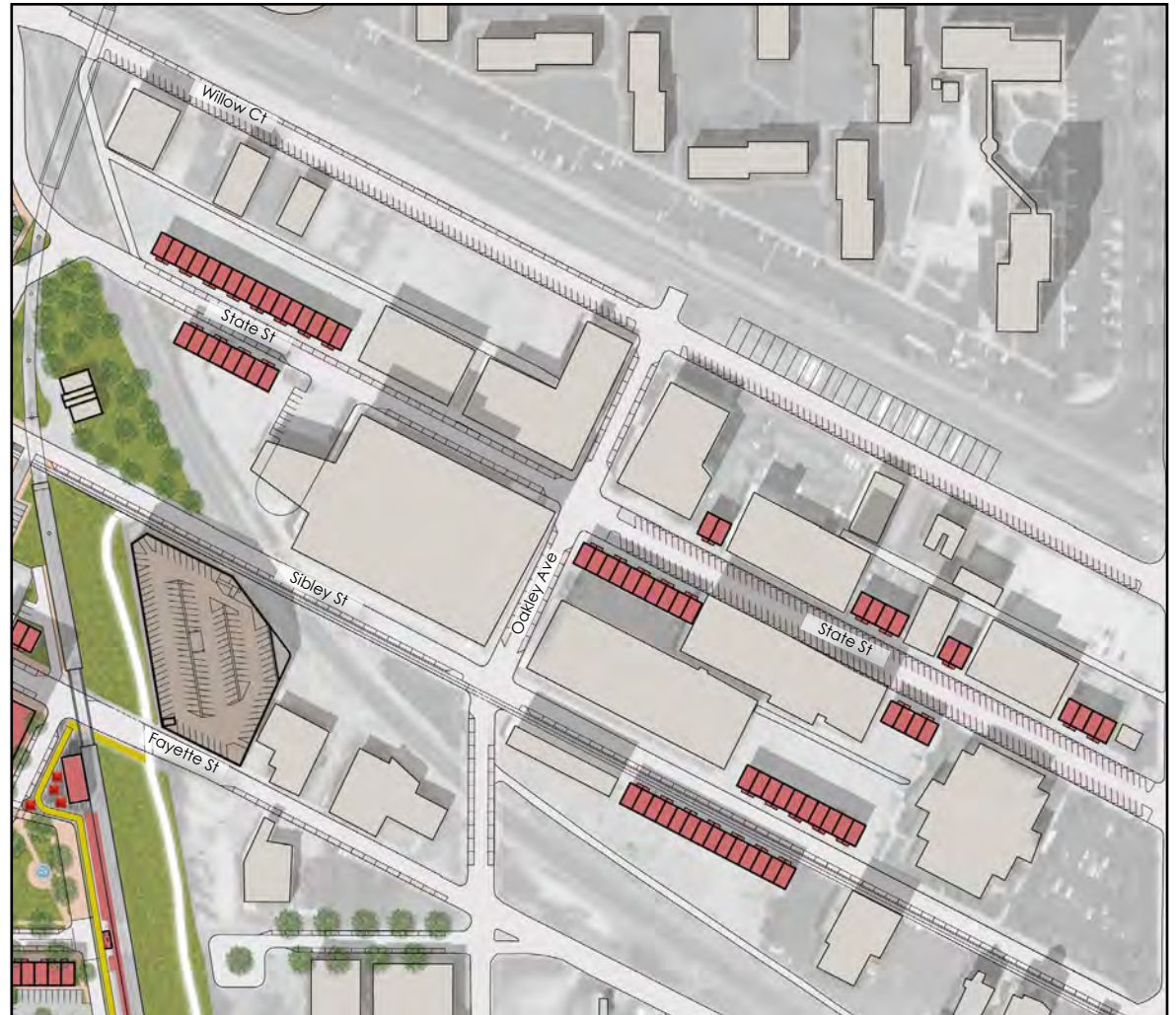
E.5**STATE STREET DISTRICT**

The State and Sibley Street corridors are currently characterized by remarkable historic buildings preserved and partially occupied by the First Baptist Church. In many cases, vacant or surface parking lots intersperse these structures and fragment the corridors' pedestrian experience.

By filling these gaps with self-parked row housing, the district should establish more cohesive and consistent urban edges and potentially add more activity and residents to the streets during times when Church is not in session.

The First Baptist Church could choose to develop these units itself, ground lease the land to other developers (mission-driven nonprofits or conventional) or subdivide into fee-simple lots for sale.

Additionally, the restriping of State and Sibley streets are already discussed and will result in a dramatic increase in the amount of available on-street parking. This new supply will allow the Church to convert some of its parking lots, which currently harm the quality of the street edge, to rowhouse use, while also allowing some of the vacant upstairs space in existing historic buildings to be rehabilitated for Church use or as additional housing.

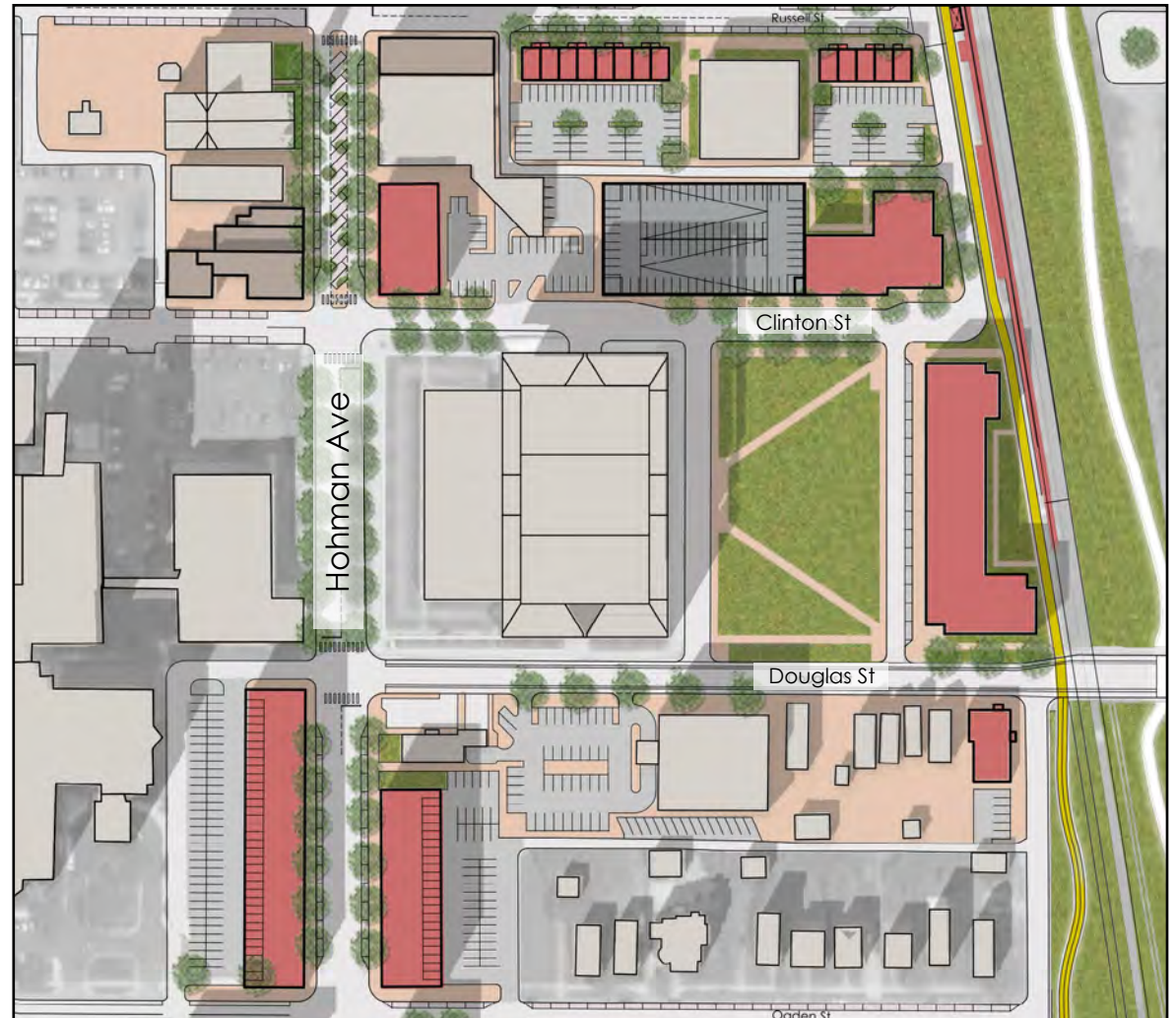


E.6**COURTHOUSE SQUARE**

With the train's arrival, the surface parking lots around the courthouse will eventually become understood as attractive transit-oriented multifamily development sites, as discussed in section E.2.

Presently, only authorized courthouse employees and visitors are permitted in and around the courthouse facility. This security protocol traces back to the Oklahoma City bombing in 1995, after which point GSA facilities adopted strict surveillance regimes and access restrictions that effectively create a social vacuum within a designated blast radius around them. Whereas urban courthouses were previously epicenters of public discourse and civil display, they have become voids characterized by blank walls, security bollards, shrubbery moats, and off-limits lawns. Hammond's federal courthouse is no exception to this trend.

This courthouse square development concept requires a radical change in GSA's approach to security policy and property management. However, the potential revitalization value of developments like this one in urban places like downtown Hammond justifies lobbying the federal government to return these civic centers to their once vital community stature.



BEYOND THE STUDY AREA

F1: Jacobs Square

F2: Street Restriping Outside Study Area

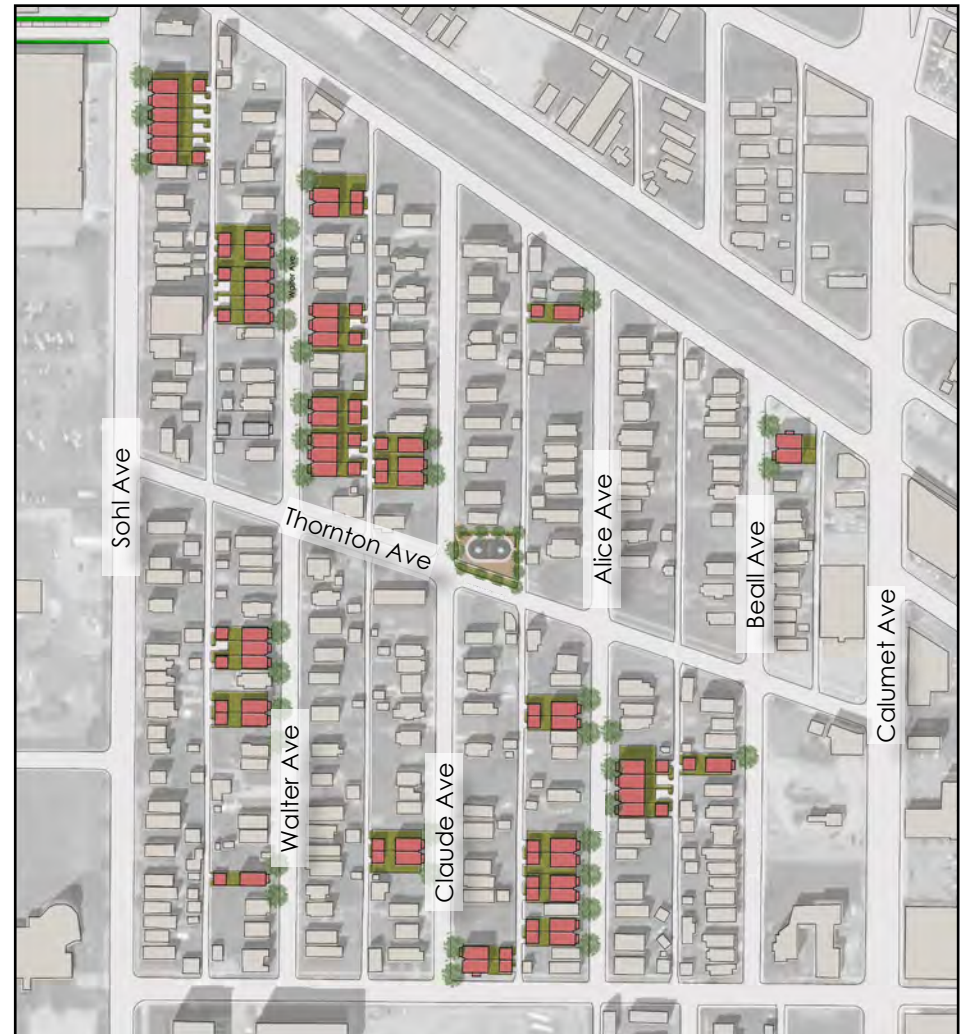
F.1

JACOBS SQUARE

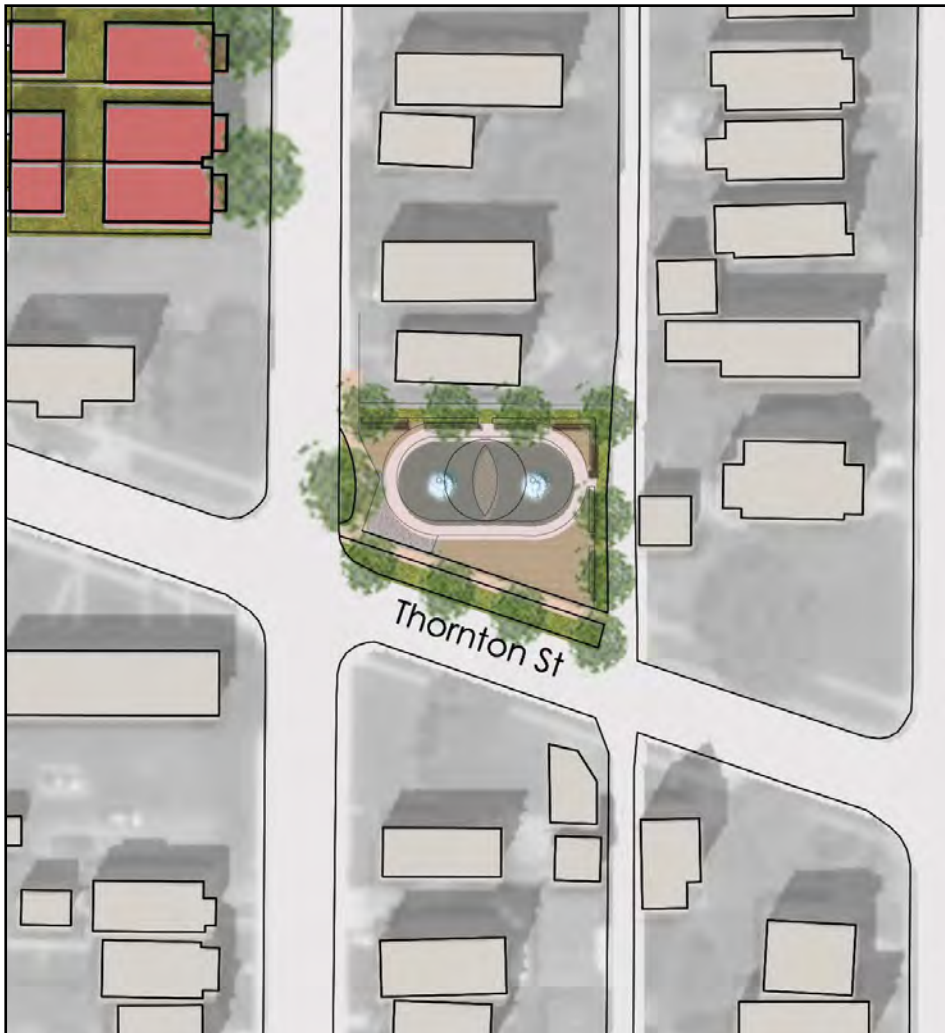
Just east of Sohl Avenue, the Jacobs Square neighborhood has experienced protracted decline not unlike downtown Hammond. Over recent years, the city has acquired about 50 vacant lots for the future development of attainably priced housing.

The plan envisions systematic infill on these parcels deploying freestanding houses and row houses designed to fit into the neighborhood's architectural and urban fabric, while offering new unit types to complement existing stock.

A compact neighborhood park and playground at the neighborhood's geographic center would provide a community-building focal point for residents to gather, giving this neighborhood a social heart.



BEYOND THE STUDY AREA



A proposed playground on the empty lot at the corner of Claude and Thornton Street would create a new center of life and community for the neighborhood. The layout shown here is inspired by the Westminster Park in Washington DC, a small yet beloved playground that includes climbing structures, a swing set, and a variety of surfaces including an asphalt "racetrack" oval containing a small spray fountain. Its footprint is smaller than the one proposed here."



BEYOND THE STUDY AREA

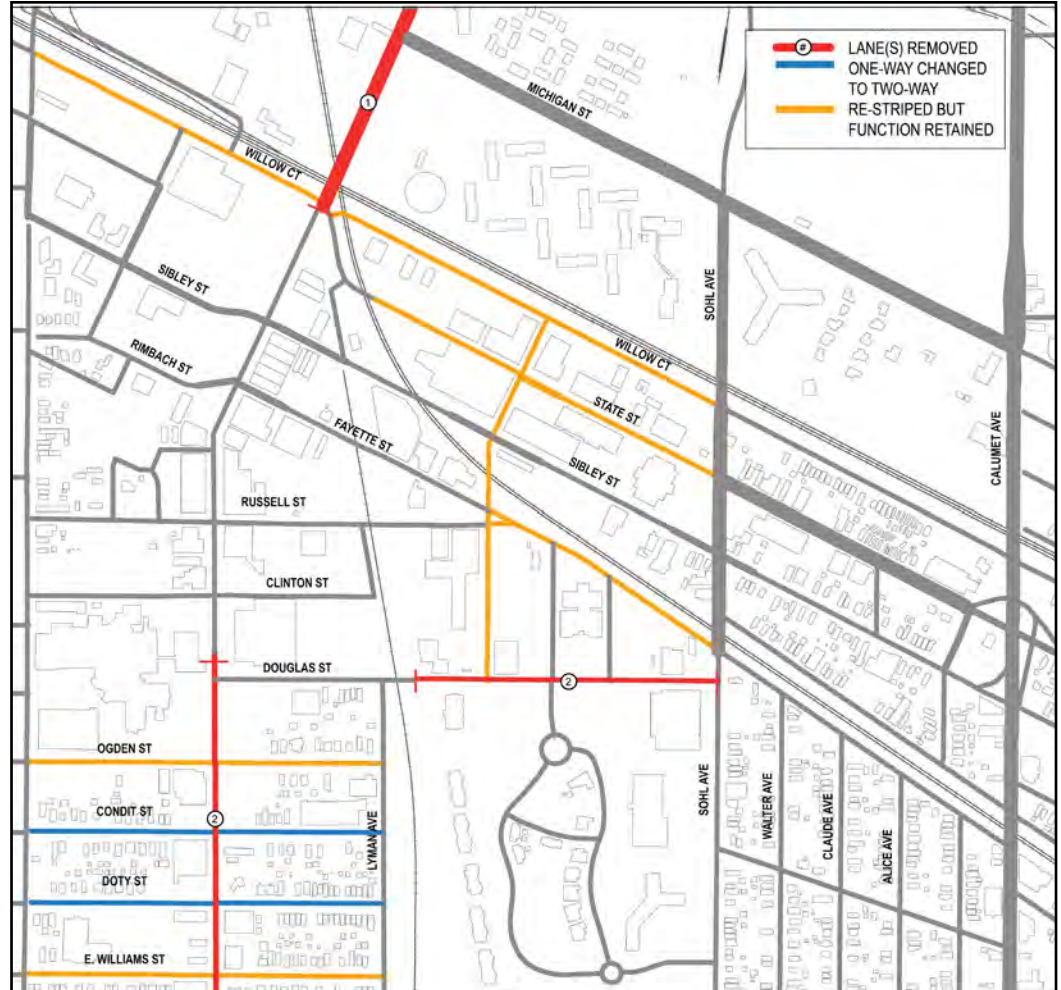


These prototype infill housing plans illustrate how a mix of housing unit types and sizes could integrate into the neighborhood in the form of row houses and freestanding townhomes. Consistently traditional façade architecture helps blend the new with the established housing stock. Notches at party walls and discrete porches for each unit help visually break rowhouse clusters into distinct facades in keeping with the neighborhood’s character.

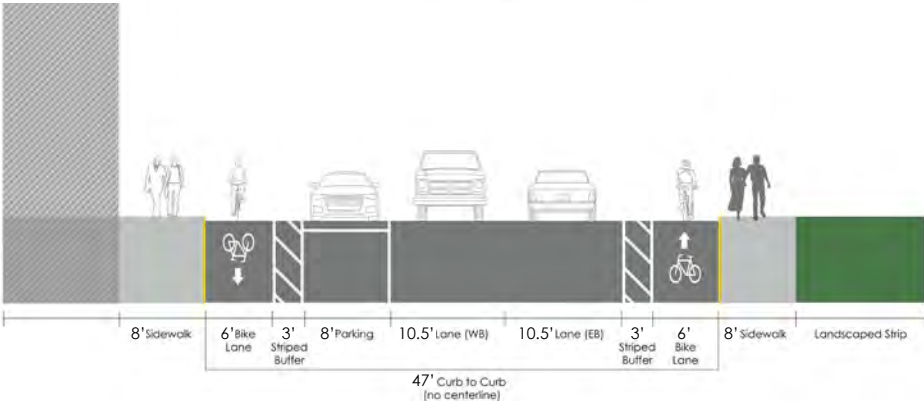
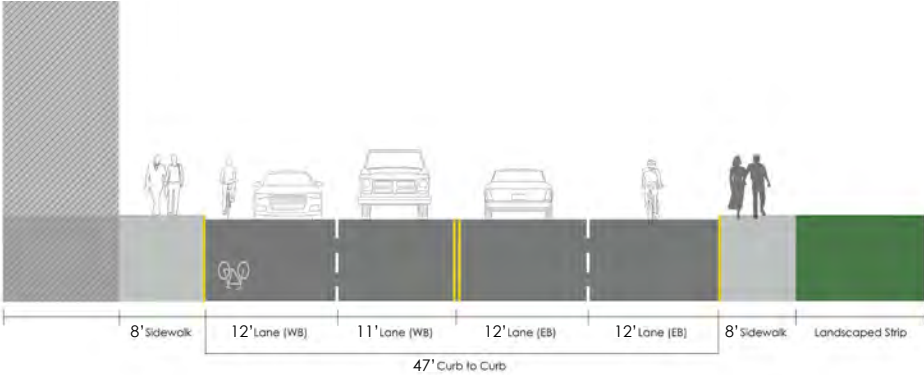
F.2

STREET RESTRIPIING OUTSIDE STUDY AREA

Every street that contains overly wide driving lanes is an inducement to speeding that suppressed pedestrian activity. For this reason, the plan extends its approach to street restriping beyond the primary study area to reconfigure the thoroughfares that link downtown to the rest of Hammond. The following recommendations could also inform further restriping campaigns in other parts of the city.

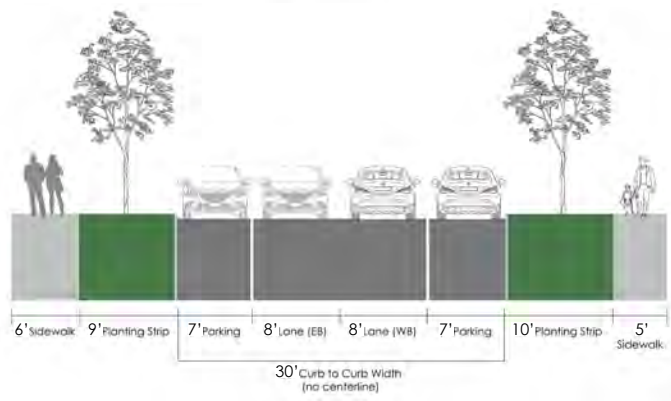
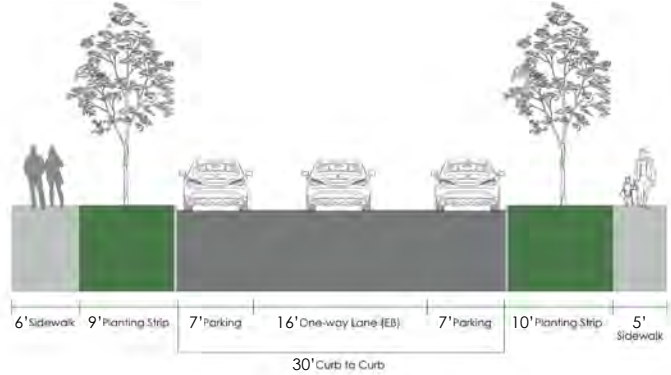


DOUGLAS ST (FARTHER EAST)



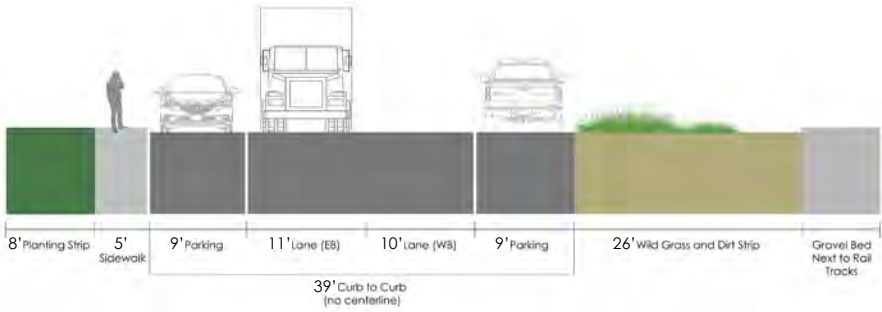
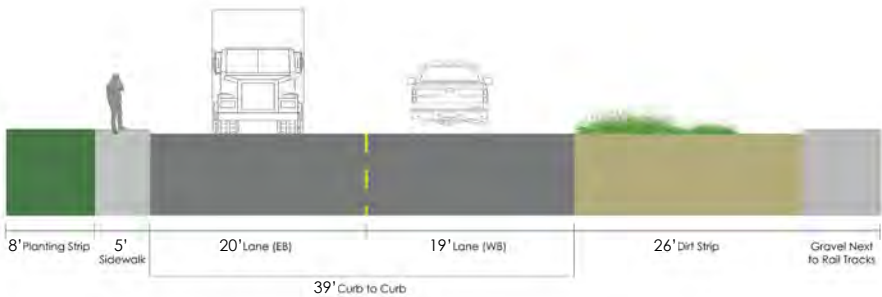
East of the Erie Lackawanna Trail, Douglas Street is two-way with two lanes in each direction, faded sharrow markings, and flanked on both sides with yellow curbs prohibiting parking. As redesigned, all lanes are narrowed and two removed (one in each direction) to accommodate striped parallel parking on the north side and buffered bike lanes along both curbs.

CONDIT ST (WEST)



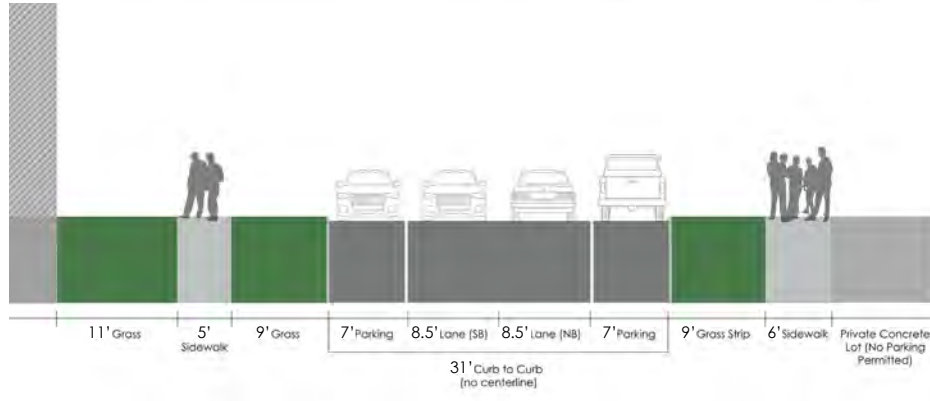
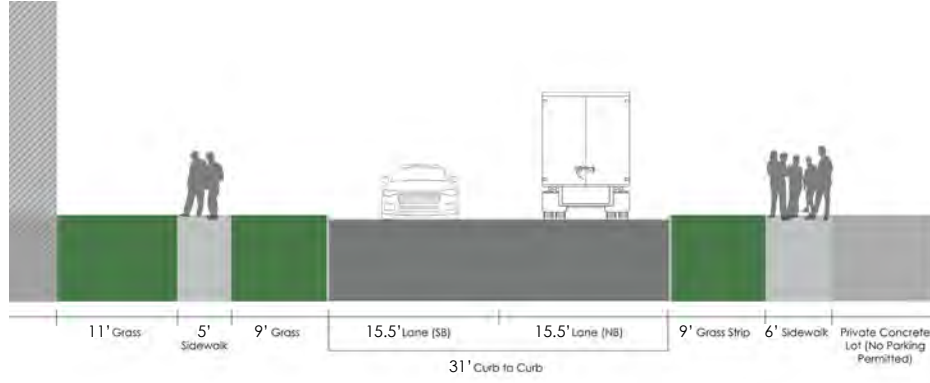
West of Hohman, Condit Street is one-way eastbound with one lane flanked on both sides by informal parking. As redesigned, the street is two-way with two lanes flanked on both sides by striped parallel parking.

FAYETTE ST (EAST OF OAKLEY)



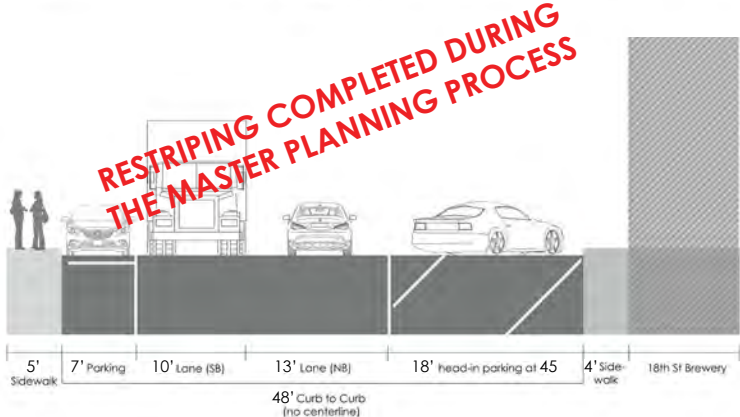
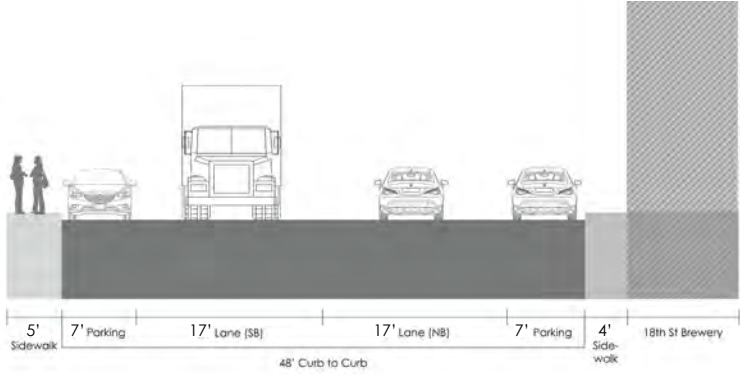
East of Oakley, Fayette Street is two-way with two lanes. As redesigned, both lanes are narrowed to accommodate striped parallel parking on both sides.

OAKLEY AVE (NORTH OF BREWERY)

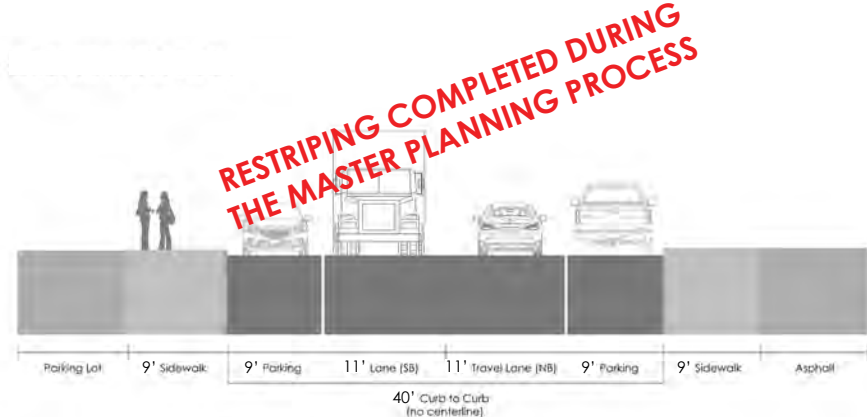
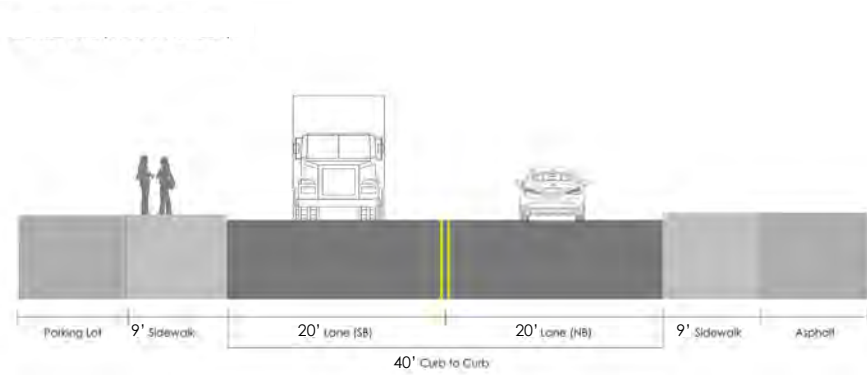


North of the 18th Street Brewery, Oakley Avenue is two-way with two lanes. As redesigned, both lanes are narrowed to accommodate striped parallel parking on both sides.

OAKLEY AVE (SOUTH OF FAYETTE)



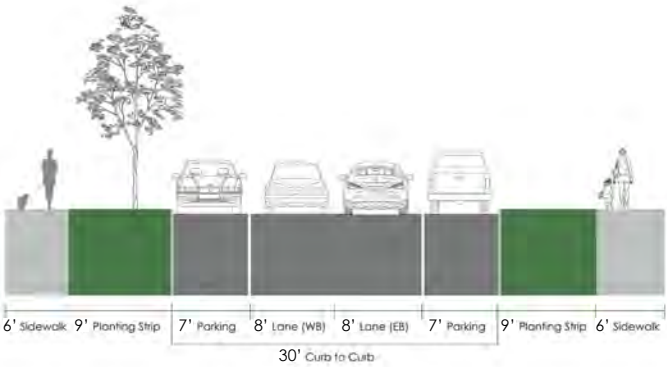
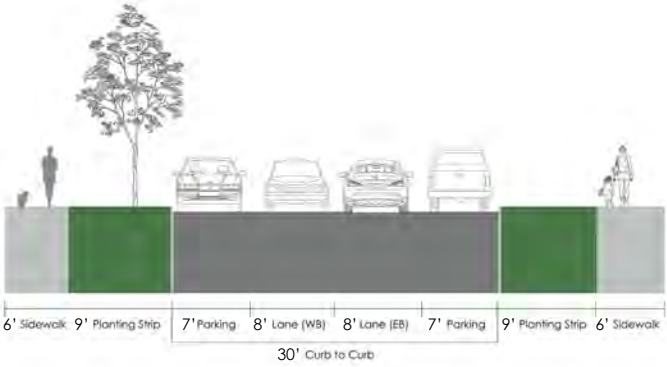
OAKLEY AVE (NORTH OF FAYETTE)



North of Douglas, Oakley Avenue is two-way with two lanes flanked on both sides by informal parking. As redesigned, both lanes are narrowed to accommodate striped parallel parking on the west side and striped angled head-in parking on the east side.

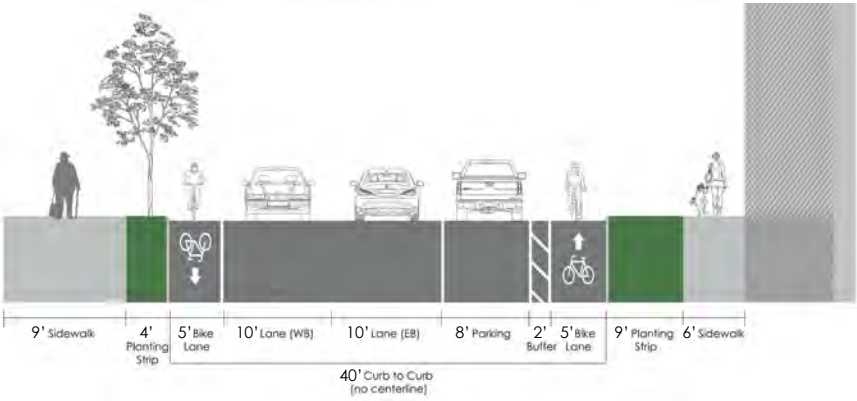
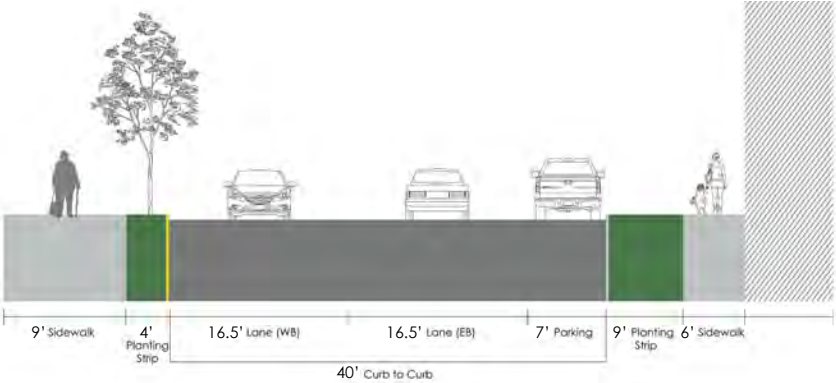
North of Fayette, Oakley Avenue is two-way with two lanes. As redesigned, both lanes are narrowed to accommodate striped parallel parking on both sides.

OGDEN ST (EAST)



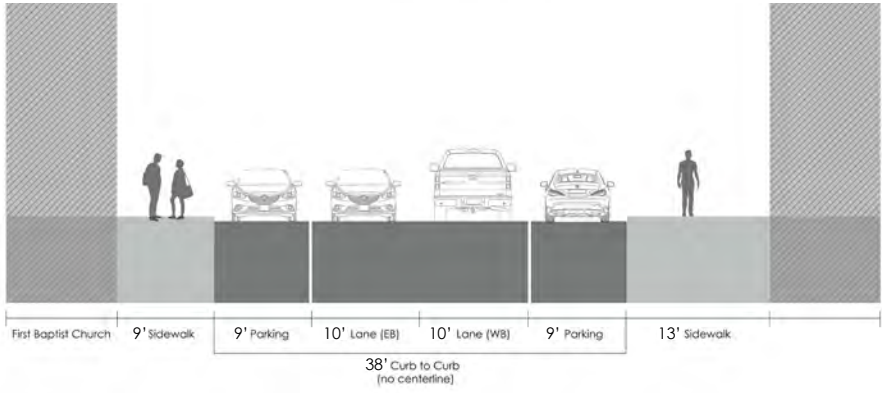
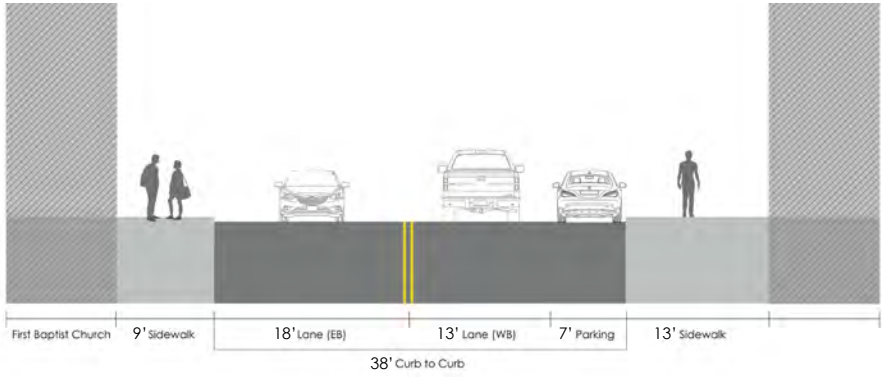
East of Hohman, Ogden Street is two-way with two lanes flanked on both sides by informal parking. As redesigned, parking lanes are striped on both sides.

OGDEN ST (WEST)

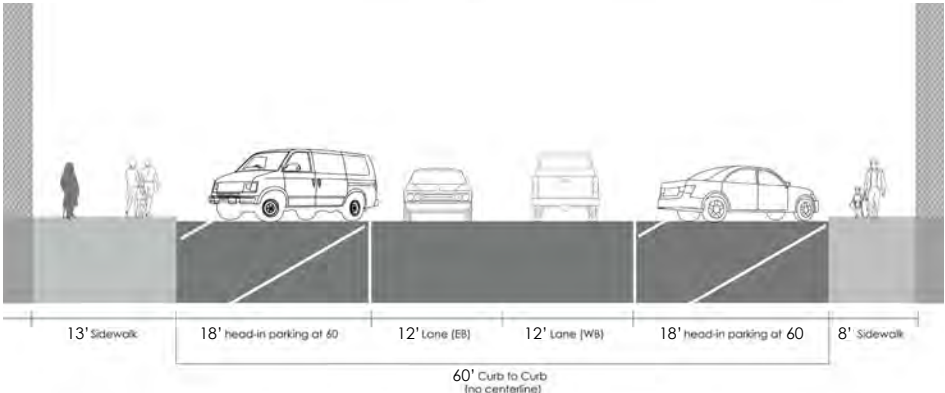
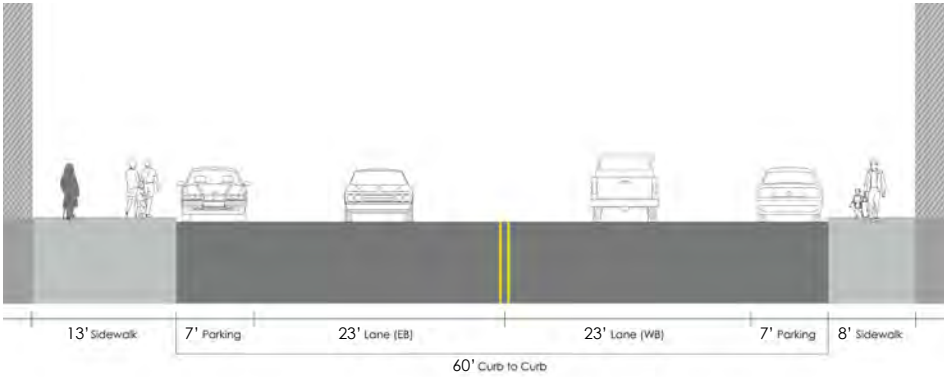


West of Hohman, Ogden Street is two-way with two lanes and informal parking on the south side. As redesigned, both lanes are narrowed to accommodate striped parallel parking and a buffered bike lane along the curb on the south side and a striped bike lane along the curb on the north side.

STATE ST (WEST OF OAKLEY)



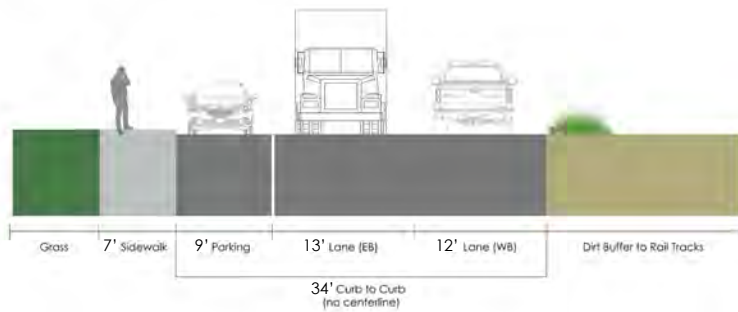
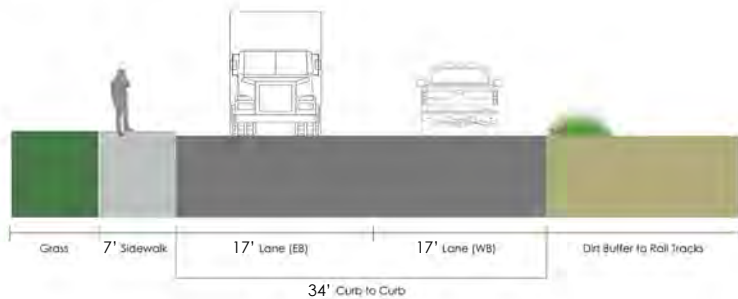
STATE ST (EAST OF OAKLEY)



West of Oakley, State Street is two-way with two lanes and informal parking on the north side. As redesigned, both lanes are narrowed to accommodate striped parallel parking on both sides.

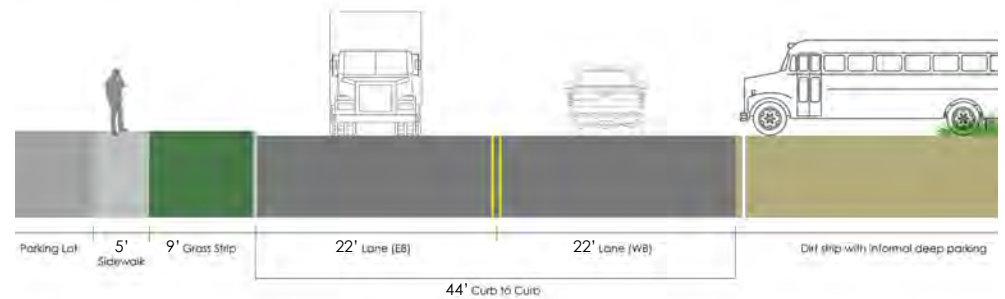
East of Oakley, State Street is two-way with two lanes and informal parking on both sides. As redesigned, both lanes are narrowed to accommodate striped, angled, head-in parking on both sides (note: back-in angled parking is recommended as nationally proven faster than head-in.)

WILLOW ST (WEST)

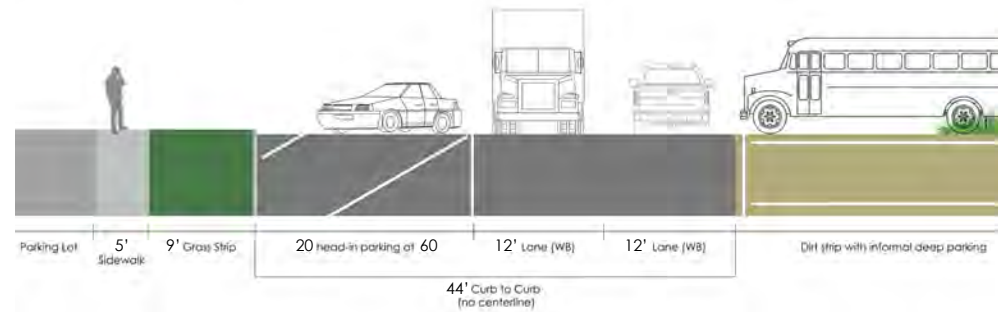


West of Hohman, Willow Street is two-way with two lanes. As redesigned, both lanes are narrowed to accommodate striped parallel parking on the south side.

WILLOW ST (EAST)

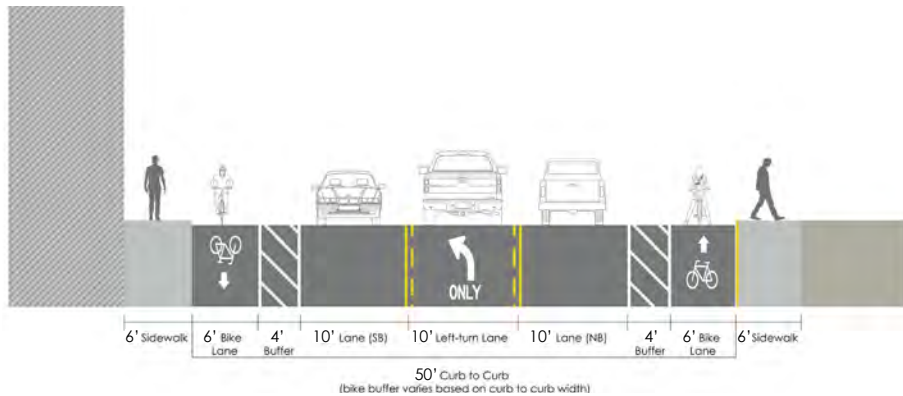
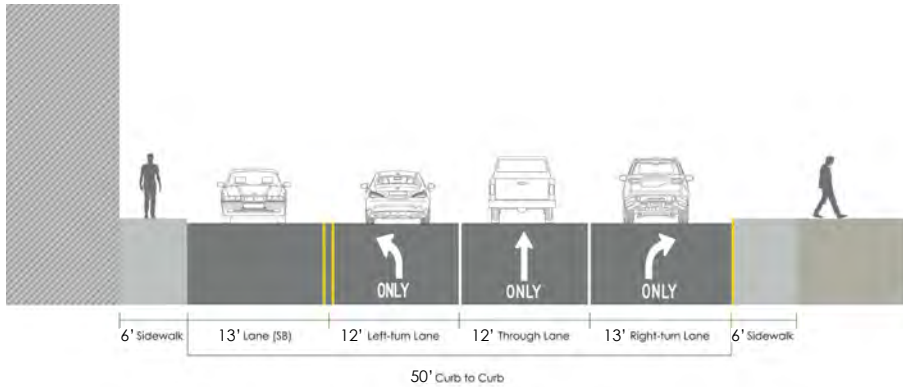


WILLOW ST (E. OF HOHMAN AVE)



East of Hohman, Willow Street is two-way with two lanes and unpaved, informal bus parking on the north side. As redesigned, both lanes are narrowed to accommodate angled, head-in parking on the south side, the centerline is removed, and stripes are added to formalize bus parking on the north side.

HOHMAN AVE (SOUTH OF HOFFMAN)



South of Hoffman, Hohman Avenue is four lanes with one southbound travel lane and three northbound lanes marked for left turns, forward travel, and right turns, flanked on both sides by a yellow curb prohibiting parking. As redesigned, all lanes are narrowed and one removed to accommodate one northbound lane, one yellow-striped center turning lane, and one southbound lane flanked on both sides by buffered bike lanes along the curbs.

IMPLEMENTATION

G1: ILLUSTRATIVE PLAN
G2: PHASING SUMMARY
G3: REVITALIZATION
G4: IMPLEMENTATION TOOLS

G.1

ILLUSTRATIVE PLAN

The plan's three phases combine to dramatically reshape downtown Hammond by adding a critical mass of revitalizing development and by filling in underutilized parcels throughout the urban fabric.



G.2

PHASING SUMMARY

Before the Train

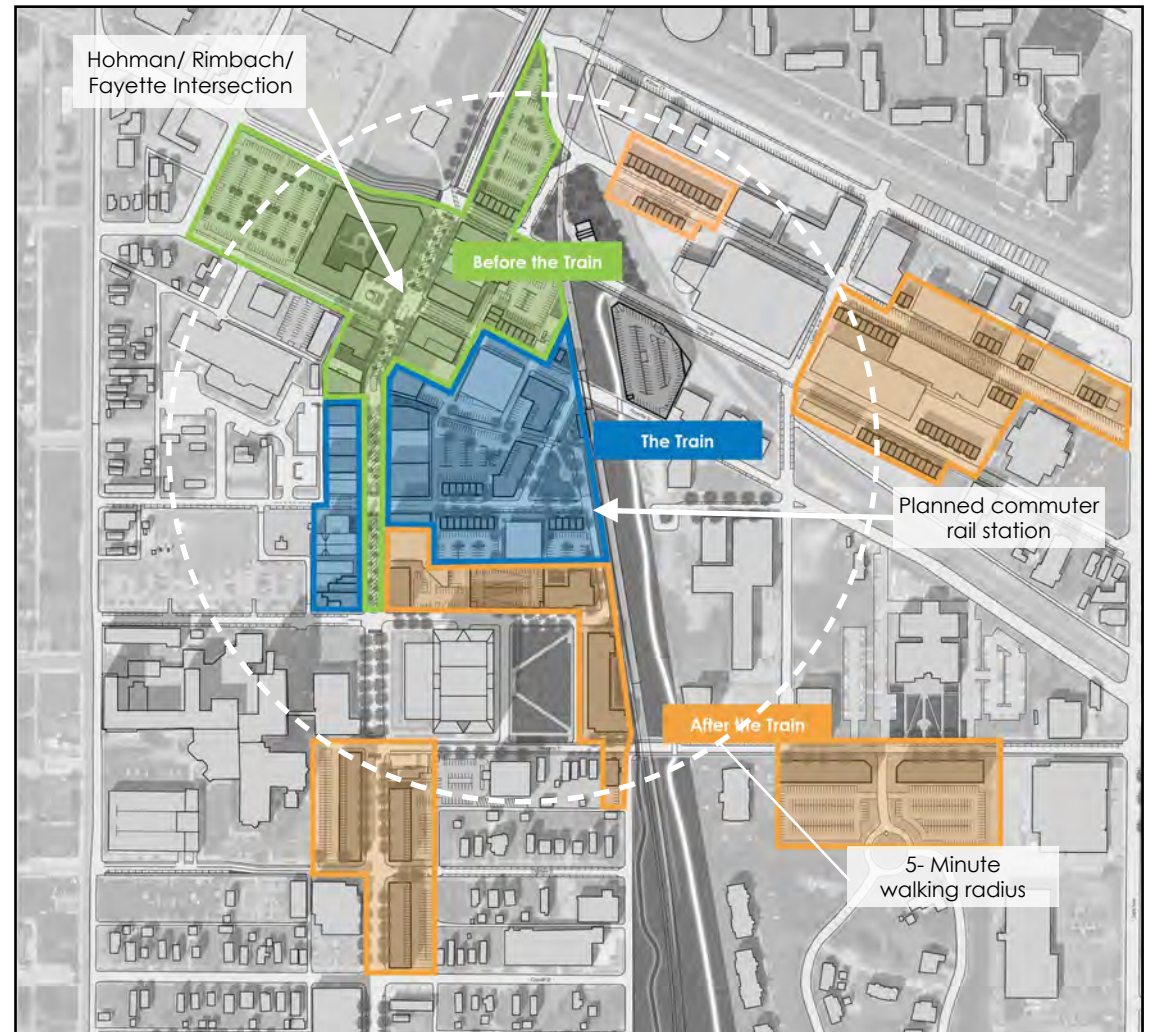
The plan's phasing begins before the arrival of the train with a major mixed-use housing development and multiple adaptive re-use projects at downtown's epicenter of the Hohman Avenue corridor at Rimbach and Fayette. This phase includes the rebuilding of Hohman from Sibley South to Clinton, the straightening of Rimbach Street, and the new main square.

The Train

As the train arrives in the next 5 years, the housing market's focus shifts to the area immediately surrounding the station, with a mix of multifamily and attached single-family housing around a new Station Square.

After the Train

After the train has become established, development spreads to available sites within a 5-10 minute walk of the station. These include properties east and west along Douglas St, further south on Hohman, north on State St, and perhaps eventually surrounding the federal courthouse square.



G.3**REVITALIZATION AND ADAPTIVE REUSE**

Downtown Hammond's revitalization includes a mix of new development and adaptive reuse of existing structures, especially historic buildings that can accommodate contemporary housing and/or commercial uses. Preserving these buildings and celebrating their prominence in the urban landscape promotes a lasting sense of authenticity as downtown grows into the future without erasing its past.

For example, built early in Hammond's 20th century, the Bank Calumet Building symbolizes downtown's prior golden age and, if successfully reinhabited with apartments and shops, could equally well symbolize the downtown's 21st-century rebirth. The Mercantile Building and others are also prime candidates for adaptive reuse.

In many cases, rehabilitating historic buildings can be more costly and complicated than building new. Challenges such as environmental contamination, building code deficiencies, handicap inaccessibility, and mechanical obsolescence can quickly compromise redevelopment attempts. As a result, investors in adaptive reuse projects typically require help from a combination of local, state, and/or federal assistance programs to make redevelopment possible. The following section provides an overview of many programs potentially applicable to such projects downtown.



The historic Bank Calumet Building (aka Calumet National Bank) on Hohman Avenue is a prime candidate for adaptive reuse.

IMPLEMENTATION

IMPLEMENTATION TOOLS

To support plan implementation, the City and other stakeholders should explore local, state, and federal assistance programs to access funding, bridge financing gaps, obtain technical assistance, and otherwise help unlock revitalization and development opportunities. The following table summarizes numerous examples relevant to downtown Hammond.

	Purpose	Administrator	Notes
Historic Preservation			
Historic Preservation Fund	Provides matching grant assistance to promote historic preservation.	Department of Natural Resources (DNR)	Highly Competitive. Grant recipients can't be private entities and funds may not be used for rehabilitation of properties owned by private citizens. Properties need to be State and National registered/eligible. Properties to be assisted with grant funds must also be non-income-producing. Maximum grant is \$35,000 for Architectural and Historical and \$50,000 for Archaeological, and Acquisition and Development (Rehabilitation). Requires a local match.
Federal Rehabilitation Investment Tax Credit	Government subsidy available for privately owned and funded historic preservation activities.	Federal government via State DNR	Tax credit equaling 20% of rehabilitation costs for qualified work at income-producing properties that are certified historic buildings. Eligible properties include commercial buildings, factories or even houses, but they must be income producing, such as rental properties. Buildings must be eligible for National Register listing.
Development			
Homebound	Homeownership program that provides down payment assistance.	City Community Development Department	Only eligible for single-family homes, townhomes or condos. Multifamily not eligible. Focused on recipients meeting 80% AMI with no more than \$5,000 in liquid assets. Grant will pay up to 50% of down payment and up to \$2,500 in closing costs.
One Region	Nonprofit organization that strives to grow population, attract and retain talent, and increase household income in Northwest Indiana.	One Region	One Region researches development best practices and hosts regional summits.
Lake County Revolving Fund	Provides short term construction or (5-year Mechanical & Engineering systems) financing to establish or expand eligible industrial or commercial businesses.	Lake County	Loans can be \$100,000 to \$2,000,000 – maximum amount is usually 20% of project costs. Can be used for acquisition of buildings/land/equipment, new construction, energy conservation, pollution control, and on-site infrastructure.

IMPLEMENTATION

Purpose	Administrator	Notes	
Development			
Community Development Block Grants (CDBG)	CDBG funds received by the City can be used for a wide range of community development activities directed toward revitalizing neighborhoods, economic development, and improved community facilities and services, provided that the activities primarily benefit low- and moderate-income residents.	City of Hammond	Loan limit is \$20,000 per unit. CDBG is administered by City not county, same for TIF and HOME Funds (p. 76) and add in Façade Rebate Program (administered by Economic Development Department of the city), Tax Abatements (City) and TOD Loan Program and TDD funds (administered by RDA).
Tax Increment Financing	Reinvesting site-specific property taxes above the predevelopment level for project infrastructure, encouraging commercial real estate development.	Hammond Redevelopment Commission	
Industrial Development Revenue Bonds	Municipal debt securities issued by a government agency on behalf of a private sector company and intended to build or acquire factories or other heavy equipment tools.	Lake County	
Small Business Administration Loans	Small Business Loans guaranteed and issued by participating lenders.	Small Business Association's Local Office	
HOME Funds	Promotes the production, preservation, and rehabilitation of affordable single-family housing for low-income households.	Hammond Redevelopment Commission	
Façade Rebate Program	Provides financial rebates for commercial renovation and beautification projects.	City Economic Development Department	Applications must be reviewed and approved by the Façade Rebate Committee.
Opportunity Zone	Preferential tax treatment in economically distressed communities to spur economic development and job creation. Program created in 2017 as part of the Tax Cuts and Jobs Act.	Opportunity Investment Consortium of Indiana	

IMPLEMENTATION

Purpose	Administrator	Notes
Development		
Tax Abatements	Encourages development and investment in areas otherwise underperforming economically including Economic Revitalization Areas (ERAs) and Economic Development Target Areas (EDTAs.)	City of Hammond
TOD (Transit Oriented Development) Loan Program and TDD (Transit Development District) funds	Loans and tax-increment financing resources to encourage transit-oriented development contributing new residential and retail density near transit stations.	Northwest Indiana Regional Development Authority
Transportation/ Public Realm		
Recreation Trails Program (RTP)	Grant program to fund the acquisition and/ or development of multi-use recreational trail projects, both motorized and non-motorized.	Department of Natural Resources
Community and Urban Forestry Assistance	The objective is to inventory, plan, evaluate, educate and plant trees.	One Region
		Funding received through reimbursement of up to 80% of project costs of \$50,000 to \$200,000. At the time of application, the project sponsor must have at least 20% of the total project cost available. Eligible applicants should be either government agencies or non-projects with 501c3 status. Funds construction and acquisition of trails, educational programs, stream and river access, and construction of bridges, boardwalks, or crossings.
		The only allowable costs for this grant program include the cost of (1) tree inventories, (2) management plans and ordinance updates, (3) purchase of trees, (4) planting trees, and (5) urban forestry educational programing, publications, signage, etc. The community must have adopted and can present documentation of local or statewide ordinances or policies that focus on planting, protecting, and maintaining their community and urban trees and forests. Projects must be on public land and require a 1:1 match. Eligible applicants should be either government agencies or non-projects with 501c3 status. Request for grant funds must fall within the range of \$1,000 - \$20,000.

IMPLEMENTATION

Purpose	Administrator	Notes
Transportation/ Public Realm		
Hammond Community Corporation Grant (HCCG)	City Community Development Department	Applications accepted October through December of each year, reviewed and accepted through HCCG committee.
Transportation Improvement Program	Northwest Indiana Regional Planning Commission	Released draft changes to 2018-2021 TIP on June 27, 2019.
BUILD Grants	United States Department of Transportation	Better Utilizing Investments to Leverage Development (BUILD). Replaced TIGER grant program. FY2019 grant applications due July 15, 2019. Funding can support roads, bridges, transit, rail, ports or intermodal transportation. Projects for BUILD will be evaluated based on merit criteria that include safety, economic competitiveness, quality of life, environmental protection, state of good repair, innovation, partnership, and additional non-federal revenue for future transportation infrastructure investments. 50% of funding will be allocated in rural areas.

IMPLEMENTATION

Purpose	Administrator	Notes	
Business Development			
Business Builders Revolving Loan Fund	Assists in the development of minority and women owned small businesses.	Hammond Development Corporation	The maximum amount of funding available to any applicant or business venture is \$35,000. Loan categories include fixed asset financing, start-up funding and working capital line of credit.
NxLevel Entrepreneurship Program	Provides training to small business owners and aspiring small business owners.	Hammond Development Corporation	Training topics include business skills, writing business plans, marketing, bookkeeping, financial projections, and negotiating with lenders.
Microloan Program	Provides funding to HDC tenants and NxLevel graduates for short term purposes such as inventory or materials, equipment leasing or marketing materials.	Hammond Development Corporation and Fifth Third Bank	Qualified applicants can receive up to \$1,500.00 with a one-page application. The line of credit is for 12 months with a 0% interest for the first 90 days, 4% interest for the next 90 days, and 12% interest thereafter.
Public Works and Economic Adjustment Assistance Programs	Provides economically distressed communities and regions comprehensive and flexible resources to support creation and retention of jobs and increased private investment, advancing innovation, enhancing the manufacturing capacities of regions, and providing workforce development opportunities.	Federal Economic Development Administration (EDA)	
Our Town Grant	Supports projects that integrate arts, culture, and design activities into efforts that strengthen communities by advancing local economic, physical, and/or social outcomes.	National Endowment for the Arts	

REGULATING PLAN

H.1: DEVELOPMENT STANDARDS
H.2: REGULATING PLAN MAP

H.1**DEVELOPMENT STANDARDS**

These Development Standards and the associated Regulating Plan contained herein establish review criteria for new projects and significant renovations in Hammond's downtown area. The review criteria include but are not limited to build-to lines, vista terminations, ground level retail, public open space locations and uses, and alignment of streets in downtown.

1. Relationship to adopted plans

The Development Standards and Regulating Plan shall encourage creative planning and design that is consistent with all applicable plans, including but not limited to the following documents.

- A. The City's Comprehensive Plan.** Hammond Downtown shall address the plan's goals, including the goal for additional jobs, housing, and amenities
- B. Zoning Code.** The Regulating Plan is aligned with the C3 district, a mixed-use district.

2. Civic spaces and structures

- A. Civic spaces.** The Regulating Plan indicates where a civic space shall be present.
 - 1. Rimbach Plaza.** The civic space shall place the existing street trees along the Hohman Avenue frontage into an expanded sidewalk. The civic space shall create plaza at the southeastern corner of site, replacing the civic space lost due to the realignment of Rimbach Street. The plaza shall be predominantly hardscaped with the relocated fountain, a splash garden, and a surrounding tree canopy.

- 2. Muenich Mews.** This area provides pedestrian access from Hohman Avenue towards Station Plaza. The space shall be predominantly hardscaped for pedestrian access and possible cafe seating, and shall include a row of trees.
- 3. Station Square.** This space is a significant new public area dedicated to creating civic interaction around the train station and providing a sense of arrival to and from the train. The square shall include two parts, split by the station drop-off loop, which is detailed as a "shared space" with textured pavers and no curbs. To the south of this street is the Station Green, principally landscaped, with a central seating area. To the north is the station plaza, principally paved, to include tables and chairs served by merchants in the incubator that flanks the train tracks. Both spaces are surrounded by shade trees.
- 4. Bicycle Paths.** Downtown will leverage the Erie-Lackawanna and Monon trails to provide non-motorized connections, bring energy into downtown, and offer a scenic and relaxing retreat these shall remain predominantly vegetated.
- 5. Art Alley.** This area shall be a creative outlet for downtown and shall support large-scale murals and other artworks. It is completely hardscaped, with artwork welcome on every surface.

B. Civic Structures.

- 1. Rotunda Fountain.** The existing David Black Rotunda Fountain at the corner of Hohman and Rimbach shall be moved to the center of Rimbach Plaza, where it shall be surrounded by a dancing fountain.
- 2. Incubator.** The incubator is a new structure to the north of the station. It shall be inexpensively built of metal and glass, with front glass garage doors that open upwards into awnings and dedicated to the use of subsidized rent. Those should include a cafe that spills out onto the new station plaza.
- 3. Train Station.** The train station is a near-grade boarding platform that extends from Douglas Street to Russell Street. The station shall be accessible from Douglas Street (at grade) and Russell Street (one

story above grade). In this latter location, a small but distinctive tower structure shall provide stair and elevator access to track level while also terminating eastern views down Russell Street.

- 4. **Dan Rabin Plaza.** This existing structure shall be preserved during the realignment and extension of State Street and the introduction of the railroad overpass. It shall serve as the northern terminus of the bicycle path park and provide a public amenity for visitors.

3. Block plan

- A. **Land Use.** Allowable uses are established by the C3 district zoning. The locations of allowable uses are not determined in the Regulation Plan except for areas where ground floor retail is required.

B. Primary Frontages and Secondary Frontages

- 1. **Frontages.** The Regulating Plan distinguishes between primary frontages and secondary frontages. Primary frontages require a higher level of urban performance than secondary frontages.
- 2. **Primary Frontages**
 - a. **Build-to Lines.** All buildings shall place a building edge along primary frontages as indicated on the Regulating Plan for no less than 80% of their primary frontage lines. The small gaps in frontage allowed by that percentage shall not occur at building corners, with the exception that corners may be rounded or chamfered.
 - b. **Setbacks from primary frontages.** The remaining 20% of the linear frontage shall be used for access into the site or be set back no more than 10 feet. Residential use setbacks shall provide front yards, forecourts, porches, and stoops. Non-residential use setbacks shall create additional public space and include features to enhance the space's use and enjoyment, such as tables and chairs, seating, street furniture, shade structures, and artwork.

- c. **Active ground floor uses.** Along all primary frontages, the portion of the ground floor of a building (defined as the first floor of a building located either at mean grade or no more than four feet above the mean grade of the building) within 20 feet of a public street or directly abutting a public park or within 20 feet of a public park shall consist of space routinely occupied by people engaged in those activities related to the buildings primary or secondary uses (excluding parking and loading facilities.)

- d. **Curb cuts.** Curb cuts are not permitted along primary frontages except where indicated on the Regulating Plan.

- 3. **Secondary Frontages.** Secondary frontages are not required to meet the four criteria (a-d) above, and may have visible parking structures.

- 4. **Street Walls.** Developments shall place a street wall along those portions of the frontage line where no building is present (where a portion of a building is set back from the frontage line, such a wall is not required.) This requirement applies to both primary and secondary frontages. Said wall shall be between 18 inches and 3 feet in height along primary frontages. Its height along secondary frontages shall be between 3 feet and 5 feet when enfronting a surface parking lot or other unattractive use, and between 18 inches and 3 feet in height otherwise. Street walls at primary frontages may contain gates for pedestrian access as well as openings for vehicular access in locations where curb cuts are explicitly allowed. Street walls at secondary frontages may include gates for pedestrian access as well as openings for vehicular access as reasonably warranted.

C. Entrances

- 1. **Door Locations.** At least one building entrance shall front on a street where the building abuts a street. The door shall be visible and accessible from a sidewalk or public park in a place appropriate for a pedestrian-oriented, street-facing use, and shall be kept unlocked whenever any other access doors are unlocked.

2. **Retail Entrances.** Where retail uses are established, each separately leased space shall have an individual public entrance onto the abutting street where any portion of the space fronts towards the street.

4. Connectivity

- A. **Street Network.** Rimbach Street and State Street shall be re-aligned as shown on the Regulating Plan.

- B. **Sight Triangles.** While they improve visibility, sight triangles increase vehicle speeds and can undermine pedestrian safety. Any requirements pertaining to sight triangles in currently enforced codes shall be waived when in conflict with the frontage lines in the regulating plan, or with these regulations' tree-planting requirements.

C. Pedestrian Network

1. **Sidewalks.** To promote window shopping and easy access into shops and cafes, an unobstructed sidewalk area shall directly abut the building edge along retail and restaurant-oriented streets. Outdoor café seating areas may be located within a sidewalk or public space provided a clear walkway is maintained.

D. Bicycle Facilities

1. **Purpose.** The downtown will promote easy access to all users through public spaces and robust circulation network for pedestrians and cyclists alike. Bicycle infrastructure will include shared streets, in-street bicycle lanes, as well as off-street multiuse paths connecting to regional trails.
2. **Multi-use off-street paths.** Multi-use off-street paths shall have a minimum width of 10 feet.

3. **Off-street bicycle lanes.** One-way protected bicycle lanes shall have a minimum width of 5 feet.
4. **In-street bicycle lanes.** Vehicular lanes shared with bicycles shall be demarcated with sharrow markings, also known as sharrows. Sharrows are a reminder of the bicyclist's right to occupy the lane and do not require increased lane width. In such lanes, Sharrows shall be placed approximately 10 feet on both sides of each intersection and repeated between intersections at a minimum spacing of 100 feet. Sharrows shall be placed in the center of the lane between wheel treads to minimize wear and to encourage riders to avoid the hazardous vehicle door-opening area.
5. **Bicycle parking.** On-street bicycle parking facilities for a minimum of 4 bicycles shall be provided at least every 500 feet along all rights-of-way serving non-residential uses.

E. Motor-vehicle Parking

1. Parking Supply

- a. **Purpose.** The objective of the vehicle parking strategy for the development is to efficiently satisfy the entire district's needs by accounting for shared parking as a resource and monitoring parking utilization at each development phase.
- b. **Shared parking.** Shared parking shall consider varied peak uses throughout the day and create efficiencies between commuters, residents, retail patrons, and workers. The shared parking strategy shall optimize the use of parking for all distinctions while minimizing the number of spaces to best satisfy parking ratios.
- c. **Park-once environment.** The mixed-use district shall enable visitors, residents and employees to walk between uses.

- d. **Phasing.** Parking shall be built in tandem with phasing of district's construction. Parking utilization shall be monitored and reported to assess actual demand. Parking supply for later phases shall be adjusted to account for over- or under-supply of parking in earlier phases. The phasing of parking build-out shall also reflect the influences of changing travel modes and technologies.
- e. **Public access.** Parking facilities shall physically support shared parking use with public entrances. Multiple access points to parking shall minimize unnecessary traffic circulation with access to and from multiple directions of travel. Parking calculations may be made comprehensively across multi-block areas. Shared parking spots within a 3-minute walk (1,000 feet) of a use may be counted towards that use.

2. Parking Access

- a. Buildings shall be serviced through drives located to minimize their impact on the public realm.
- b. Surface motor vehicle parking shall be prohibited in the area between building frontages and public streets or parks.
- c. People walking and using wheeled devices shall have direct access to parking garages from a public street.
- d. Parking provided by a development shall be designed to have the ability to be shared with other users or be publicly accessible.
- e. Parking lot drive curb cuts may not exceed 20 feet in width, plus curb radii.
- f. Driveway curb cuts may not exceed 10 feet in width, plus curb radii.
- g. Sidewalks crossing parking lot drives and driveway curb cuts shall maintain a level grade, creating a vehicular speed table.

5. Streetscape Elements and Street Design

A. Sidewalk Furniture and Objects

- 1. **Benches.** Benches shall be provided along retail frontages at a minimum of one per block face. Benches shall ideally be placed near the curb and face another bench, perpendicular to the street. Benches built into building facades are encouraged.
- 2. **Drinking water fountains.** Drinking water fountains shall be available at every park and playground.
- 3. **Other objects.** Any fire hydrants, mailboxes, parking meters, bicycle racks, or other impediments to foot traffic shall be located towards the curb.

B. Thoroughfare Design

- 1. **Crosswalks.** Crosswalks shall be located to continue all sidewalk trajectories across all intersections and shall be surfaced in a material that contrasts with the Street surface. At minimum dimension and quality of finish, crosswalks shall be 10 feet wide with zebra striping.
- 2. **Curbs.** Curbs shall be vertical without horizontal lips (no gutter pans.) Rollover or rounded curbs are only permitted where required to facilitate truck motions.
- 3. **Curb Radii.** The curb return radius shall be 10 feet at corners without bulbouts and 15 feet at corners with bulbouts (with exceptions surrounding the roundabouts). The curb return radius at alleys shall be 5 feet. If such radii are not adequate to provide for the turning motions of trucks—while it is allowed to swerve temporarily into the opposing lane—then they may be increased by the minimum amount necessary to make such turning motions possible.
- 4. **Left Hand Turn Lanes.** Left hand turn lanes shall be limited to the shortest length deemed reasonable to handle peak turning demands.

- 5. **Street Planting.** The street-tree pattern along curbs shall be spaced consistently at a distance between 20 and 40 feet, as benefits the chosen tree type. Street trees shall be located at corners and then spaced regularly from corner to corner. At corners, the tree's distance from the intersection shall be ten feet further from the intersection than a line that extends (across the sidewalk) the front property line of the property around the corner.
- 6. **Tree Type/ Quality.** Each street shall have a single consistent tree type for its entire length. Selected species shall be limited to shade trees that grow to significant mature size. Street trees shall have a minimum height of 10 feet and a minimum caliper of 3 inches at time of planting.
- 7. **Lighting.**
 - a. Streetlights shall be located at the outer edge of all sidewalks, be 10 feet to 15 feet tall, and be spaced regularly. The light spacing distance on a given street shall range from 30 feet on-center to 80 feet on-center depending on the activity level of the street.
 - b. Streetlighting standards shall be sized appropriately to their low height and shall use energy efficient L.E.D. lamps. Lights shall not be sized and located around the goal of providing uniform coverage, as varying lighting levels are more attractive to pedestrians.

6. Architectural Design and Building Form

A. Windows

- 1. **Fenestration ratio.** The ratio of fenestration to area of the building façade shall be between 25% and 75%, except for retail frontages where it shall be 60% to 95%. Retail establishments shall place windows regularly at all frontages. Each facade shall be measured independently.

- 2. **Window materials.** Windows shall have clear (not tinted) glass.
- 3. **Window panes.** Each building façade shall be composed of windows that are all constructed from the same size or proportion of window pane, with the exception of a single custom window used in one or several special possible locations.
- 4. **Mullions.** Mullions, if used, shall either be true divided lights or be affixed to the exterior surface of the window to cast a shadow line. Mullions are recommended for residential windows where stylistically appropriate, and discouraged for retail windows.
- 5. **Shutters.** Window-flanking shutters, when provided, shall coincide in size to the opening with which they are associated, such that closing them would cover the window area.
- 6. **Grouped windows.** When two or more windows occur in a single opening or dormer, they shall be separated by a 4 inch by 4 inch post.

B. Roofs

- 1. **Dormers.** Any dormers shall be habitable and sized no larger than necessary to hold window(s) and framing.
- 2. **Skylights.** Bubble skylights shall not be visible at primary frontages. Flush skylights, where visible at primary frontages, shall be organized into a composed pattern.

- C. **Weather protection.** Weather protection, including arcades and awnings, shall be permitted to overhang sidewalks pending Board of Public Works and Safety approval.

D. Façade Design

- 1. **Human-Scale Design.** Buildings shall articulate and texture large facades, particularly the lowest 2-3 stories, to reduce their apparent size and add to the pedestrian scale of the area. At ground level, buildings shall provide architectural texture and detail on to preserve human scale and continuity of the streetscape.

2. **Style.** Buildings shall not present a historical pastiche. Buildings designed in a traditional style shall limit themselves to that style alone and shall embody that style convincingly. Design review will ensure compliance with this style standard.
 3. **Bay length.** Along the front elevation, building wall segments or vertical bays shall be between 12 and 40 feet in length and shall be distinguished from one another by architectural features such as columns, reveals, pilasters, recesses or extensions.
 4. **Blank walls.** Blank walls longer than 10 feet shall be prohibited on primary frontages. A blank wall is a facade that does not include fenestration (doors and windows) or surface relief through the use of columns, cornices, moldings, piers, pilasters, sills, sign bands, other equivalent architectural features that either recess or project from the average plane of the facade by at least 4 inches. Blank wall area limitations apply both vertically and horizontally for all stories of a building for any facade.
- E. Mechanical equipment screening.** Vent stacks, roof vents, and other mechanical protrusions shall be painted the color of the roof or the adjacent façade. Mechanical equipment, refuse storage, service areas, fuel pumps, and loading areas not entirely enclosed within buildings shall be located outside required setbacks and be permanently screened from view from adjacent public streets and parks.
- F. Vista terminations.** Building elevation areas that are framed by long perspective views down a street are identified as vista terminations on the Regulating Plan. Vista termination areas shall respond with a building element of appropriate size and impact to terminate the vista meaningfully. These shall be aligned properly to be framed symmetrically in the vista. Proper vista terminations include raised rooflines, stacks of balconies, grouped window compositions, towers, and cupolas.

G. Heights

1. **Building heights.** Minimum and maximum height limits per building are indicated in terms of floor count on the Regulating Plan diagram at the end of this section. Heights are measured in reference to the sidewalk at the center of the front façade.
2. **Attics.** Buildings may contain an additional story in the roof if the floor of said story is no more than 3 feet below the eave line.
3. **Towers.** To encourage an interesting skyline, building tower features with a footprint of less than 200 square feet are allowed but shall be no more than 125 feet tall (measured from ground level).
4. **Story heights.** Retail spaces shall have a minimum ceiling height of 12 feet, but 18 feet is recommended. Office spaces shall have a minimum ceiling height of 10 feet. Residential spaces shall have a minimum ceiling height of 8 feet for upper stories and 9 feet for the first floor.
5. **Ground floor heights.** All retail spaces shall be located on a ground floor placed at grade. Buildings with residential first floors shall locate all first-floor residences a minimum of 18 inches above adjacent sidewalk grade. Handicapped access, when provided on a building with an elevated first floor, shall be in non-frontage locations whenever possible.

H. Materials

1. **Authenticity.** Building materials shall be used in a manner appropriate to their intrinsic formal properties, including their structural capacities as demonstrated in openings and spans.
2. **Quality.** Building materials shall be selected for quality, durability, and permanence.
3. **Allowable materials.** Metal elements shall be natural colored galvanized steel, stainless steel, anodized or electrostatic plated

aluminum, marine-grade aluminum, copper, or bronze. Wood elements shall be painted or sealed with an opaque or semi-solid stain, except walking surfaces, which may be left natural. Siding shall be wood or cementitious (Hardie board or equivalent). All stucco shall be steel troweled with no evidence of the mark of the trowel. EIFS is only allowed on secondary frontages and with no more than 25% facade coverage on building faces applied to. Exterior trim shall be indistinguishable from wood when painted and shall be sized appropriately to its location.

4. **Prohibited materials.** Vinyl siding is prohibited. Control joints for sand cement render are prohibited. Corner beads are prohibited.
5. **Material configuration.** Each building façade shall contain at most two different wall materials (not counting foundation walls and trim). Building walls shall be one color per material used (excluding trim). Materials may only transition across horizontal lines, for example, between building stories, and not across vertical lines, except in the case of attachments such as bay windows. When two materials are stacked horizontally, the heavier-looking material shall sit below the lighter-looking material, such as brick below Hardie-board or stone below stucco. When a material transition occurs around a corner, the transition shall occur at a distance from the corner that is appropriate for the materials represented, for example 12 or 16 inches for brick. Expansion joints shall be a rational part of the wall composition and shall be colored to match the wall. Trim, except at stucco, is required where there is a change in material or plane. Trim around lights, outlets, vents, meters, etc. Shall match the wall color, not the object color.

I. Building attachments

1. **Location.** Any attachments such as bay windows, balconies, porches, stoops, awnings, and eaves shall extend forward of the line of the building front. All buildings shall provide some form of shelter from rain at the front door.
2. **Encroachments.** Awnings and arcades are the only first-floor attachments allowed to occupy the public right-of-way. On the

second floor and above, balconies, bay windows, eaves, lights, and signs may occupy the public right-of-way. No attachment may extend above a vehicular roadbed at a height of less than 15 feet, or above a sidewalk at a height of less than 7 feet. Attachments other than roof eaves may not extend over adjacent private properties.

3. **Attachment dimensions.** Bay windows and balconies shall be no more than 3 feet deep; stoops shall be 3 feet to 6 feet deep; porches shall be between 6 feet and 10 feet deep; arcades shall be 8 to 12 feet deep.
4. **Limited balconies.** Balconies, porches, and loggias shall not constitute more than 50% of any facade.
5. **Railings.** Railings shall have top and bottom rails. Bottom rails shall clear the floor.

J. Retail design

1. **No malls.** All retail spaces shall give direct access to a public sidewalk. No retail space may exist above the ground floor except as a mezzanine within a space that faces a ground-floor sidewalk.
2. **Awnings.** Retail frontages on new buildings shall contain awnings for a minimum of 50% of the total retail frontage. Awnings shall be a minimum of 6 feet deep and shall be metal with colored fabric or glass. Fabric awnings shall have a metal structure covered with canvas or synthetic canvas and be rectangular in shape with straight edges and no side panels or soffit. Awnings shall not be backlit or used as signs, except for a possible single inscription on the flap, not to exceed 6 inches in height. All awnings on a single shop shall have the same depth, material, and color. Fabric awnings are not permitted on residential buildings. Arcades may substitute for awnings on facades along civic space.
3. **Kneewall.** Front glazing on retail establishments shall begin above a kneewall located 12 inches to 18 inches above sidewalk grade.
4. **Blocked windows.** Drug stores and other commercial tenants shall

not place inner partitions in windows that significantly block views into the store.

- 5. **Sidewalk extension.** All retail uses shall pave their setbacks to match the adjoining sidewalk.
- 6. **Alcove.** All retail uses shall locate their primary entrances within a small additional setback between 30 and 100 square feet in size, paved to match the sidewalk.
- 7. **Sidewalk use.** Retail establishments are encouraged to place tables, chairs, and temporary displays on the public sidewalk as long as a 5-foot-wide clear corridor is maintained for pedestrians. Rails and other barriers separating tables from the pedestrian flow are not permitted (unless state law requires said rails for alcohol sale), nor is any permanent construction in the public sidewalk. Outdoor café seating shall only use movable furnishings and shall be made from durable materials, such as wood or metal. Outdoor restaurants shall use ceramic, glass, metal and cloth for plates, glasses, silverware, tablecloths and napkins, rather than paper and plastic products.

K. Retail signage

- 1. **Limitations.** The shop-front door, signage and lighting shall be designed as a unified design. There are four types of signage permitted on businesses: (1) a signage band, (2) a pedestrian blade sign, (3) a window logo, and (4) an awning band. These are further limited as follows.
- 2. **Sign band.** Each building may have a single sign band 60% of the width of the building frontage max., with a height not to exceed eighteen inches. If a building holds multiple tenants, the use of the sign band width shall be divided among tenants on a pro-rata basis determined by their ground-floor square footage. The sign shall be integrally designed with the building or the associated storefronts in material and color. The sign band may not be internally lit.

- 3. **Blade sign.** One two-sided blade sign is permitted for each business with a door on the sidewalk level. The blade sign shall be securely affixed to the facade or storefront and may project over the sidewalk so long as it does not interfere with pedestrian flow. The blade sign may not exceed 4 square feet (including mounting hardware) in area in any shape and may not be translucent.
- 4. **Storefront glass signage.** Signage graphics (including logos and store or business names) are permitted on storefront glass in permanently affixed cutout graphics and lettering. Signage graphics cannot exceed 25% of the total glass surface.
- 5. **Other signage.** Billboards and other freestanding advertisements are prohibited, as are rooftop, flashing, moving, or intermittently illuminated signs. No sign shall be attached above the second story of any structure.

L. Architectural details

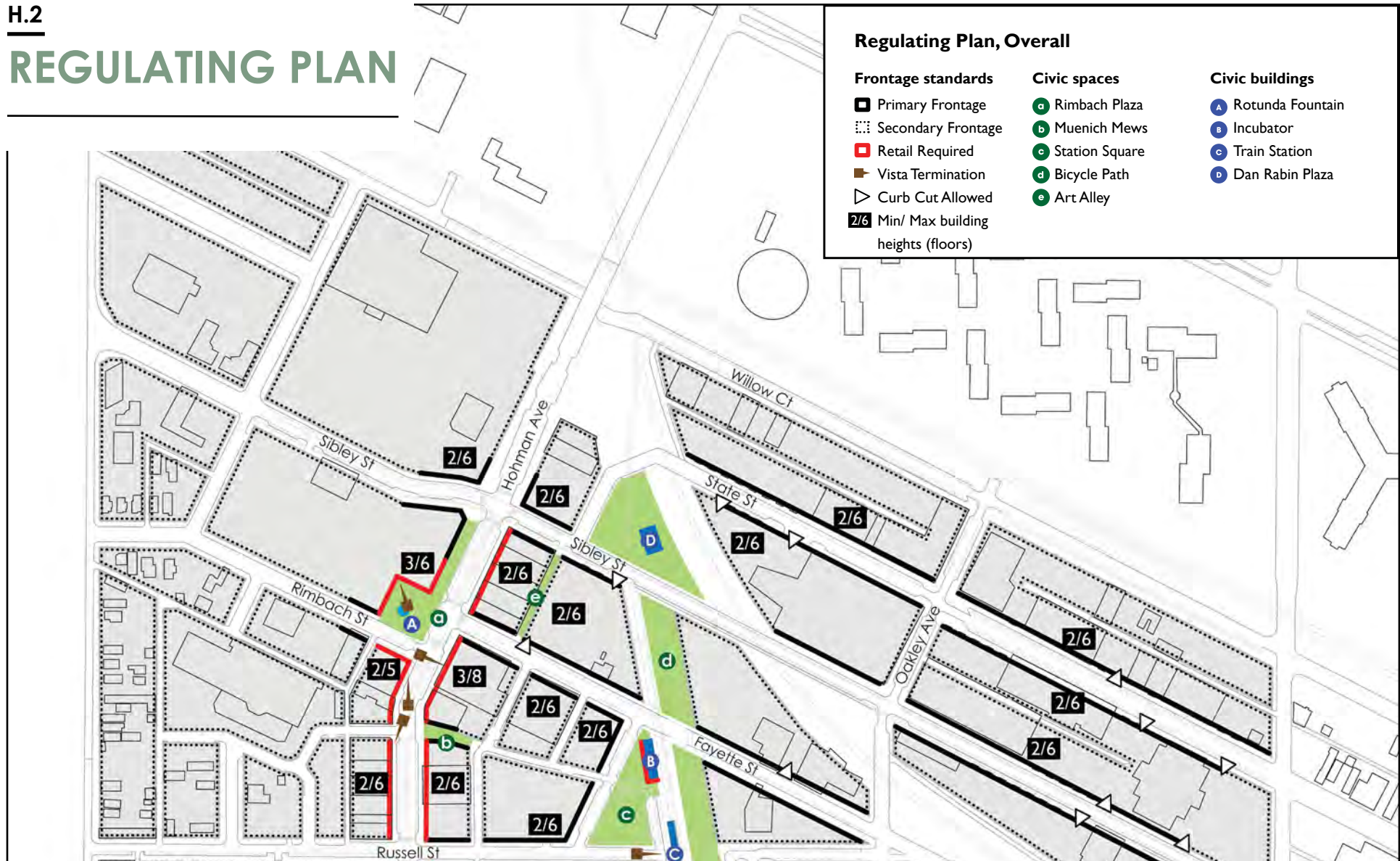
- 1. **Consistency.** Streets, squares, and other public spaces shall be designed with a common vocabulary of paving, curbing, fencing and walls, landscaping, signage, and lighting. This does not mean that all details will be consistent, but rather that all details will be understood to belong to the same family and/or era of design.
- 2. **Block variety.** The appearance of a “project” or of “megabuildings” shall be avoided by not allowing the same exterior design to be used on block after block of buildings. While even smaller units of design are encouraged, no more than 250 feet of continuous primary frontage may appear to have been designed by a single architect.
- 3. **Building variety.** Buildings used repeatedly in the plan, such as rowhouses and apartment houses, may only be repeated with similar facades to the degree that such repetition adds up to a total front footage of 300 feet or less. For example, a 25 foot-wide rowhouse may be repeated only 12 times. Beyond this point, a truly distinct façade shall be introduced, as if a different architect was responsible.

- 4. Unsightly items.** Antennas, radar dishes, chain link fence, vinyl fencing, barbed wire, razor wire, and chicken wire shall not be permitted where visible from primary frontages. Dumpsters and trash shall be screened behind enclosures built for that purpose not occurring at primary frontages.

7. Existing buildings and uses.

Where the Regulating Plan shows requirements for properties containing existing buildings and uses, these requirements do not mandate such replacement, and such redevelopment can only occur with the owner's consent. Existing uses are thus "grandfathered" in. However, when existing buildings and uses are replaced, they shall be replaced according to the requirements of these regulations.

H.2
REGULATING PLAN



Regulating Plan, Overall

Frontage standards

- Primary Frontage
- ⋯ Secondary Frontage
- Retail Required
- Vista Termination
- ▷ Curb Cut Allowed
- 2/6 Min/ Max building heights (floors)

Civic spaces

- a Rimbach Plaza
- b Muenich Mews
- c Station Square
- d Bicycle Path
- e Art Alley

Civic buildings

- A Rotunda Fountain
- B Incubator
- C Train Station
- D Dan Rabin Plaza

REGULATING PLAN SOUTH



APPENDICES

APPENDIX 1: David Dixon on suburban revitalization
APPENDIX 2: Jeff Speck on walkable cities

I.1

DAVID DIXON ON SUBURBAN REVITALIZATION

EXCERPTED FROM *SUBURBAN REMIX*, 2018, ISLAND PRESS**A Perfect Storm of Disruption**

North America is in the midst of “suburban remix.” A perfect storm of challenges has broken apart a 70-year-old suburban growth model shaped around car-focused, relatively affluent, and dispersed development. But as this model falls apart, another far more resilient model is taking shape: walkable, dense, diverse, compact—and urban.

The storm’s disruptive power is real. The core market for suburban single-family houses—families with kids—represents roughly half the share of North America’s population that it did in 1970. This share will continue to shrink through the 2030s, just as the share represented by households over 65—net sellers of single-family houses—grows rapidly. Meanwhile, younger, educated workers are moving into urban cores, and knowledge industry office demand and investment are following. (Downtowns and dense, walkable suburbs fill Amazon’s list of finalists for HQ2).

Unsurprisingly, suburban housing and office values have lagged their urban counterparts since 2000. And, in a dramatic reversal, more people living in poverty now call suburbs home, while affluent households are relocating to cities. This has slowed tax-base growth, battering local budgets. Demographic and economic trends suggest that these dynamics will grow more disruptive over the next two decades—reinforced by the arrival of shared autonomous mobility (see sidebar).

On the green fringes of Washington, DC, Fairfax County, Virginia—long an archetype of affluent, prosperous suburbia dominated by single-family subdivisions—demonstrates the stresses these trends have unleashed. Since the Great Recession, poverty across the county has grown by more than 50 percent; county revenues haven’t kept pace with the accompanying costs; and residents have watched as housing values have risen 300 percent faster in nearby Washington.

Diverse Lessons

Yet Fairfax County is anything but broken. Spurred by the region’s Metrorail transit system, Fairfax has emerged as an early leader in replacing sprawl with a new urban growth model. Over the past decade the County has approved more than \$20 billion in higher-density, walkable, mixed-use centers that replace millions of square feet of malls, strip retail centers, and office parks. More important, places like Tysons, Reston Town Center, and the Mosaic District aren’t emerging as “developments” but as lively new suburban downtowns and Main Streets that function as the heart for their increasingly diverse communities. Similar transformations are underway in other DC suburbs, such as Arlington, Virginia, and Bethesda, Maryland.

Indeed, suburbs across North America are following suit—even without transit as a catalyst. Consider Dublin, Ohio, on the outskirts of Columbus. Dublin’s leaders worried that its expensive subdivisions and

prize-winning golf courses hadn’t stopped high-wage knowledge workers—along with jobs and investment—from heading to more urban settings. So the town launched a two-year planning process to create a new mixed-use, walkable downtown that would eventually grow to 10 million square feet. Developer Crawford Hoying took a financial risk with the first phase, Bridge Park, by sandwiching innovative “cool office space” between shops and lofts. The concept has been so successful in attracting start-ups and entrepreneurs back to suburbia that Crawford Hoying will build even more as they expand Bridge Park.

Elected officials in Sandy Springs, Georgia, took a political risk that paid off in this conservative Atlanta suburb, once profiled in the *New York Times* for privatizing government services. The mayor and city council used eminent domain—not without controversy—to help create a downtown, City Springs, where none had existed and ensure that it would include a lively mix of civic and cultural activities and a critical mass of housing and office development.

While Dublin and Sandy Springs represent examples of de novo downtowns in postwar suburbs, the Northland Company took an infill approach. In the mature Boston suburb of Newton, Northland is redeveloping a smaller strip center along a commercial corridor, transforming it into a new “village center” serving nearby 19th- and early-20th-century neighborhoods. The project preserves an

1860s mill building by adapting it as state-of-the-art office space—across from 21st-century lofts and cafés.

Following decades of outward expansion on the fringes of Kansas City, Overland Park, Kansas, established a vision plan and regulations, guided by extensive community engagement, that promise a more walkable and livable community focused on mixed-use nodes and higher densities. The city's downtown has emerged as a central gathering place built around a growing and diverse residential population, a mix of uses—and, unexpectedly, a lively food scene. Home to a culinary center, specialty food shops, and an array of local dining options, Overland Park's emergence as a more walkable suburb builds on emphasizing authenticity and creating a true heart for the community.

In contrast to these examples drawn from relatively affluent suburbs, Miami Township, south of Dayton Ohio, represents a middle-income suburb in a region hit hard by factory closings. Seeking to jump-start economic growth, the Township created a plan to retrofit a vast area of car-focused development around the Dayton Mall. It has launched redevelopment of 1,000 acres of excess surface parking and outmoded retail and office buildings into a lively mixed-use Main Street known as Miami Crossing. Sears Holdings became one of the first land owners to express interest in redeveloping land it owns at the mall.

And Canada's Ontario Province is several steps ahead of all these communities. In 2005, it adopted the first Places to Grow Act, which sets density targets for residents and jobs in multiple urban growth centers. In response, Greater Toronto Area (GTA) suburbs like Cornell and Mount Pleasant

Village have created higher-density, mixed-use developments reminiscent of traditional, walkable urban neighborhoods that line streets with an animated mix of uses.

Common DNA

While each of these suburbs offers unique lessons, they share a common DNA of process, policies, and placemaking. Each started with civic leadership—a local official, advocate, or organization that stepped forward and made the case for change. Each community launched a transformative planning process built around inclusive engagement that used education to build strong local support in places where terms like “dense” and “urban” had long been anathema. All market-driven, these initiatives also rely on innovative P3s to fund an “urban” infrastructure of streets, parks, and structured parking. They grow upward, not outward, creating a compact critical mass that supports the people (and disposable income) essential to bringing life to their new streets—without touching a single blade of grass on nearby residential lawns.

These examples also embody shared placemaking principles. Above all, they're walkable—distinguished by lively sidewalks and animated by a wide variety of shops, food, entertainment, and other amenities that invite meandering. They connect to their communities in multiple ways: by bike, on foot, by bus (and sometimes transit), and, of course, by car—they're suburbs, after all. They feature a multilayered public realm, from “active” squares to places of quiet reflection, and they often include a “town green” and other civic spaces that invite their increasingly diverse populations to come together. They offer a plethora of choices for living, working, shopping, and playing, geared to increasingly

diverse lifestyles. And they remind us what the overused term “authentic” means—not a mimicking of historic forms but an expression of the living cultures and the history, climate, and ecology that distinguish their communities.

Suburbs are in transition. A perfect storm of accelerating demographic, economic, social, and technological changes has produced unfamiliar challenges. But these are challenges to sprawl, not suburbs. Qualities that began reviving cities 20 years ago—walkable density, placemaking that builds a sense of community, a mix of uses geared to a diverse population—are bringing new life to North America's suburbs. As we enter an urban era, expect it to be as much about suburbs as it is about cities.

1.2

JEFF SPECK ON WALKABLE CITIES

EXCERPTED FROM *WALKABLE CITY*, 2012, FARRAR STRAUS AND GIROUX

After several decades arguing for more walkable cities as a designer, this city planner has found that it is more useful to do so as an economist, an epidemiologist, and an environmentalist. What follows is a discussion of why these three groups are all independently fighting for the same thing, which is to redesign our cities around the pedestrian.

The Economic Argument

Many cities ask the same question: How can we attract corporations, citizens, and especially young, entrepreneurial talent? In some cities, they ask it differently: “How can we keep our children from leaving?”

The obvious answer is that cities need to provide the sort of environment that these people want. Surveys—as if we needed them—show how creative class citizens, especially millennials, vastly favor communities with street life, the pedestrian culture that can only come from walkability.

The number of 19-year-olds who have opted out of earning driver’s licenses has almost tripled since the late seventies, from 1 in 12 to 1 in 4. This driving trend is only a small part of a larger picture that has less to do with cars and more to do with cities, and specifically with how young professionals today view themselves in relation to the city, especially in comparison to previous generations.

The economist Christopher Leinberger compares the experience of today’s young professionals with the previous generation. He notes that most 50-year-olds grew up watching *The Brady Bunch*, *The Partridge Family*, and *Happy Days*, shows that idealized the late-mid-20th-century suburban standard of low-slung houses on leafy lots, surrounded by more of the same. The millennials in contrast, grew up watching *Seinfeld*, *Friends*, and, eventually, *Sex and the City*. They matured in a mass culture—of which TV was only one part—that has predisposed them to look favorably upon cities, indeed, to aspire to live in them.

This group represents the biggest population bubble in fifty years. 64 percent of college-educated millennials choose first where they want to live, and only then do they look for a job. According to surveys, fully 77 percent of them plan to live in America’s urban cores.

Meanwhile, the generation raised on *Friends* is not the only major cohort looking for new places to live. There’s a larger one: the millennials’ parents, the frontend boomers. They are citizens that every city wants—significant personal savings, no school kids.

And according to Christopher Leinberger, empty nesters want walkability.

In the 1980s, city planners began hearing from sociologists about something called a NORC: a Naturally Occurring Retirement Community. Over the past decade, a growing number of retirees have been abandoning their large-lot houses to resettle in mixed-use urban centers. For many of them, that increased walkability means all the difference between an essentially housebound existence and several decades of continued independence.

Of the 100 million new households expected to take shape between now and 2025, fully 88 million are projected to be childless. This is a dramatic change from 1970, when almost half of all households included children. These new adults-only households won’t be concerned about the quality of local schools or the size of their backyards. This fact will favor cities over suburbs, but only those cities that can offer the true urbanism and true walkability that these groups desire.

This growing demand for pedestrian-friendly places is reflected in the runaway success of Walk Score, the website that calculates neighborhood walkability. In this website, which gets millions of hits a day, addresses are ranked in five categories, with a score of 50 needed to cross the Somewhat Walkable threshold. 70 points earns a Very Walkable ranking, and anything above 90 qualifies as a Walker’s Paradise. San Francisco’s Chinatown earns a 100, while Los Angeles’ Mulholland Drive ranks a 9. (Downtown Lancaster earns an 87, good overall, but about average for a mid-sized downtown.)

If Walk Score is so useful in helping people decide where to live, then it can also help us determine how much they value walkability. Now that it has been around for a few years, some resourceful economists have had the opportunity to study the relationship between Walk Score and real estate value, and they have put a price on it: \$500 to \$3000 per point. In a very typical city, Charlotte, North Carolina, the economist Joe Cortright, found that each Walk Score point was worth \$2000—that's \$200,000 across the full scale.

That is the value that houses get for being walkable. But what about cities themselves? Does being more walkable make a whole city worth more?

In 2007, Joe Cortright, the economist responsible for the Walk Score value study cited above, published a report called "Portland's Green Dividend," in which he asked the question: what does Portland get for being walkable? To set the stage, it is useful to describe what makes Portland different. Beginning in the 1970s, Portland made a series of decisions that fundamentally altered the way the city was to grow. While most American cities were building more highways, Portland invested in transit and biking. While most cities were reaming out their roadways to speed traffic, Portland implemented a Skinny Streets program. While most American cities were amassing a spare tire of undifferentiated sprawl, Portland instituted an urban growth boundary. These efforts and others like them, over several decades—a blink of the eye in planner time—have changed the way that Portlanders live.

This change is not dramatic—were it not for the roving hordes of bicyclists, it might be invisible—but it is significant. While almost every other American city saw its residents drive farther and farther every year,

and spend more and more of their time stuck in traffic, Portland's vehicle miles traveled per person peaked in 1996. Now, compared to other major metropolitan areas, Portlanders on average drive 20 percent less.

According to Cortright, this 20 percent (4 miles per citizen per day) adds up to \$1.1 billion of savings each year, which equals fully 1.5 percent of all personal income earned in the region. And that number ignores time not wasted in traffic: peak travel times have actually dropped 11 minutes per day. Cortright calculates this improvement at another \$1.5 billion.

What happens to these savings? Portland is reputed to have the most independent bookstores per capita and the most roof racks per capita. These claims are slight exaggerations, but they reflect a documented above average consumption of recreation of all kinds. Portland has more restaurants per capita than all other large cities except Seattle and San Francisco.

More significantly, whatever they are used for, these savings are considerably more likely to stay local than if spent on driving. Almost 85 percent of money expended on cars and gas leaves the local economy—much of it, of course, bound for the Middle-East. A significant amount of the money saved probably goes into housing, since that is a national tendency: families that spend less on transportation spend more on their homes, which is as local as investments get.

That's the good news about Portland. Meanwhile, what's happened to the rest of the country? While transportation used to absorb only one tenth of a typical family's budget (1960), it now consumes

more than one in five dollars spent. The typical "working-class" family, remarkably, pays more for transportation than for housing.

This circumstance exists because the typical American working family now lives in suburbia, where the practice of "drive-'til-you-qualify" reigns supreme. Families of limited means move further and further away from city centers in order to find housing that is cheap enough to meet bank lending requirements. Unfortunately, in so doing, they often find that driving costs outweigh any savings, and their total household expenses escalate.

No surprise, then, that as gasoline broke \$4.00 per gallon and the housing bubble burst, the epicenter of foreclosures occurred at the urban periphery, places that required families to have a fleet of cars in order to participate in society, draining their mortgage carrying capacity. These are the neighborhoods that were not hurt by the housing bubble bursting; they were ruined by it.

This is bad news for Orlando and Phoenix, but it's good news for New York, Chicago, and Portland. But the real Portland story is perhaps not its transportation but something else: young, smart people are moving to Portland in droves. Over the decade of the 1990s, the number of college-educated 25- to 34-year-olds increased 50 percent in the Portland metropolitan area— five times faster than in the nation as a whole.

There is another kind of walkability dividend, aside from resources saved and resources reinvested: resources attracted by being a place where people want to live. The conventional wisdom used to be that creating a strong economy came first, and that increased population and a higher quality of life would follow. The converse now seems more likely:

creating a higher quality of life is the first step to attracting new residents and jobs. This is why Chris Leinberger believes that “all the fancy economic development strategies, such as developing a biomedical cluster, an aerospace cluster, or whatever the current economic development ‘flavor of the month’ might be, do not hold a candle to the power of a great walkable urban place.”

The Epidemiological Argument

On July 9, 2004, three epidemiologists published a book called *Urban Sprawl and Public Health*. Until that day, the main arguments for building walkable cities were principally aesthetic and social. More significantly, almost nobody but the planners was making them. But it turns out that while the planners were shouting into the wilderness about the frustrations, anomie, and sheer waste of suburban sprawl, a small platoon of physicians were quietly doing something much more useful: they were documenting how our built environment was killing us, in at least three different ways: obesity, asthma, and car crashes.

Now, let's turn to asthma. About fourteen Americans die each day from asthma attacks. That number does not seem particularly high, but it is three times the rate of 1990. Now, 7 percent of American's suffer from Asthma in some form.

Pollution isn't what it used to be. American smog now comes principally from tailpipes, not factories. It is considerably worse than it was a generation ago, and it is unsurprisingly worst in our most auto-dependent cities, like Los Angeles and Houston. In 2007, Phoenix recorded three full months of days in which it was deemed unhealthy for the general public to leave their homes.

Finally, for most healthy Americans, the greatest threat to that health is car crashes. Most people take the risks of driving for granted, as if they were some inevitable natural phenomenon—but they aren't. While the U.S. suffers 12 traffic fatalities annually per 100,000 population, Germany, with its no-speed-limit Autobahn, has only 7, and Japan rates a 4. New York City beats them all, with a rate of 3. If our entire country shared New York City's traffic statistics, we would prevent more than 24,000 deaths a year.

San Francisco and Portland both compete with New York, with rates below 3 deaths per 100,000 population, respectively. Meanwhile, Tulsa comes in at 14 and Orlando at 20. Clearly, it's not just how much you drive, but where you drive, and more accurately how those places were designed. Older, denser cities have much lower automobile fatality rates than newer, sprawling ones. Ironically, it is the places shaped around automobiles that seem most effective at smashing them into each other.

In search of some good news, we can turn to Dan Buettner, the National Geographic host and bestselling author responsible for *The Blue Zones: Lessons for Living Longer from the People Who've Lived the Longest*. After a tour of the world's longevity hot spots, the numbers are compelling. According to the U.S. Centers for Disease Control, fully one-third of American children born after 2000 will become diabetics. For the first time in history, the current generation of youth are expected to live shorter lives than their parents. This is due partly to diet, but partly to planning: the methodical eradication from our communities of the useful walk has helped to create the least-active generation in American history.

In any discussion about American health, obesity has to be front and center. In the mid-1970s, only about one in ten Americans was obese, which put us where much of Europe is right now. What has happened in the intervening thirty years is astonishing: by 2007, that rate had risen to one in three, with a second third of the population “clearly overweight.” According to the rules of the U.S. military, twenty-five percent of young men and forty percent of young women are too fat to enlist.

Much has been written about the absurdity of the American corn-based diet and its contribution to our national girth. But our body weight is a function of calories in and calories out, and the latest data suggests that diet is actually the smaller factor. One recent study, published in the *British Medical Journal*, called “Gluttony or Sloth?” found that obesity correlated much more strongly with inactivity than with diet. Meanwhile, at the Mayo Clinic, Dr. James Levine put test subjects in motion-detecting underwear, placed them all on the same diet, and then began to stuff them with additional calories. As anticipated, some subjects gained weight while others didn't. Expecting to find a metabolic factor at work, he learned instead that the outcome was entirely attributable to physical activity. The people who got fatter made fewer unconscious motions and, indeed, spent on average two more hours per day sitting down.

Over the past decade, there has been a series of studies that attribute obesity to the automotive lifestyle and, better yet, to the automotive landscape. One study, in San Diego, reported that 60 percent of residents in a “low-walkable” neighborhood were overweight, compared to only 35 percent in a “high-walkable” neighborhood. Another, a six-year analysis of 100,000 Massachusetts

residents found that the lowest Body Mass Index averages were located in Boston and its inner ring suburbs, while the highest could be found in the “car-dependent” outer ring surrounding Interstate 495. Buettner takes his readers through the “Power Nine: the lessons from the Blue Zones, a cross cultural distillation of the world’s best practices in health and longevity.” Lesson One is “Move Naturally”:

“Longevity all-stars don’t run marathons or compete in triathlons; they don’t transform themselves into weekend warriors on Saturday morning. Instead, they engage in regular, low-intensity physical activity, often as a part of a daily work routine. Rather than exercising for the sake of exercising, try to make changes to your lifestyle. Ride a bicycle instead of driving. Walk to the store instead of driving. . .”

Like most writers on the subject, Buettner and his sources neglect to discuss how these “lifestyle” choices are inevitably a function of the design of the built environment. They may be powerfully linked to place—the Blue Zones are zones, after all—but there is scant admission that walking to the store is more possible, more enjoyable, and more likely to become habit in some places than in others. It is those places that hold the most promise for the physical and social health of our society.

The Environmental Argument

In 2001, Scott Bernstein, at the Center for Neighborhood Technology in inner-city Chicago, produced a set of maps that are still changing the

way Americans think about their country. In these maps, remarkably, the red and the green switched places. This reversal, perhaps even more than the health discussion, threatens to make walkability relevant again.

On typical carbon maps, areas with the greatest amounts of carbon output are shown in bright red, and those with the least are shown in green, with areas in between shown in orange and yellow. The hotter the color, the greater the contribution to climate change.

Historically, these maps looked like the night-sky satellite photos of the United States: hot around the cities, cooler in the suburbs, and coolest in the country. Wherever there are lots of people, there is lots of pollution. A typical carbon map, such as that produced in 2002 by the Vulcan Project at Purdue University, sends a very clear signal: countryside good, cities bad.

These maps are well in keeping with the history of the environmental movement in the United States, which has traditionally been anti-city, as has so much American thought. This strain traces its roots back to Thomas Jefferson, who described large cities as “pestilential to the morals, the health, and the liberties of man.” Not without a sense of humor, he went on: “When we get piled up upon one another in large cities, as in Europe, we shall become as corrupt as in Europe, and go to eating one another as they do there.”

For a long time, these were the only type of carbon map, and there is certainly a logic in looking at pollution from a location-by-location perspective. But this logic was based on an unconsidered assumption, which is that the most meaningful way to measure carbon is by the square mile.

This assumption is false. The best way to measure carbon is per person. Places should be judged not by how much carbon they emit, but by how much carbon they cause us to emit. There are only so many people in the United States at any given time, and they can be encouraged to live where they have the smallest environmental footprint. That place turns out to be the city—the denser the better.

Or, as the economist Ed Glaser puts it: “We are a destructive species, and if you love nature, stay away from it. The best means of protecting the environment is to live in the heart of a city.”

No American city performs quite like New York. The average New Yorker consumes roughly one third the electricity of the average Dallas resident, and ultimately generates less than one third the greenhouse gases of the average American. The average resident of Manhattan consumes gasoline “at a rate that the country as a whole hasn’t matched since the mid-1920s.”

New York is America’s densest big city and, not coincidentally, the greenest. But why stop there?: New York consumes half the gasoline of Atlanta. But Toronto cuts that number in half, as does Sydney—and most European cities use only half as much as those places.

This condition exists not because our buildings or cars are less efficient, or our buildings are less green, but because our cities are not as well organized around walking. This point was made clear in a recent EPA study, “Location Efficiency and Building Type—Boiling it Down to BTUs,” that compared four factors: drivable vs. walkable (“transit-oriented”) location; conventional construction vs. green building; single-family vs. multifamily housing; and conventional vs.

hybrid automobiles. The study demonstrated that, while every factor counts, none counts nearly as much as walkability. Specifically, it showed how, in drivable locations, transportation energy use consistently tops household energy use, in some cases by more than 2.4 to 1. As a result, the most green home (with Prius) in sprawl still loses out to the least green home in a walkable neighborhood.

It turns out that trading all of your incandescent light bulbs for energy-savers conserves as much carbon per year as living in a walkable neighborhood does each week. Why, then, is the vast majority of our national conversation on sustainability about the former and not the latter? Witold Rybczynski puts it this way:

“Rather than trying to change behavior to reduce carbon emissions, politicians and entrepreneurs have sold greening to the public as a kind of accessorizing. “Keep doing what you’re doing,” is the message, just add another solar panel, a wind turbine, a bamboo floor, whatever. But a solar-heated house in the suburbs is still a house in the suburbs, and if you have to drive to it—even in a Prius—it’s hardly green.”

This accessorizing message has been an easy sell in America, where it is considered politically unwise to ask consumers to sacrifice, to alter their quality of life in service of some larger national goal, such as keeping a dozen of our largest cities above sea level. But what if there were a more positive quality-of-life discussion, one that allowed us to satisfy consumer demands that have not been met by a real estate industry centered on suburban sprawl?

The gold standard of quality-of-life rankings is the Mercer Survey, which carefully compares global cities in ten categories including political stability, economics, social quality, health, education, recreation, housing, and even climate. Its rankings shift slightly from year to year, but the top ten cities always seem to include a number of places where they speak German (Vienna, Zürich, Düsseldorf, etc.) along with Vancouver, Auckland, and Sydney. These are all places with compact settlement patterns, good transit, and principally walkable neighborhoods. Indeed, there isn't a single auto-oriented city in the top 50. The highest rated American cities in 2010, which don't appear until number 31, are Honolulu, San Francisco, Boston, Chicago, Washington, New York, and Seattle.

Looking at this ranking, the message is clear. America's cities, which are twice as efficient as its suburbs, burn twice the fuel of European, Canadian, and Aussie/ Kiwi places. Yet the quality of life in these foreign cities deemed considerably higher. This is not to say that quality of life is directly related to sustainability, but merely that many Americans, by striving for a better life, might find themselves moving to places that are more like the winners. . . or better yet, might try transforming their cities to resemble the winners. This sort of transformation could include many things, but one of them would certainly be walkability.

Vancouver, always a top contender, proves a useful model. By the mid-20th century, it was fairly indistinguishable from a typical U.S. city. Then, beginning in the late 50s, when most American cities were building highways, planners in Vancouver began advocating for high-rise housing downtown. This strategy, which included stringent measures for green space and transit, really hit its stride in the

1990s, and the change has been profound. Over the past fifteen years, the amount of walking and biking citywide has doubled, from fifteen percent to thirty percent of all trips. Vancouver is not ranked #1 for livability because it is so sustainable; the things that make it sustainable also make it livable.

Quality of life—which includes both health and wealth—may not be a function of our ecological footprint, but the two are deeply interrelated. To wit, if we pollute so much because we are throwing away time, money, and lives on the highway, then both problems would seem to share a single solution, and that solution is to make our cities more walkable.

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DOWNTOWN HAMMOND MASTERPLAN