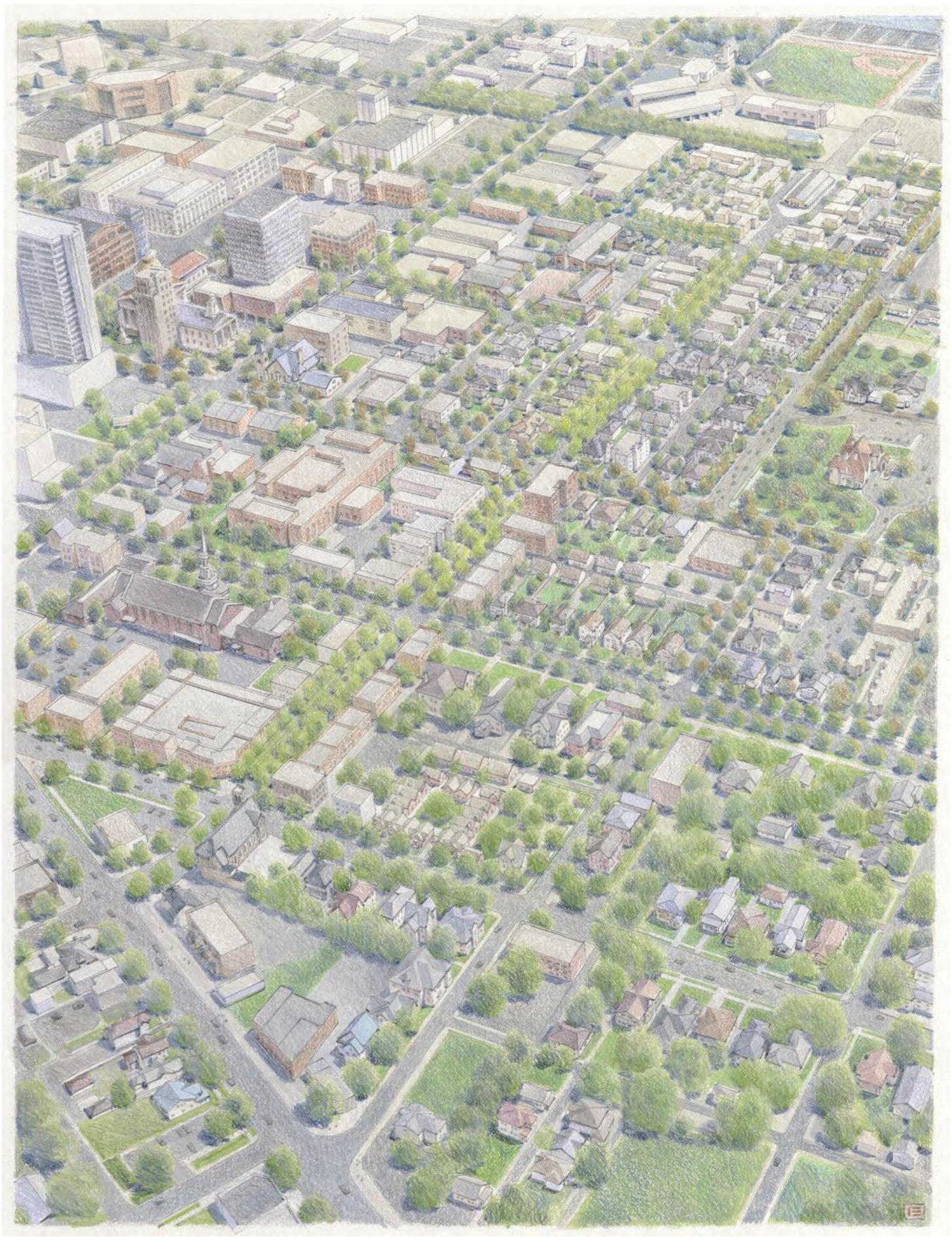
DEAN'S CHARRETTE #1

William Street Seam

Final Report

MAY 2021



PREPARED BY

The University of Notre Dame
School of Architecture

PARTICIPANTS

Faculty

Jason Arnold
Philip Bess
Marianne Cusato
Alan DeFrees
Douglas Alejandro Duany
John Mellor
Sean Patrick Nohelty
Julio Cesar Perez Hernandez
Stefanos Polyzoides
Paolo Vitti
Samir Younes
Todd Zeiger

Students

Jonathan Buehler
Michael Bursch
Benedict Cook
Daniel Glasgow
Matthew Gschwind
Christian Johnson
Margaret Jones
Maggie McDonald
Hannah Rubottom
Mary Rzepczynski
Juan Esteban Salazar
Philip Spence
Sam Zhuang

Staff

Rachel Arndt
Monica Borsodi
Jennifer Hoover
Carol Kraus
Matthew Money
Katy Orenchuk
Barbara Panzica
Matt Riechmann
Amanda Sarratore
Evan Vandermeer
Mary Beth Zachariades

Guest Observers, Critics, and Contributors

Tom Aichele
Erin Blasko
Ron Blitch
Dan Buckenmeyer
Jay Brockman
Tim Corcoran
Andrea Crawford
Michael Divita
Chris Dressel
Scott Ford
Rick Hall
Herman Howard
Krupali Krusche
Bill Lamie
Charles Loveman
Elizabeth Maradik
Marty Mechtenberg
Rachel Tomas Morgan
John Nagy
Mark Neal
Andrew Netter
Frank Perri
Donnie Rogers
Angela Rose
David Schneider
Willem Swart

WITH SPECIAL THANKS TO

The City of South Bend, Indiana

Tim Corcoran, Director of Planning & Community Resources

Tim Sexton, Associate Vice President of Community Affairs, University of Notre Dame

Jennifer Parker, Head, Architecture Library

Charles Loveman, Executive Director, Heritage Housing Partners

Rick Hall, President, Hall Planning & Engineering

Ian Espinosa, Perspectivist

Special thank you to Professor Marianne Cusato for attending to the production of this report and Matthew Gschwind for seeing through the completion of the final images.

This project was supported by the City of South Bend Department of Community Investment.

Walsh Family Hall School of Architecture, University of Notre Dame

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INTRODUCTION

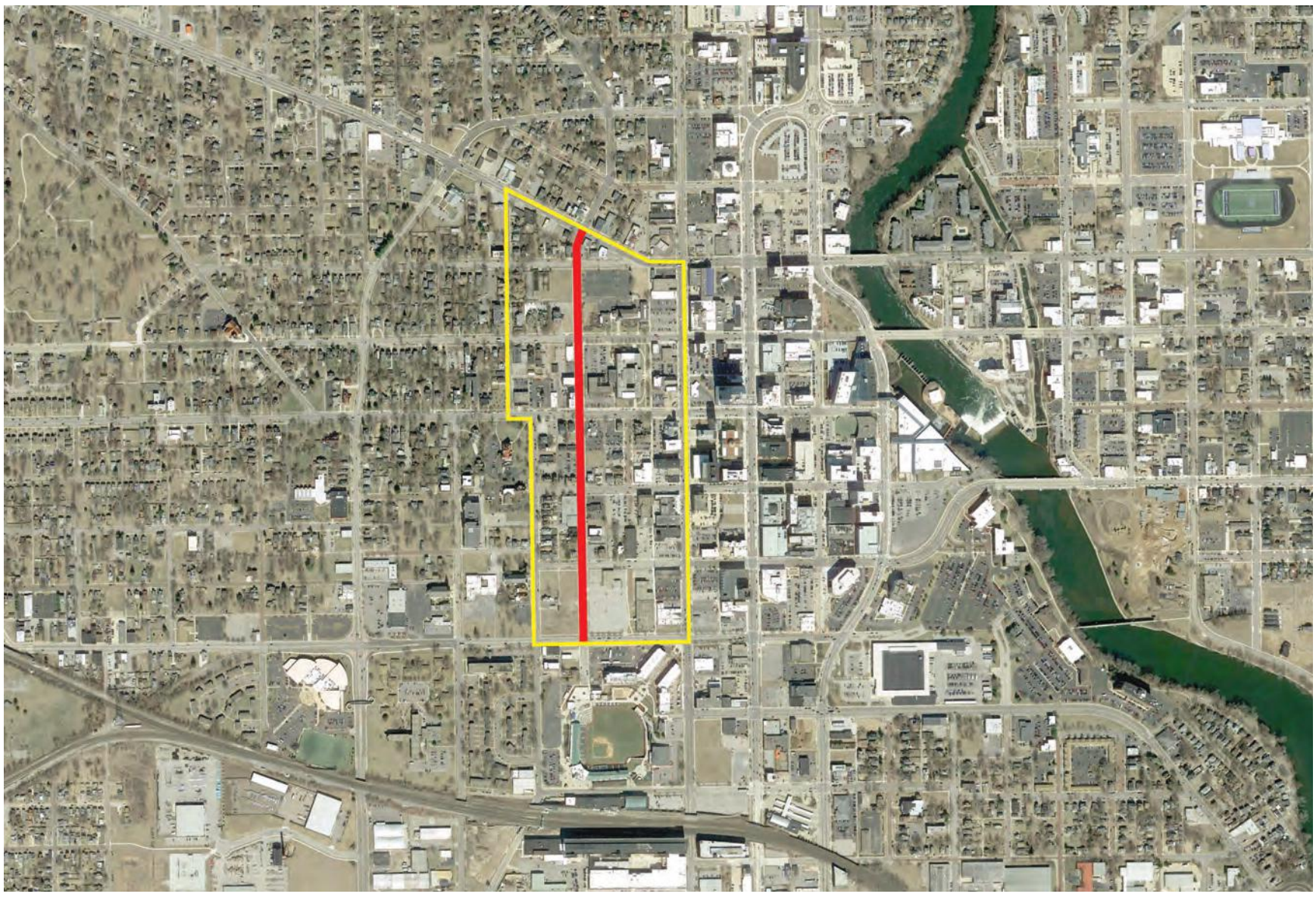
We value towns and cities for their particular character. Over the decades and centuries, the unique assets of each—their location, history, buildings, landscapes, and climate—produce a distinct urban form, economy, and culture that is their signature and establishes their rank in the world. South Bend is such a special city. Born on a river crossing and portage, and developed as a commercial, industrial, and educational hub, it has reached our day as an urban ensemble of marvelous neighborhoods, a historic downtown, and an overall size that enables easy access to nature. It is closely identified with one of the great universities of the world. It has evolved through prosperity and hard times alike by the ambition, vision, and hard work of its residents. It continues to evolve today.

South Bend is also a city that has endured all the public policy calamities and injustices that have marked recent urban history of the United States: redlining, urban renewal, the interstate highway system, suburban sprawl, use-based zoning, and the random development pattern of the last few decades. Of all these negative public policies, the federal urban renewal program has had the worst effect on the city. Beginning in the early 1960s, significant portions of the downtown were demolished and replaced with buildings of lesser quality and a weak public realm dominated by parking. Most of the principal commercial and civic uses that were traditionally found there relocated to suburban corridors and centers. In the years following 1965, the downtown was transformed into a single-use employment center, with its street network reconfigured to accommodate speedy access out of the city for commuting suburbanites. The damage done to it, both internal and peripheral, was massive. The scars are still visible today.

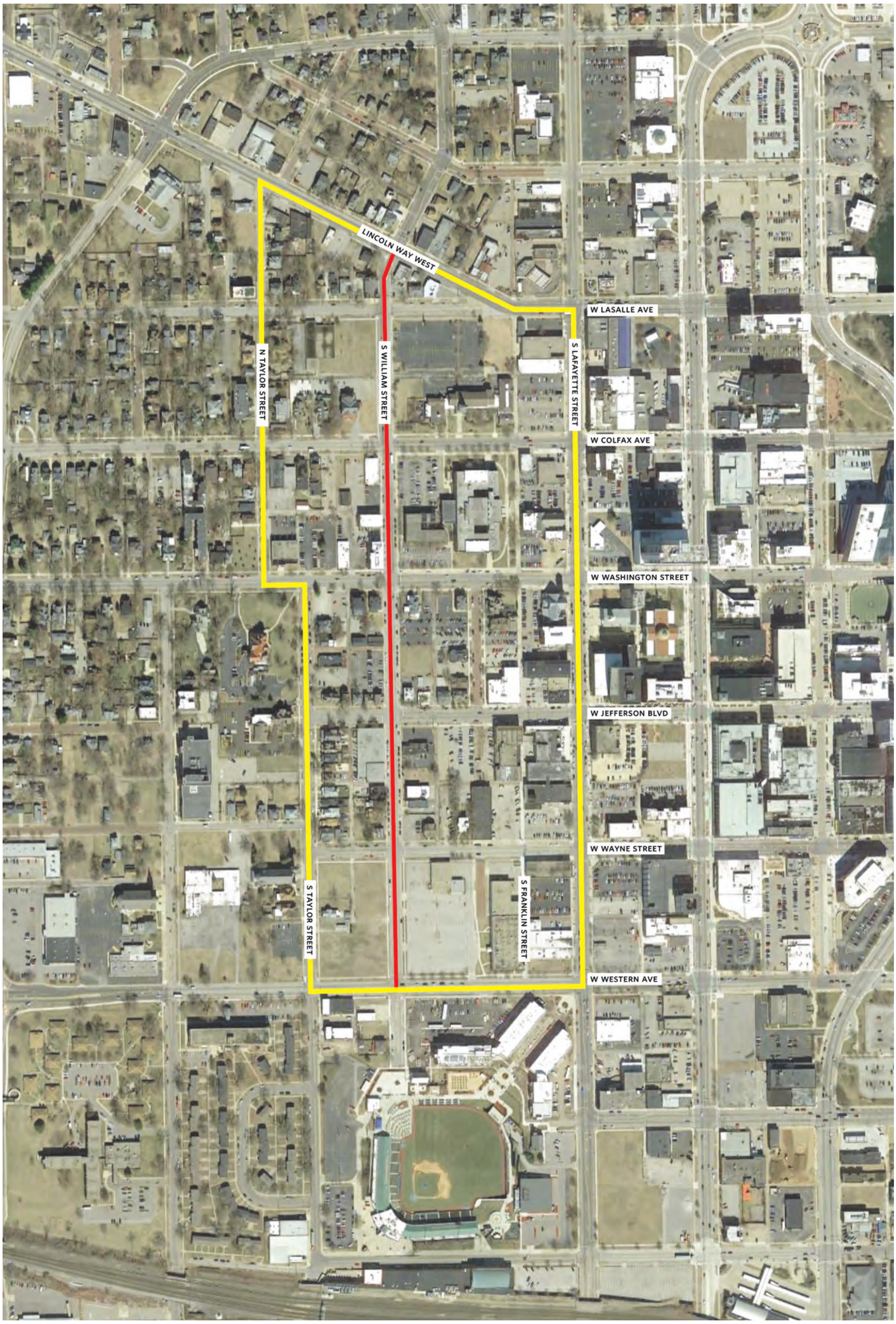
The daunting present question is how to begin the process of redeveloping the center of South Bend. Such a redevelopment strategy must be multipronged and involve many players, the City, the banking and development sectors, and the University of Notre Dame. Part of the strategy should include the consolidation of the downtown as a mixed-use, 24-7 destination, its transformation into a worthy half of a town-gown pairing with Notre Dame, the reclaiming of its public realm, and the healing of all the damage done to downtown-adjacent neighborhoods by redlining and urban renewal-induced demolition.

The William Street Seam was chosen as the subject for the first Dean's Charrette because it can illustrate the physical, social, and economic benefits of the seamless reconnection between the historic neighborhoods of South Bend and its downtown. In its existing state, the project site is the result of the mid-century erasure of half of a historic 19th- and early 20th-century neighborhood by the selective removal of dozens of remarkable landmark houses. This brutal clearance was promoted as necessary public policy to provide parking for adjacent downtown businesses. As the local economy faltered after the 1960s and park-once garages were eventually built to accommodate the existing commercial parking demand, the surface lots on either side of William Street fell into disuse. The transition between downtown and the Near West neighborhood became a cacophony of wide streets, underused and poorly maintained historic houses, new buildings of poor quality and scale, and wide neighborhood streets, denuded of their streetscape and operating as speedways.

The William Street Seam area today gives an impression of disinvestment and decline, despite the heroic recent efforts of preservationists and visionary activists. In its present state, it does not inspire confidence that it can attract new residents and new business activity. Thus, the challenge of this project is to illustrate a vision, process, and implementation approach that would promote the area's urban regeneration and help establish the impression and reality that downtown South Bend can once again become a reliable place to live, work, and invest in.



LOCATION: *The charrette site, shown in yellow, is located in South Bend, Indiana. The site marks the transition between higher density downtown (to the east of the site) and lower density, single-family neighborhoods (to the west of the site).*



SCOPE: *The charrette site is outlined in yellow above, with S. William Street shown in red. The boundaries are Lincoln Way West to the north; S. Lafayette to the east; W. Western to the south; and Taylor to the west.*

PROCESS

The charrette method was adopted and refined by New Urbanists in the 1980s and has become a key instrument in their urban design toolbox. Charrettes provide a unique advantage to designers: the initial input and ongoing feedback on their work comes from clients and the community. At the same time, they afford further crucial benefit to clients and the community: full, transparent access to the creative design process, including the ability to influence it through time-effective criticism.

Charrettes engage teams of professionals from diverse disciplines collaborating as equals. They are led by an experienced architect/urbanist who has ultimate decision power over every aspect of their organization, process, and design outcome. At the same time charrette leaders are also responsible for encouraging every member of their team and considering each suggestion they make, however complicated or unpredictable it may be. A primary feature of a charrette is that it can be organized to encourage the participation of everyone who is interested in the design of a particular urban precinct, a neighborhood, district, or corridor. This includes primary clients who sponsor the charrette, private and public stakeholders, and the community at large. Exactly who participates—and how—is a subject unique to every project. In every case, the degree to which a charrette is private, partially opened to the public, or fully public, is the client's choice.

The pre-charrette process ranges in length to a month or more. It begins with project team and community education, program assessment, and charrette delivery planning. The history of a project area is carefully charted. Project data, site information, preliminary development programs, local issues, regulations, and general analytical materials are collected, mapped, and reviewed. Based on this process, a design direction and a strategy for political approval is established.

On the first morning of a charrette, the team representing all participating disciplines goes on a field trip to the charrette site and is thoroughly briefed on issues relevant to the project. The team is then informed by its technical experts on the relevance of the site data provided and the validity of key project design parameters. Every day involves uninterrupted project-related design work, distributed by topic among members of the charrette team. Formal and informal meetings are held intermittently with various approving agencies and interest groups. Every day at noon, a member of the design team delivers a lecture on best practices in their field to the team members and the client, stakeholders, and community participants. Every day in the evening there is a similar gathering of all participants to discuss one of the key design dimensions of the project, such as its building fabric, public realm, environmental and landscape design, or infrastructure design.

The five-day William Street charrette took place during the Covid-19 pandemic, from January 23 to 30, 2021. It was led by Dean Stefanos Polyzoides. The thirteen students and eleven faculty members participating set up work in the second-floor studio in the School of Architecture at the University of Notre Dame. The team operated under the University health protocol in effect at the time, which included social distancing of six feet. As a result, participants were spread out throughout the studio, and this physical arrangement complicated communication and criticism in the extreme. The technical consultants to the project operated remotely and were connected to the studio via Zoom, which limited their input and effectiveness. At noon every day, there was a Zoom-based technical presentation on diverse topics that was directed to the City of South Bend client group, a wide array of invited stakeholders, community members and the project team. The presentation topics included housing typological design, site mobility, project economics, and landscape design. Despite the intense organizational constraints imposed by the pandemic, the spirit, work ethic, and enthusiasm of the charrette team prevailed.

The same group participated in the daily evaluation of the progress of work. Every day, there were eight hours of uninterrupted work time. The group undertook various design studies and examined the ongoing project as a whole and in various of its parts. Client team reviews were conducted both in smaller groups and in larger caucuses. Often there were simultaneous meetings with periodic briefings or presentations of what was gleaned from each sub-group. Students and faculty cycled through topics and contributed to the evolution of their work with care for a coordinated and intelligent common outcome. During reviews, the level of interaction among the participants was excellent. In evening sessions, the

The first Dean's Charrette took place during the 2020-21 Covid 19 pandemic.

design team presented their recommendations to city officials and other stakeholders; they covered all documents generated that day and set goals and expectations for the days to follow.

In the final session of the charrette, the team produced a series of comprehensive technical documents, including all kinds of drawings, plans, sections, elevations, and perspectives, as well as technical sketches and studies on building, traffic, parking, open space, landscape, civil and sustainability design, and codes. University faculty, students, civic leaders, technical staff members, and interested parties from the community had a particularly productive, direct discussion during this final review.

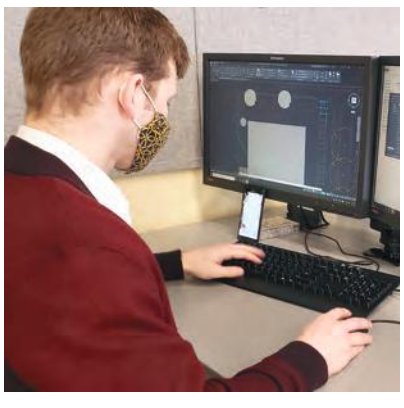
During the course of the charrette, four key project goals were accomplished. First, client and design team members developed a vested interest in the evolving work and ended up supporting its vision. Second, team participants from various fields of design produced a set of finished documents that were fully coordinated across their disciplines. Third, the client and designer teams interacted in a manner that ensured deep communication and eliminated the time-indefinite and unfocused nature of conventional planning projects. Finally, like any process of design open to constant and incisive adjustment, the charrette produced a better final product and a cost-effective service.

The following is a list of ten important ingredients for organizing and managing productive charrettes:

1. **Work collaboratively.**
   Inviting and valuing a wide variety of technical and community contributions most often results in environmentally, economically, and politically sustainable projects.
2. **Design across all disciplines.**
   Multidisciplinary teams work concurrently to rapidly devise insightful and feasible solutions.
3. **Use design to identify a shared vision and holistic solutions.**
   Wide participation of designers and critics results in revealing the true complexity of given problems and leads to previously unexplored solutions that represent win/win outcomes.
4. **Work in detail.**
   Lasting agreement is based on fully resolved and disclosed design proposals.
5. **Constrain work schedules.**
   Time compression facilitates creative problem solving by accelerating decision-making and reducing unconstructive negotiation tactics.
6. **Communicate in short feedback loops.**
   Regular team and stakeholder reviews quickly build trust in the design process and foster understanding and support for a final project resolution.
7. **Work over consecutive days.**
   Five to seven days are required to accommodate various feedback loops that can affect a change in participants' preconceived perceptions and positions, and to generate new ones.
8. **Work on-site.**
   Working on-site fosters a better understanding of local values and traditions and provides the necessary access to stakeholders and specific local information.
9. **Produce concrete recommendations.**
   The success of a project hinges on implementation tools such as codes and action-oriented, phased implementation strategies.
10. **Use objective measures.**
    From concept to implementation, precise economic, social, and environmental measures should be used to qualify and quantify the project proposal.








The charrette involved active, design-centered, collaboration of the faculty and students of the School of Architecture

HISTORIC CONTEXT

Historic buildings and the historic urban environment are repositories of collective memory. They record social, cultural, and religious activities throughout a long process. Enhancing the values that cultural and built heritage bear, can drive positively toward a more inclusive, participatory, and egalitarian society. Historic environments contribute to generating a sense of "place" and promotes social interaction. In broader terms, cultural heritage has a strong cohesive force in society; it bridges the past and the present and offers positive models for future generations.

The William Street Seam Charrette area has several recognized historic buildings that once belonged to a thriving neighborhood. The abandonment of the center of South Bend and the subsequent demolition of the vacant buildings has deprived the city center of connective social tissue and left the remaining buildings scattered and surrounded by empty lots. This process was fostered by the redlining policy adopted with the American New Deal (Figure 2).

Decades of disinvestment on and around William Street have limited the construction, which means relatively few inappropriately scaled buildings with poor architectural quality have been built in the area. This presents the opportunity to engage the historic buildings with new infill that integrates these local landmarks back into the city.

To better understand the existing context of William Street today, we look to the evolution of the building fabric over time. Sanborn fire insurance maps record the changes in density of the neighborhood from mid-19th century, when the city flourished, to more recent times (Figures 1, 3, 4). Changes within the area of the Charrette are visualized in three maps, which depict the urban infrastructure and construction in 1899, in 1930, and as per today. New buildings and demolitions are highlighted to show the increased number of empty lots.

From these maps it is possible to see a change occurring in the 1960s, as buildings were demolished and replaced with parking lots to serve the downtown—a progression promoted by urban renewal. The abandonment ate away the seam between the residential fabric and downtown.

FIGURE 1: South Bend Building Fabric, 1899.
Note: William Street ends on the alley between Washington Street and Colfax Street.

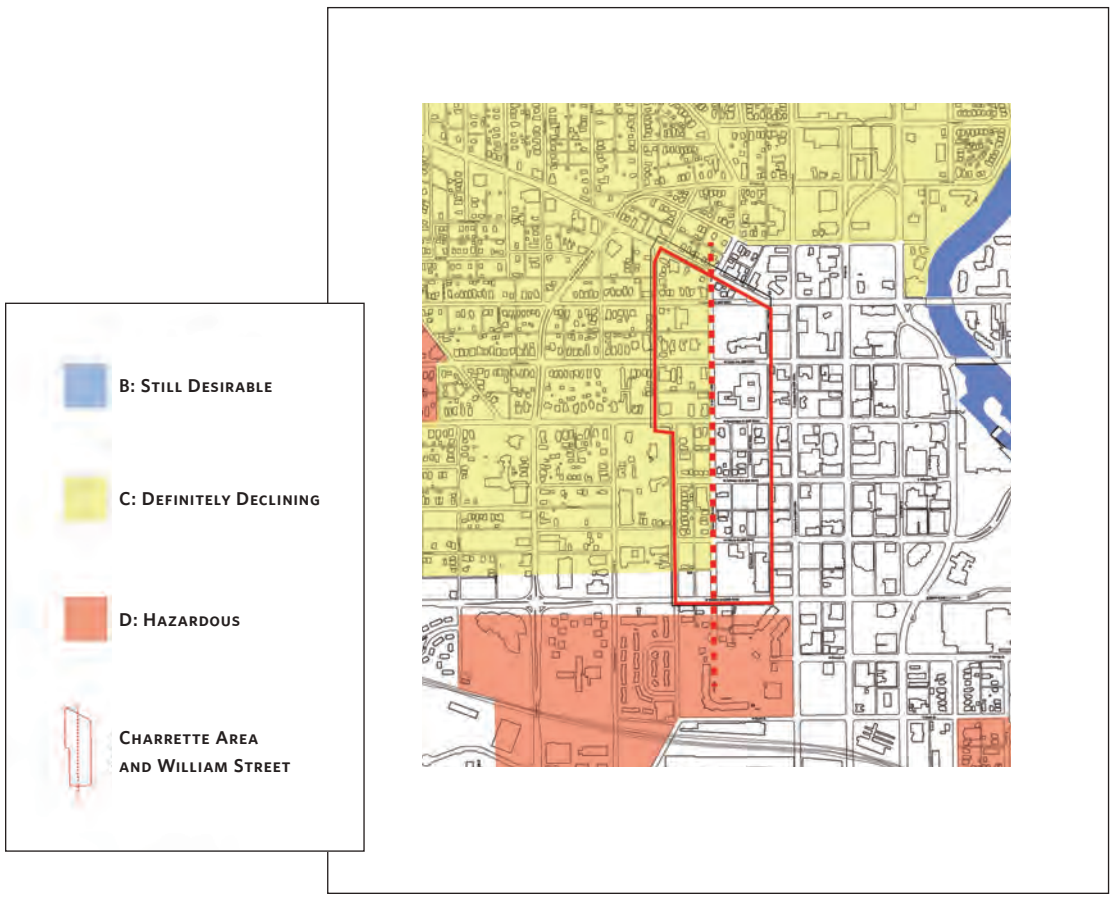


FIGURE 2: Redlining Map of South Bend.
Source: Mapping Inequality.

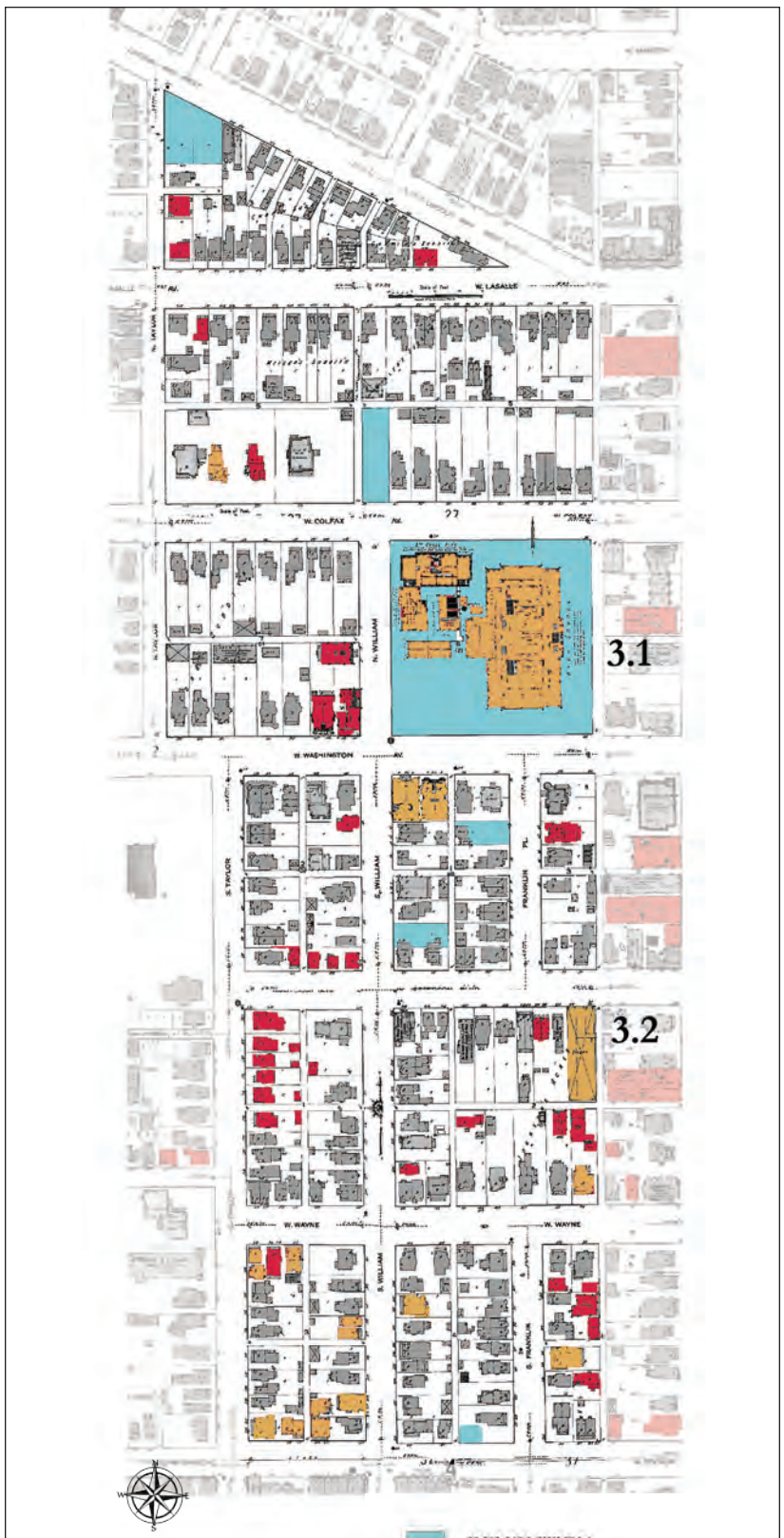


FIGURE 3: South Bend Building Fabric, 1899–1930.

FIGURE 4: South Bend Building Fabric, 1930–2021.

1.1: *300 Block of W. Washington. Junior High School (built 1909, demolished 1968).*

3.1: *314 W. Colfax. South Bend Central High School (built 1911).*

4.1: *110 N. William. South Bend Central Vocational Building.*

1.2: *325 W. Washington. James Oliver Mansion (demolished).*

3.2: *320 W. Jefferson. Knights of Columbus/Indiana.*

4.2: *333 W. Colfax. First Presbyterian Church (built 1950) and Club (built 1924).*

VISION

Our team envisions the redevelopment of the William Street Seam as a traditional mixed-use, compact, diverse, and walkable neighborhood. Its current urban and architectural form is to be continued and completed in the spirit of its foundational DNA. This is a drastic reversal from the public policy and dominant urbanist ideas in effect until recently, which saw such a neighborhood as a surplus relic of an architecturally irrelevant past, its fate suspended between abandonment and eradication, one building at a time.

We now know better. The ingredients of this neighborhood, street and utility infrastructure, public realm, landscape and streetscape, private and public buildings, are precious financial resources and unique cultural assets in themselves. The addition and integration of new projects into this setting would heal the current image and reality of disinvestment on the west side of downtown. It would also expand the vibrancy of the Near West neighborhood, making it a more desirable residential option for people wishing to live an urban life.

The scheme developed consists of three form layers and is based on the foundational ingredients of traditional American urbanism: streets, squares, and blocks, lots, and buildings. The street layer is proposed as a discrete place composed of a grid of multimodal rights-of-way, each with its distinctive combination of sidewalks, parking and traffic lanes, streetscape, streetlights and furniture, and so on. The public realm layer includes the residual void between buildings in public ownership, the streets, parks, plazas, and all open space dedicated to use by the public. The block, lot, and building layer is controlled by private owners, and its development is subject to the provisions of the zoning code. Proposed buildings are to maintain the scale and character of the existing neighborhood despite the proposed densification by type and use.

It is the intention of this masterplan to see this area of South Bend develop according to its foundational principles, and through incremental infill—not by being distorted and fractured by the imposition of larger, arbitrary, and form-aggressive projects. The following ten principles will guide this process:

1. Preservation
Preservation is the key ingredient of the redevelopment process. The existing building stock is exceptional in its form, historicity, and embedded materials and energy. Not only will these buildings and their site features not be demolished, they will become the reference points and models for the thoughtful addition of new ones.

2. Change in Small Increments and Familiar Form
New projects will be introduced in modest increments and in a form generally compatible with the character of the existing neighborhood. Buildings will not exceed three stories in height. Massing will strengthen the building fabric, the residual yard space in the interior of city blocks, and the form of the streets that they front.

3. A Catalytic Development Process
New projects will be designed and built with the expectation that in their program, siting, and form they are promoting the successful continuation of the development process. The evolving collective form of the neighborhood will depend on the contributions of every new building.

4. Typological Compatibility
New buildings will be of a type either identical to single-family houses, or of multifamily types that are rendered in a form sympathetic to them. Such types are most commonly duplexes, eight-plexes, row houses, and commercial block buildings that are either purely residential or support live-work arrangements, depending on locations and compatibility with neighbors.

5. Slow Removal of Offending Car-Centered Projects
Many buildings built since the 1960s within the project area were designed as one story, car-oriented, neutral, and uninspiring projects whose form and site design violate the character of the neighborhood. They will be slowly removed as their useful lives come to an end.

6. Distinguishing between N/S and E/W Streets
All streets within the project area are too wide, generally stripped of their streetscape, and dominated by speeding traffic. In their redesign, all of them will privilege walking over driving, while enabling residential levels of parking and traffic speeds. Terminated streets will be treated to function more like parks than through streets.

7. Fixing William Street
The poor appearance and high traffic speeds that are enabled by the existing streets are the source of the area's decline. It will be radically recast in a form that invites residential development.

8. A Distinctive Public Realm
The project area is graced by remarkable historic buildings that have been converted to various uses other than their original one and could sustain further civic intensification by the introduction of neighborhood-serving uses, such as schools and stores. The generations of parks and squares around such civic buildings will consolidate the identity of this area as a significant place to live in South Bend.

9. Utilizing the Interiors of Blocks
The neighborhood blocks are deep. Their interiors will be utilized for surface parking and also as safe play space for the kids living on each block. This prospect suggests that neighbors could be encouraged to share portions of their yards to generate this new kind of family space.

10. Generating Community-Defining Places
Community-serving buildings are typical in historic neighborhoods. Churches, schools, and small clusters of retail and entrepreneurial activity will be allowed to remain where they currently exist and will also be introduced in locations that strengthen local identity and family access to goods and services.

For this process of redevelopment to be successful, it will have to involve a high level of collaboration between the City of South Bend, its elected officials, commissions, and staff, and the resident organizations in the area. It may involve a novel, community-centered process of design review that resolves developer, community, and civic interests in a public and objective manner based on projects and explicit criteria such as the ones outlined above.

Streets *Squares* *Blocks/Lots* *Urban Form*

*Urban form is made up of three primary elements that exist in reciprocal relationship: **streets** located in public rights-of-way and defined spatially by blocks of buildings; centralized public **squares** created by defined perimeters of buildings; and **blocks** of private land occupied by buildings.*

FIGURE 5: Proposed Masterplan of the William Street Corridor

NORTH SITE DETAILS: NORTH OF WASHINGTON STREET

The general intentions of the vision are manifested in specific details of our design proposals for William Street and their corresponding development reverberations on its cross streets in both east and west directions. This is especially the case as the mostly single-family house and duplex neighborhood west of William Street transitions across William eastward toward the denser downtown scale of Lafayette Street via the introduction of infill "missing middle-housing" types. The introduction on the cross streets of these multifamily building types retains the scale and character of existing single-family houses but increases the site's residential population density on the cross streets moving east from William to Lafayette.

New Triangle Park

The triangular block east of William Street, north of LaSalle and south of Lincoln Way until the latter converges with LaSalle, is currently occupied by mostly single story, car-oriented buildings and their parking lots, past the end of their useful life. On the western side of the block sit two buildings, more durable and similar in character to the better buildings in the neighborhood, one or both of which we propose to save. The remainder of the site we propose to make a small public square to mark the diagonal intersection of Lincoln Way and LaSalle and create a visual amenity for the mixed-use buildings proposed for the south side of LaSalle before its intersection with Lincoln Way. Over time, consider clearing the entire park to become a public square to serve the church at the corner of LaSalle and William Streets.

Traffic-Calming Boulevard & Transitioning from Neighborhoods into Downtown

The intersection of William and LaSalle marks the beginning of our most substantive proposed north-side site interventions. William itself, in the four blocks from LaSalle south to Wayne Street, becomes a traffic-calmed boulevard with a planted center median, fronted from LaSalle to Washington Street with new three-story, mixed-use infill buildings featuring retail at grade and residences or offices above that demarcate William Street from the single-family and duplex residential blocks west of Taylor Street, and begin the transition to higher density of downtown east of Lafayette with infill middle-housing.

FIGURE 6: Northern half of proposed masterplan from Lincoln Way West to the north and W. Washington to the south.

New triangle park between S. William, Lincoln Way West, and W. LaSalle.

The corner of S. William and W. LaSalle looking south, showing the parking garage imbedded in two- and three-story mixed-use buildings.

Proposed traffic calming boulevard on S. William Street framed by two- and three-story mixed-use buildings.

Infill and public space around First Presbyterian Church & Central High, both historic landmarks, terminating Franklin Place the hybrid pedestrian-car street.

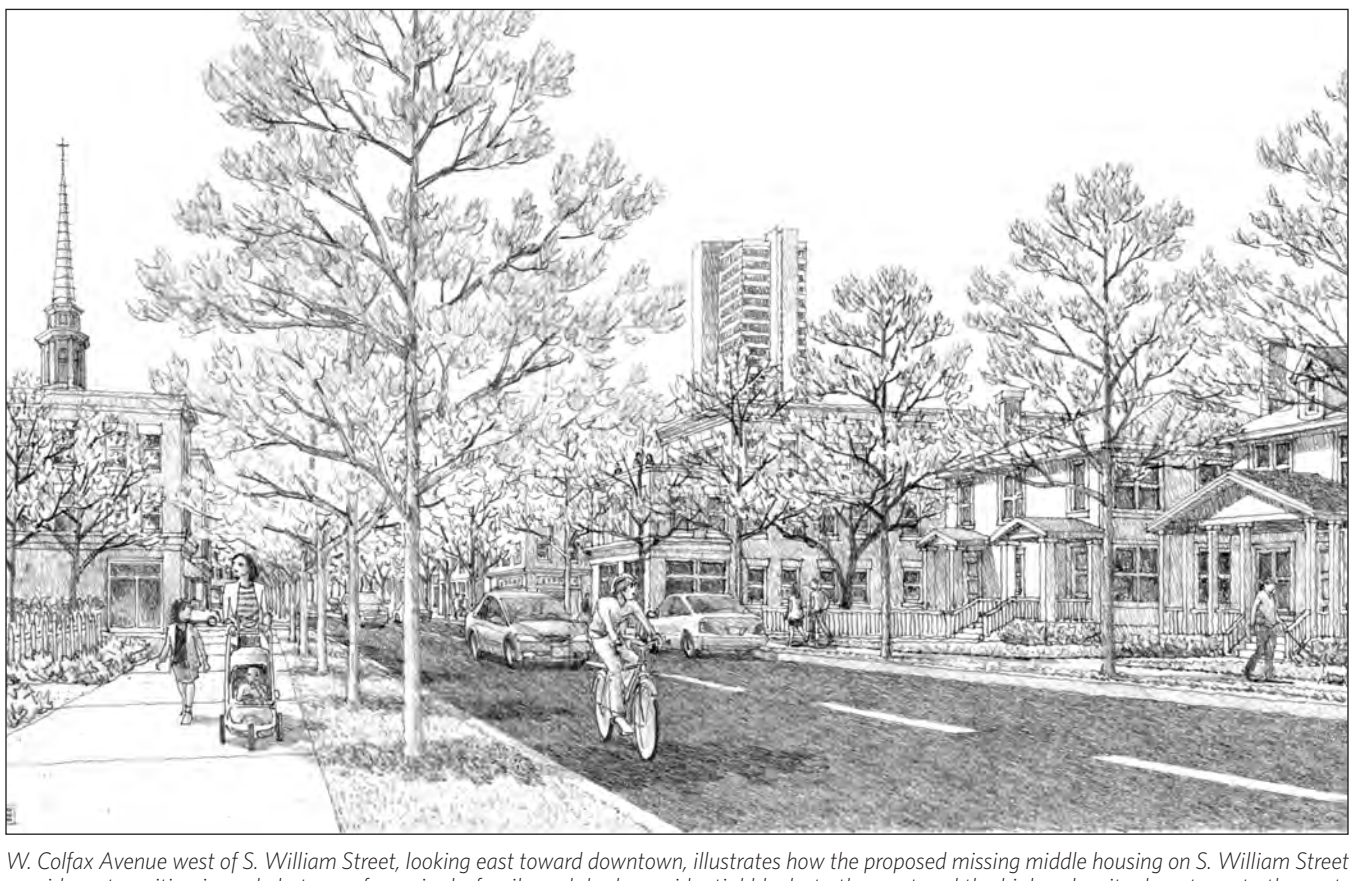
Parking Deck & Surface Lots Embedded in Mix-Use Buildings

A major intervention on the north side of the site is the proposed structured parking garage at the northwest corner of William and LaSalle. The new three-story parking garage, embedded in mixed-used buildings and in tandem with several smaller surface parking lots internal to the block, will be sufficient to accommodate both old and new requirements for on-site, off-street parking.

Infill Around Historic Landmarks: Presbyterian Church & Central High

East of William between LaSalle and Washington are two extraordinary infill opportunities on large blocks currently under-occupied by two historic South Bend buildings. The northern block is home to the First Presbyterian Church of South Bend and its large surface parking lot. Here we propose to retain the existing north-south St. James Court on the east side of the block (effectively an alley) and to infill the rest of the block with buildings at the perimeter while also making two new semi-public spaces internal to the block on the north side of the church. The first, a linear pedestrian walk between the new wrapped garage and additional infill off LaSalle, as well as a green directly adjacent to the north side of the church. Parking for this block will now be accommodated in the new garage described above.

One block south of the Presbyterian Church, between Colfax and Washington, is occupied by the historic Central High School building long ago converted to condominiums and apartments. On this block we propose the current parking lots around the existing Central High Lofts be infilled with new missing middle-housing types and mixed-use buildings, all of which would be entered directly from the streets on which they front. In turn, the Central High Lofts entry is accessed through the courtyard of a new building on the northwest corner of the block. Parking for all the housing on this block, old and new, is accommodated in a new garage on the corner of LaSalle and William.



W. Colfax Avenue west of S. William Street, looking east toward downtown, illustrates how the proposed missing middle housing on S. William Street provides a transition in scale between from single-family and duplex residential blocks to the west and the higher density downtown to the east.

SOUTH SITE DETAILS: SOUTH OF WASHINGTON STREET

Similar concerns for context-sensitive interventions govern our proposals for the site south of Washington Street. The two blocks of William Street between Washington to the north past Jefferson Boulevard and continuing south to Wayne Street would see extensive new infill construction of middle-housing types on William Street. These would include single- and multifamily buildings appropriate for corner lots, to continue emphasis throughout the entire site of the east-west streets connecting the residential neighborhood west of William Street to the higher density downtown that begins at Lafayette and extends east to the river.

Maintain & Improve Linear Street & Alley System

On the two blocks of William Street between Washington and Wayne in particular, the existing alley system is maintained to provide off-street parking for the residences on William. The existing alley system is also maintained on the west side of Lafayette for these two blocks; and from Wayne to the south, the existing retained alley extends north beyond Washington all the way to LaSalle. We note as well the special condition of both Jefferson Boulevard and Wayne Street west of Lafayette: that unlike the other east-west streets on our overall site (all of them through streets), Jefferson and Wayne both terminate at Taylor Street, one block west of William. Because of their more finite character, each is endowed with special features that more pronouncedly privilege walking over driving (while also permitting residential levels of calmed street traffic and parking), in effect allowing them to function more like *parcs allées* than through streets.

Spatial Interventions: Two New Squares

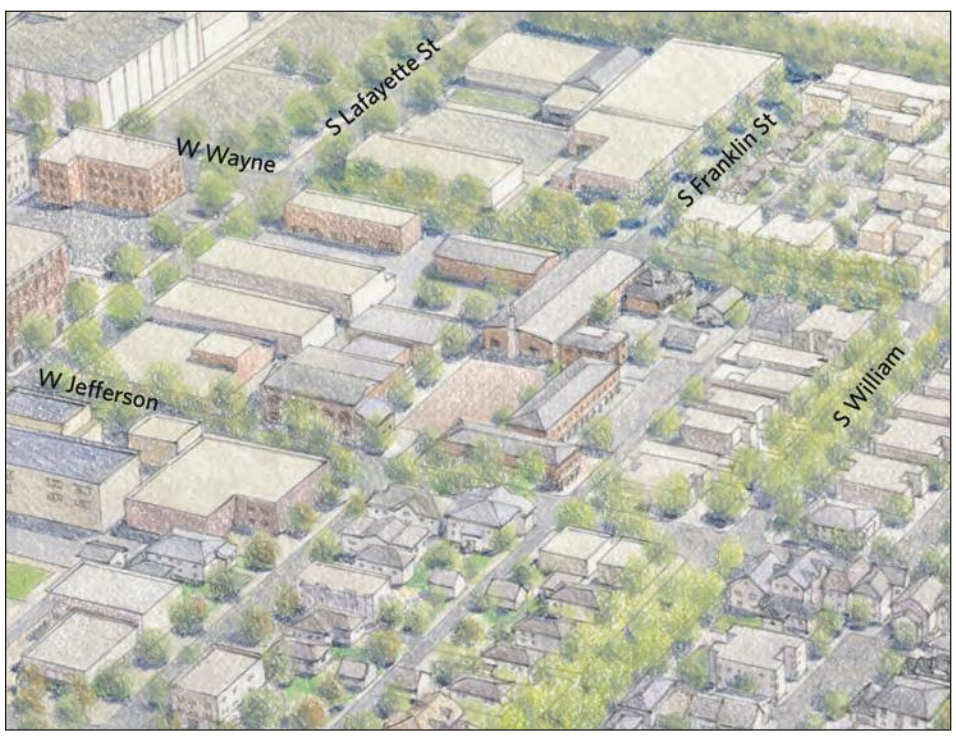
While the existing-but-improved linear street-and-alley system is retained on the blocks described above, there are four additional spatial interventions in this portion of the site south of Washington Street—indicated in the plan as orange ground surface—that can loosely be characterized as *centralized* or *mid-block*. Two are *plazas*: the first located along the north-south axis of Franklin Street between Jefferson and Wayne, east of William; the second fronted by St. Patrick Church at the southeast corner of Wayne Street and Taylor, one block west of William. Each is described in greater detail in the Public Realm section of this report that follows this Vision section.

FIGURE 7: Southern half of proposed masterplan, from W. Washington to the north and W. Western to the south.

Linear streets and Alley System—W. Jefferson and W. Wayne, which terminate at S. Taylor, provide natural traffic calming that makes them pedestrian friendly. The alley system highlights provides additional proposed parking.

S. William Street at W. Washington Street, looking south. New duplex, four-plex and six-plex housing types infilled next to existing houses on both corners facing W. Washington.

Two new squares, one part of the S. Franklin Hybrid Pedestrian-Car Street, the second a new square for St. Patrick Church. See page 17 for more details about these two squares.



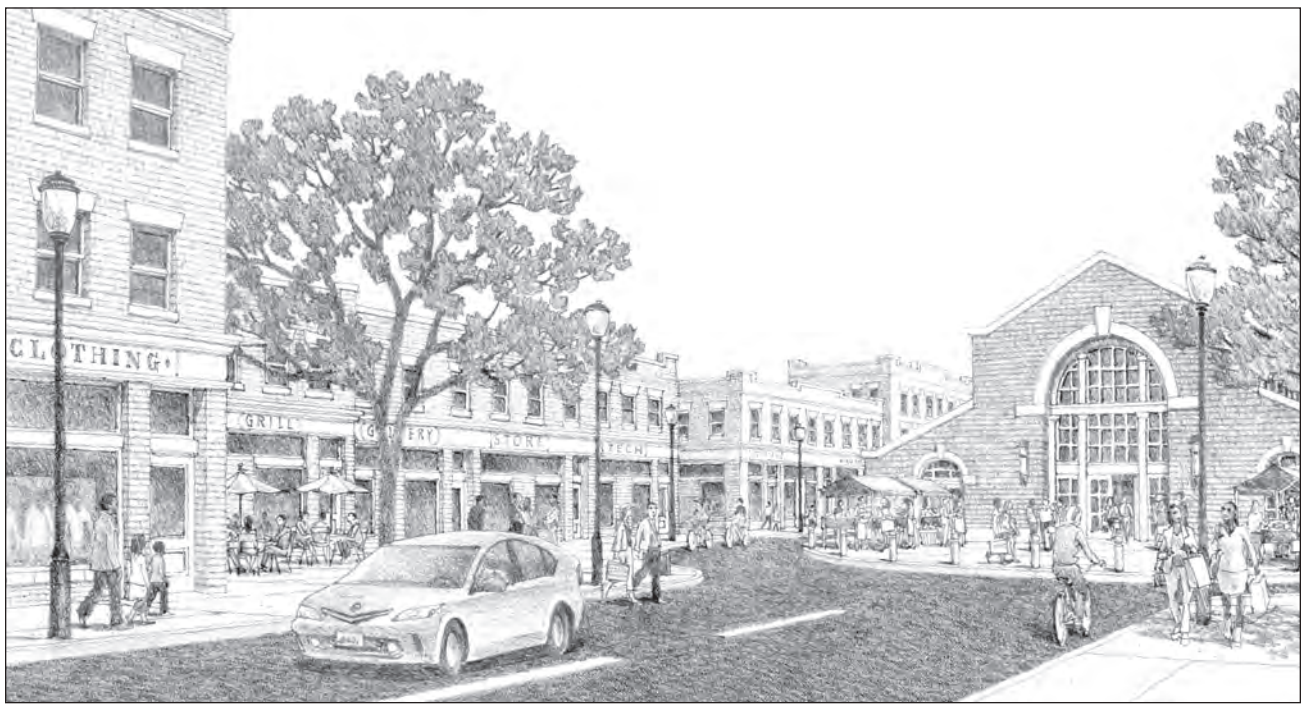
Recovery of S. Franklin between W. Wayne and W. Western, connecting to the Hybrid Pedestrian-Car Street which extends north to Central High.

Spatial Intervention: Recovery of S. Franklin Street & Creation Hybrid Pedestrian-Car Street

The third spatial intervention entails events occurring along the north-south axis of Franklin Street, the entire length of the site from LaSalle Street to Western Avenue, including the First Presbyterian Church and old Central High School blocks previously discussed, and a new plaza south of Washington Street. This intervention also includes the recovery and transformation of portions of Franklin Street itself: between Washington and Jefferson, connecting the old high school at the north to the new plaza to the south; and between Wayne Street and Western Avenue, the recovery of Franklin Street from its existing absorption and disappearance in what is currently a surface parking lot we propose for redevelopment. This corridor creates a rare hybrid pedestrian-car street, as every other block running north and south on Franklin alternates between pedestrian squares/passages and narrow one-block, small-scale, car-assessable streets.

Spatial Intervention: New Market Hall

The fourth and final intervention occurs at the southern end of William Street itself between Wayne and Western. William ceases to be a boulevard at the intersection with Wayne. Going south, it divides to create a new small block on which is proposed a new general purpose market building and hall within the current William Street right-of-way. This market terminates the William Street axis looking south from Lincoln Way West. From Western, the new market hall marks the beginning of William heading north and signifies the street's new importance as a neighborhood center. This stretch of William between Western and Wayne would be fronted by new two- and three-story mixed-use buildings framing the new market hall, reinforcing its importance as a new civic building and marking William Street as an important new center of South Bend's near west side—the influence of which will reverberate throughout the neighborhood both to the east and west, and also to the south, across Western, which itself is proposed as a boulevard extending from Taylor on the west to Lafayette on the east, with frontage development appropriate to its new conditions.



S. William Street between W. Wayne and W. Western, looking at the new market hall framed with two- and three-story mixed-use buildings.

PUBLIC REALM

The term *public realm* refers to the composite figure of urban land not dedicated to private property. This typically includes street right-of-ways, alleys, parks, squares, plazas, and so on. In order for mere public space to be elevated to the status of public realm, it should be of an identifiable form and include amenities and qualities of place that enhance the experience of living in a city. The William Street Masterplan includes a two-part public realm: an interconnected network of urban streets and a unique sequence of mid-block places; working together these two parts constitute the most identifiable place signature of this project and a potential community asset of great social value.

A well-formed public realm enhances neighborhood relationships, promotes face-to-face communication with strangers, and encourages empathetic and inclusive behavior that is the hallmark of democratic societies. A finely scaled, gridded street right-of-way network is a common ingredient of American residential urbanism. It provides a place for rapid, multimodal, and multidirectional vehicle movement, and also uninterrupted pedestrian sidewalk access to all parts of a town or city, whether residential or commercial. It is also a priceless shared community asset used for daily living outside the home, such as exercise, as well as producing the chance social encounters essential to an open and just society.

The right-of-way within the William Street Masterplan area needs to be radically improved into a quality public realm. Carriageways are too wide, the streetscape is sparse, and sidewalks are in disrepair. The car dominates all other mobility modes and, as a result, all streets tend to look the same. The plan provides direction for the redesign of each street to offer modal balance and to introduce a more ample level of environmental quality. It presents a detailed direction for the design of the streetscape of each street as well. The choice of street trees, the rhythm and location of their planting, the rate of their growth, their eventual size, all together determine the character of the street they are a part of.

This redesign and partial reconstruction process needs to be phased beginning with changes to those streets that would provide the greatest impetus for a rapid pickup of the pace of infill development around them. This constant upgrading of the public realm within the project area would signal the normalization of urban development in the heart of the city. Not surprisingly, the street that most urgently needs to be transformed is William Street. The east-west streets—West Colfax, West LaSalle, West Washington, West Jefferson, and West Wayne—should be replanted, one by one, within the first five years of the initiation of the redevelopment process. They provide direct access into downtown and the rest of the city, and changes in their form and operation would signal that an integrated high-quality building fabric and public realm would reconnect the center of the city to the first ring of the historic neighborhoods and project the positive effects of reinvestment even further. The transformation of the north-south streets peripheral to the project—Lincoln Way, Western, Lafayette, and Taylor—is not an immediate priority and should take place after the development process is well on its way within project area boundaries.

The rectangular blocks on the east side of William Street measure 200 by 300 feet and are oriented east to west. They provide an unusual opportunity to define a different kind of public realm unique to this neighborhood. They are either split by the discontinuous remnants of South Franklin Street, or their mid-blocks are occupied by significant historic buildings or proposed parks and plazas of unique and unusual character. A continuous pedestrian path strings them all together. This sequence of places, the great

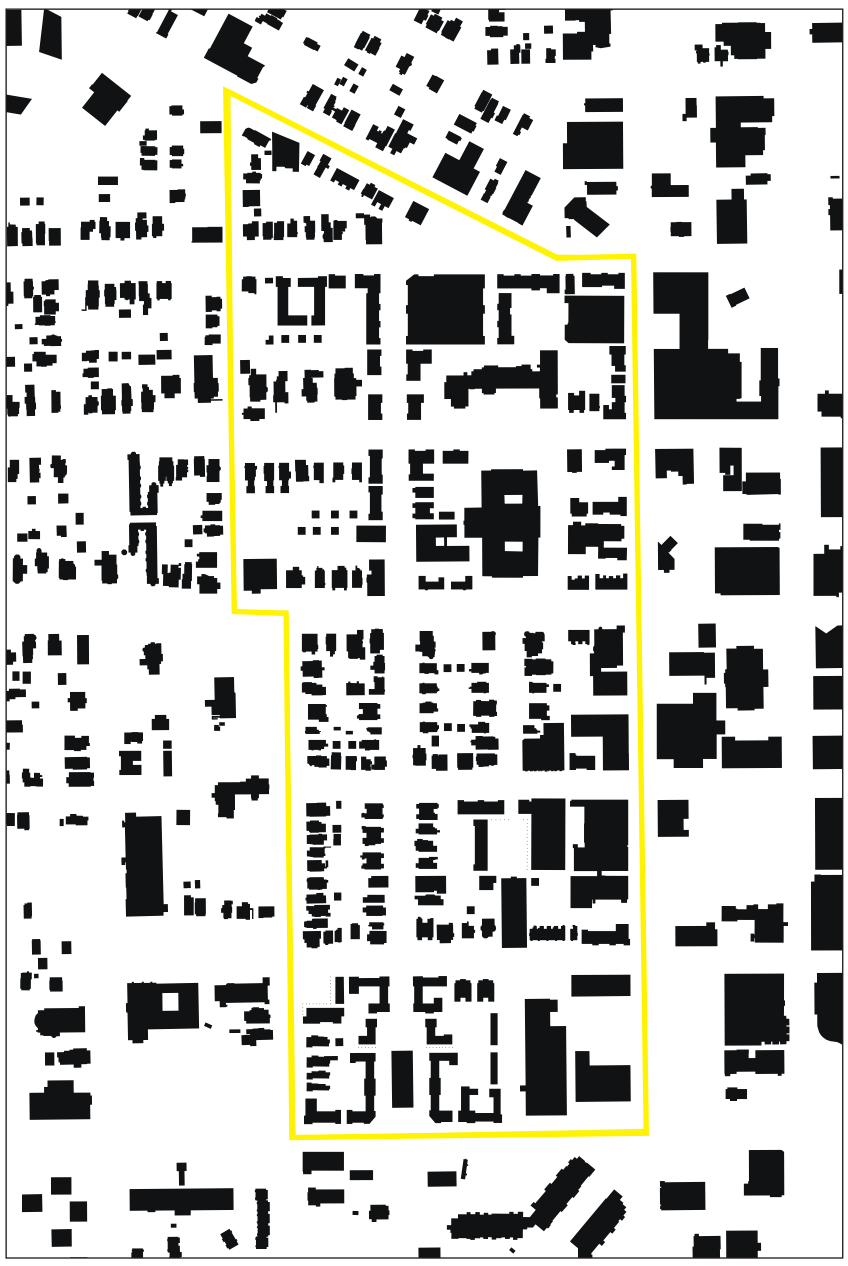
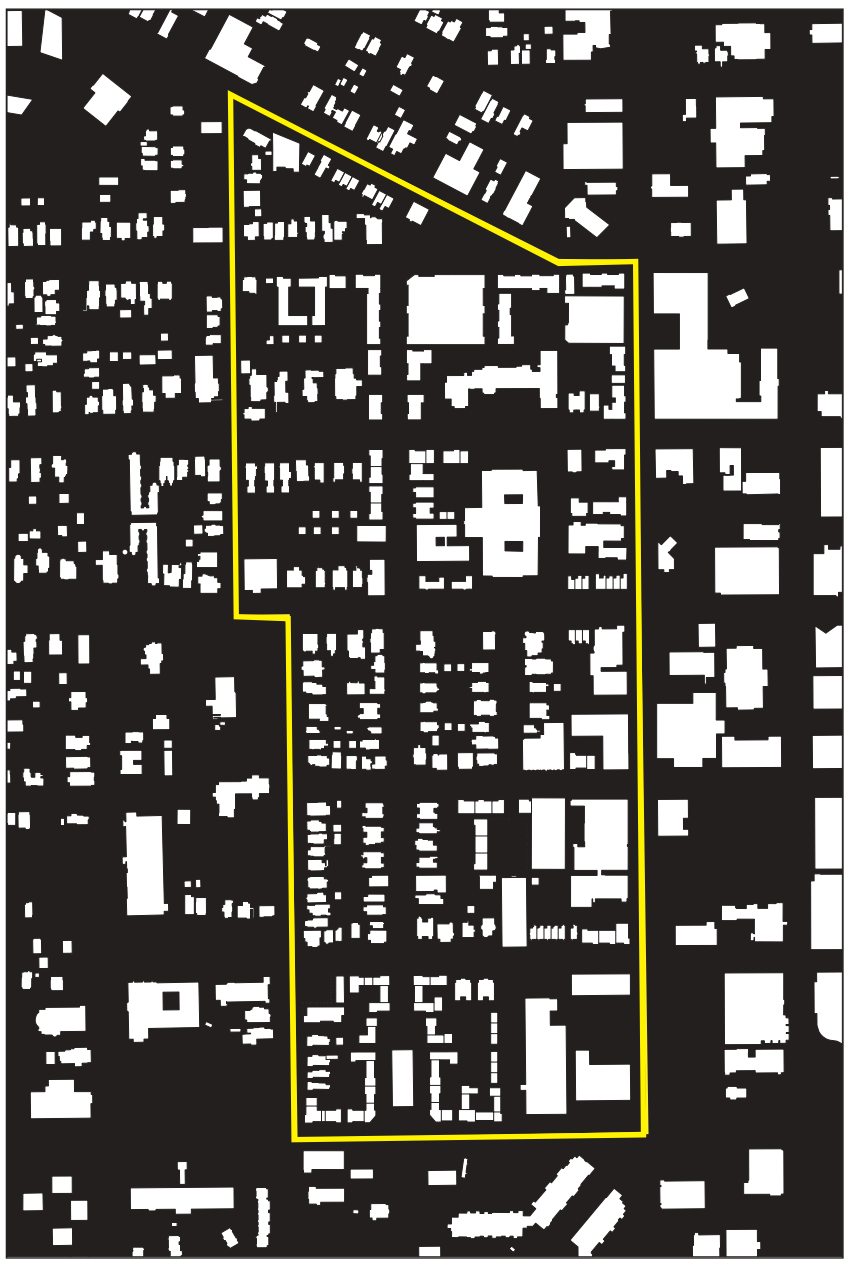


Figure ground diagram showing the relationship building fabric (black) to open space (white).



Reverse figure ground diagram showing the relationship of open space (black) to building fabric (white).

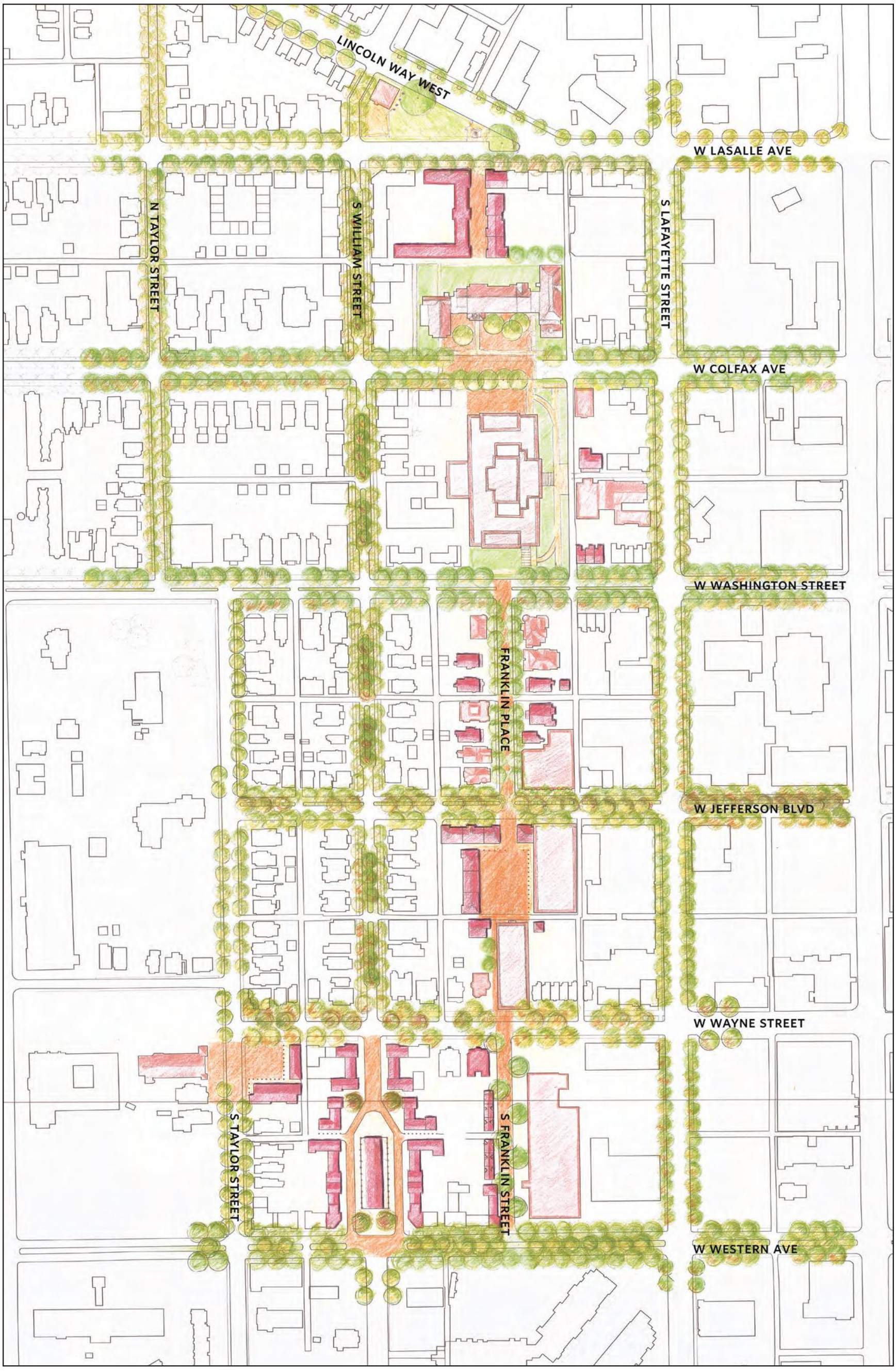


FIGURE 8: MASTERPLAN HIGHLIGHTING THE PROPOSED PUBLIC REALM FOR THE PROJECT, INCLUDING PUBLIC SQUARES

William Street Seam: An aerial view of the completed project looking northeast toward St. Patrick's Square, Jefferson Square, Central High School, and The Presbyterian Church.

character of buildings old and new, and the redesign of the two existing short fragments of Franklin Street, can define a public realm unique to this part of the city: a special local asset that serves community purposes such as assembly, recreation, exercise, and so on, while also providing the place for various neighborhood-scale activities, including schools, day care programs, restaurants, stores, and miscellaneous community services. The plan suggests that this portion of the neighborhood become a continuous public realm, including the definition of paseos through new projects, building a plaza across West Colfax between the old high school and the historic First Presbyterian Church, and forming a new plaza surrounded by mixed-use buildings south of West Jefferson Street.

Two other notable public realm projects are to be located in the southern part of the project area: the plaza across from St. Patrick Church and the various extensions of public space around the market hall envisioned at the terminus of William Street. In great cities, this kind of public realm and the distinct buildings and places that develop around it are used not only by local residents, but by people from throughout the city and by visitors as well. In the process, these places become a key part of an economic as well as social development strategy. Over time, they anchor the identity and prosperity of urban neighborhoods and districts and establish their reputation and long-term stability.

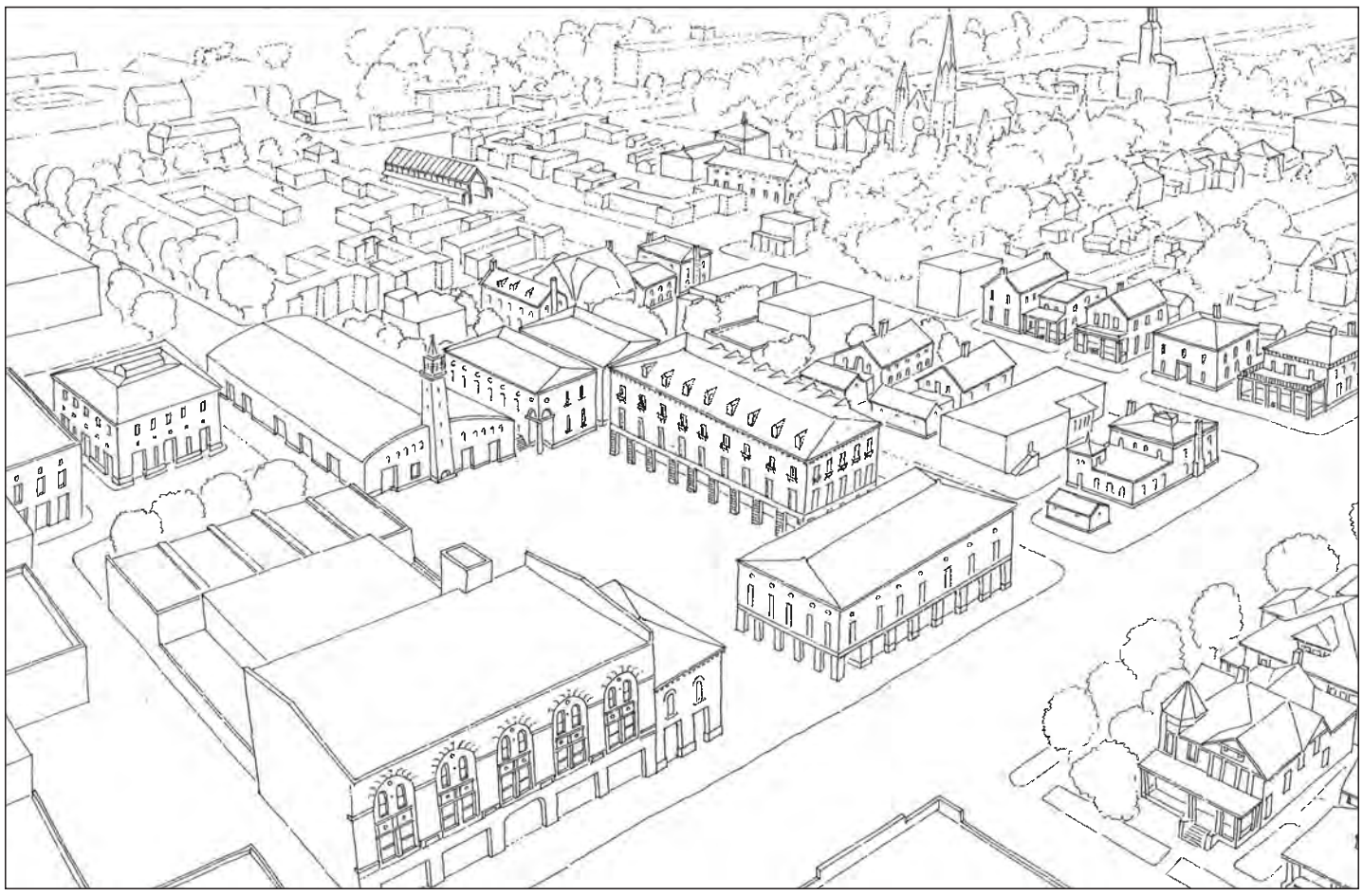
TWO SQUARES FOR SOUTH BEND

The aesthetic life of a city is greatly enhanced by its streets and squares. While streets assure pedestrian and vehicular connections, squares provide important spatial nodes for citizens to assemble, dine outside under an arcade, or sit at the edge of a fountain on a hot day and enjoy the buildings and the public sculptures. Streets and squares are also connected; they form a diverse network of urban sequences used by citizens to enjoy strolling back and forth between spaces and landmarks.

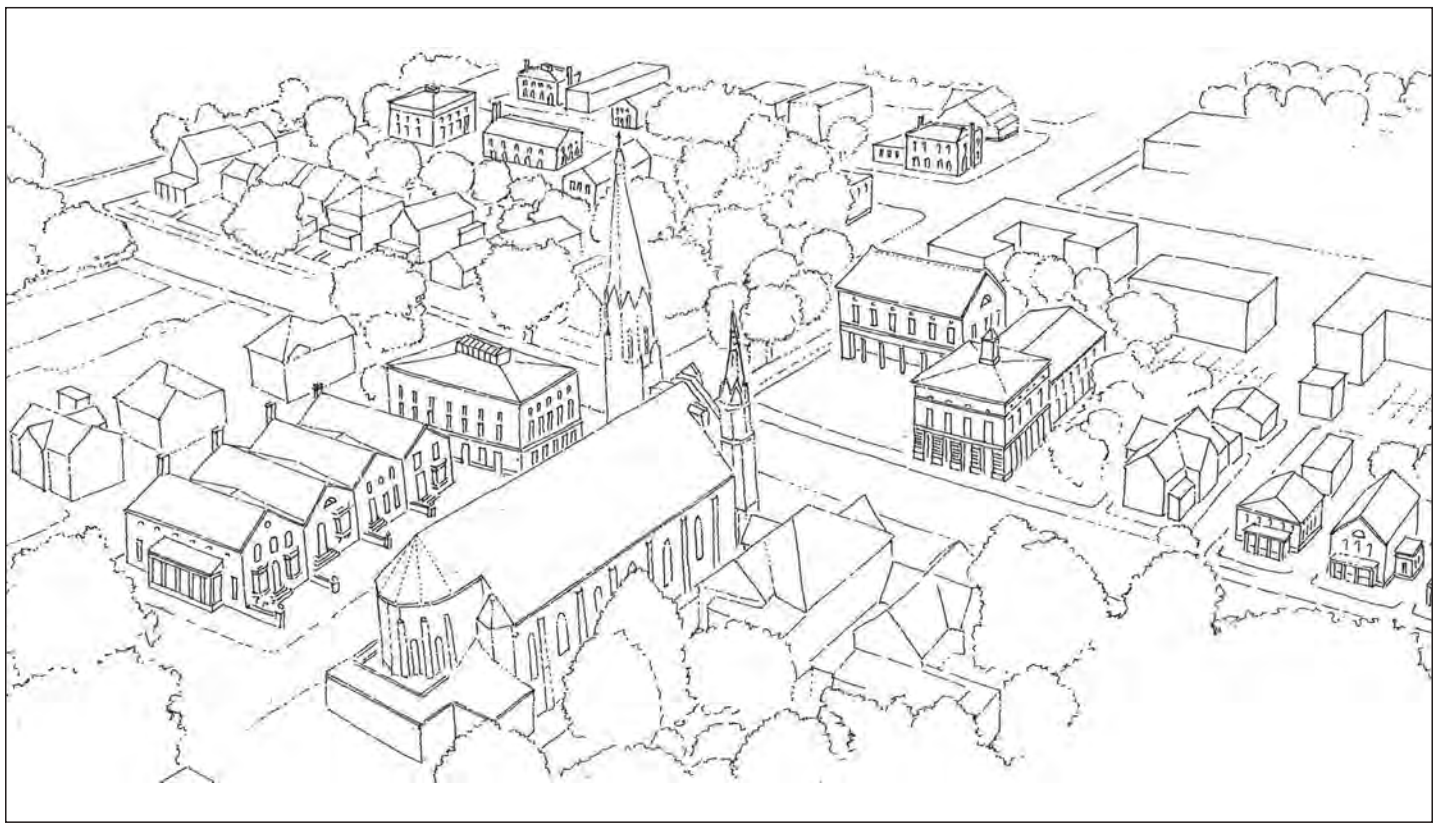
Currently, South Bend lacks a public square, and this charrette proposes two such places. One occurs in the present parking lot near the Knights of Columbus building on West Jefferson, on axis from the Central High School apartments across a newly landscaped Franklin Place. The new *Jefferson Square* is enclosed with mixed-use buildings that include commercial, office, and apartment amenities. It is proposed that the existing long industrial building with curved roof and chimney be adapted to accommodate a new restaurant directly on the square and with a grocery store facing Wayne Street. The chimney will be encased within another, thus providing a small tower-like landmark for the square and immediate neighborhood.

Continuing on Wayne Street and at the intersection with Taylor Street, another square provides a fitting space for St. Patrick Church. Like Jefferson Square, the new *St. Patrick Square* will also be enclosed with mixed-use buildings, while the church will be flanked by a new school and mix of residences and townhouses. Improving on its present isolation, the church takes its proper role as a landmark within the city.

The proposed urban sequence will connect three existing landmarks: Central High School apartments, the Knights of Columbus building, and St. Patrick Church with the two squares and newly landscaped streets. Strolling back and forth between these landmarks will form one of the pleasures of pedestrian life in South Bend.



View of proposed Jefferson Square next to the Knights of Columbus Building south of W. Jefferson Blvd.



View of proposed St. Patrick's Square at the intersection of S. Taylor and W. Wayne Streets

URBAN LANDSCAPE

The presence of nature in the city provides rich psychological and practical benefits. Street trees contribute to the quality of the public realm by moderating the heat island effect produced by carriageways; they encourage walkability on urban sidewalks and produce a landscape continuity from the edge of carriageways to the front yards of houses and other buildings. The form of each street is characterized by its own unique streetscape. The shape and particular horticultural characteristics of trees are the key ingredient in differentiating the form of one streetscape from another. Street trees are chosen and planted in patterns that provide streets with a unique identity and a sense of composed ensemble. The correct planting of trees and their relationship to the hardscape around them is a major factor in ensuring that street trees thrive over time.

Street Trees

The aim of urban trees is to provide a continuous high canopy and, when the street has been successfully narrowed, to provide an arch of branches across the asphalt. This park layer gives the look of a prosperous and beautiful neighborhood in its varied seasonal dress, a demonstration of care that brings in families and children to the society of the sidewalks.

Tall, canopied trees mitigate summer heat at a time of increased warming and, while moderating glare and gusts in winter, a canopy that also provides privacy for upper stories, as even bare branches provide psychological space.

This vertical landscape "meets" the vertical house and requires only a small horizontal landscape. But this part is vital if the investment is to produce the desired result. To achieve this result and avoid losing the tree investment within a generation, it is important to modify current practices, especially when it comes to providing a deeply ditched and amended planting strip. The life and health of a tree is in its roots—and so is its death or stunting.

Choice of Species

To achieve the important objective of a mature canopy of street trees in the William Street neighborhood, the Urban Trees List must be tested and further developed by field checking successful mature group survival in the streets of the climactic region. Field observation must supersede all other sources of information. Concentrate on floodplain trees that grow as "single stands" or in ecological communities so that roots may graft, lending support and developing defenses as a single unit. Interspersing different species leads to unit defenselessness. This can be observed in local planning strips where only congruent clusters prosper.

Be aware of the limitations of the literature. Even if it is reliable, it may not be accurate in its calibration of urban conditions or for distinguishing secondary scourges in the continuing siege of the American biome by the Eurasian one.

Planting Ditches

Tree balls should be subsurface, as they always have been. Perched root balls accept compacted or badly drained planting strips often fail after the first year.

In this regard, do not accept any trees whose balls were not root pruned before one growing season and have not been kept continuously humid during transport. These details should be added to the standard contract. A lot can go wrong.

Planting preparations must be modified to ensure root grafting by ditching all new and compacted planning strips three feet deep and replacing the backfill with a mixture of one-third coarse sand (not mason's sand) at the bottom, shading to one-third fully composted organic material or topsoil toward the top. Backfill and amendment must be well mixed. The use of any form of peat or black swamp soil would be disastrous, as it would rob the planting ditch of nitrogen after the first year. Mixing with genuine topsoil is acceptable. Remember to inoculate the mix with commercial fungi additives or merely by adding local well-rotted leaves from a healthy natural tree stand.

Relatively uncompacted pre-existing planting strips (or sections thereof) may only require surface de-compaction. Use the same mix of sand and compost in the hand or rototill. Grass seed (or other short ground cover in grated planting holes) is always necessary to avoid surface hydrological impermeability.

In all cases, the volume directly underneath the planted root ball should be either the original soil or well compacted so as to support the tree.

These practices redirect investment into the preparation of the soil with a care that matches other investments in the hardscape. But beware of default settings. To a surpassing extent practices and decisions in the landscape industry are inevitably driven by short-term financial considerations.

Hardscape and Roots

Using the same mix of coarse sand and full compost under sidewalks adjacent to planting holes is an inexpensive way to connect roots to setbacks and dooryards. This tactic explains the happy existence of large trees in old towns. Compact the sand and compost under the brick, cobble, or sidewalk pores, as it will take years for the roots to replace the organic matter.

Adjacent sidewalks should be fiberglass reinforced with wire mesh and rebars held two-thirds of the way up during the pour, a position aimed at flexibly containing root pressure from below.

Inexpensive wholesale industrial filter cloth can be used to line the panting strip or serve as the base for the concrete pour and cobbled or bricked planting strips. Using these materials is the low-tech way to achieve the same root constraint as much more expensive materials, but it requires crews that are experienced in judgment.

It's possible to use the same technique to connect grated tree planting holes, but this requires special coordination to allow oxygenation and water; trees in Paris are planted with simple air tubes and traditionally have deliberate drip leaks provided for them behind the curb.

Yard trees

A separate trees list of yard trees extends the virtues of passive solar energy and privacy of street trees to the western elevations of buildings and can be developed as a required Private Planting Code.

			
Sycamore (Platanus occidentalis*): Select for white bark.*	*Red Maple cultivars* (Acer rubrum spp.*): Choose gray trunks only.*	*Norway Maple* (Acer platanoides*).*	*Thornless Honeylocust* (Gleditsia traicanthis f. inermis*): Choose a large pre-1964 cultivar.*

FIGURE 9: PROPOSED STREET TREE SPECIES

FIGURE 10: MASTERPLAN SHOWING PROPOSED STREETSCAPE

			
Resistant American Elm (Ulmus x*).*	*Gingko* (Gingko biloba*): Choose male trees.*	*Tulip Poplar* (Liriodendron tulipifera*).*	*Sweetgum* (Liquidambar styraciflua*): the fruitless may be desirable.*

TRANSPORTATION FRAMEWORK

Existing Conditions

The existing streets within the project area are generally too wide. Over the years they have been managed in a form that encourages speeds above 25 miles per hour, which negatively affects safety, pedestrian comfort, and family life in a traditional neighborhood. Particularly egregious in the eroding of the residential character of the project area has been the urban renewal-era conversion of William Street into a one-way downtown bypass connecting Lincoln Way to Western Avenue. Even after its recent reconversion into a two-way street, William Street traffic currently moves at speeds between 30 and 45 miles an hour, undermining the prospect of the area's redevelopment through a spontaneous infill process. The primary reason the current right-of-way conditions fail to spur urban regeneration is the complete absence of measures to slow cars down, such as continuous parallel parking, generous streetscapes, and shortened crosswalks.

Design Principles

Thriving traditional neighborhoods are structured on individual blocks, and a network of multimodal, complete streets provide a comfortable environment for pedestrians while balancing the operations of automobiles, bicycles, service vehicles, emergency vehicles, and emerging shared vehicle systems and technologies. The team's design of such a street network for the project maintains multiple routes that diffuse vehicular traffic while also generating a unique sense of place, slowing traffic, and maintaining the posted vehicular sped and expected flow capacity. The principal characteristics of this kind of network are:

- A diversity of individual thoroughfare types, each designed according to the adjacent building intensities and uses, and each with its own unique character.
- Short block lengths and strategically located street offsets to calm traffic without the need for arbitrary interventions such as speed bumps or bulb-outs.
- Two-way traffic and on-street parking to facilitate navigation, provide convenient parking in front of stores and residences, reduce the amount of required off-street parking, and calm traffic speeds.
- Narrow lane widths, tight curb radii, and short street crossings to calm traffic and provide a more comfortable and safer environment for pedestrians and cyclists.
- Ample sidewalks, street trees, and generous streetscapes that provide shady, comfortable, and inviting places for pedestrians to walk, while slowing traffic with in-street and median planting.
- Lighting that generates an inviting and safe environment for pedestrians, cyclists, and commerce.
- Convenient access to civic buildings, parks, and commercial clusters within the project area whether by foot, bicycle, scooter, bus, car, Uber and Lyft.

Complete Streets Proposal

In the following pages, the design of each individual street is illustrated in a manner that highlights the particular modifications in their existing form that will improve their future physical presence and result in development-supportive operations. The following are key design considerations that, when varied from case to case, will give each project street a unique presence within the overall existing network: their dimensions of traffic and parking lanes; the patterns and spacing of street trees and the choice of their species; the dimensions of their sidewalks and parkways; the clear marking of their pedestrian crossings; the universal introduction of parked cars to provide a barrier between pedestrians and moving vehicles; and the choking of street intersections to favor safe crossings for children, in particular. It is important to note that, in order to enable feasibility, no existing curb moving is proposed throughout the project. Depending on the projected form of each street, building setbacks on adjacent blocks and their lots are calibrated accordingly.

The incremental improvement of the street network within the William Street Seam project area is a prerequisite for jump-starting the process of residential and mixed-use development in this part of downtown South Bend. It is also an important strategy for reclaiming the entire center of the city.

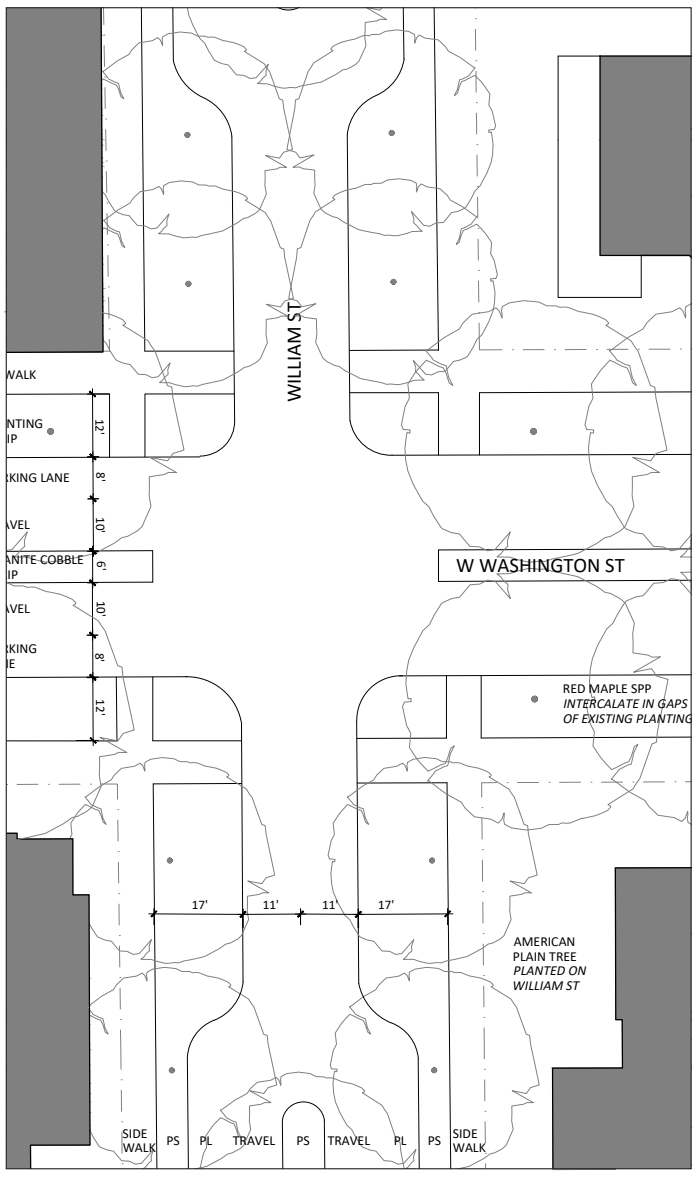


FIGURE 11: CORNER OF S. WILLIAM STREET AND W. WASHINGTON STREET SHOWING THE NARROWING OF THE STREET AT THE INTERSECTION, WHICH MAKES CROSSING EASIER FOR PEDESTRIANS.

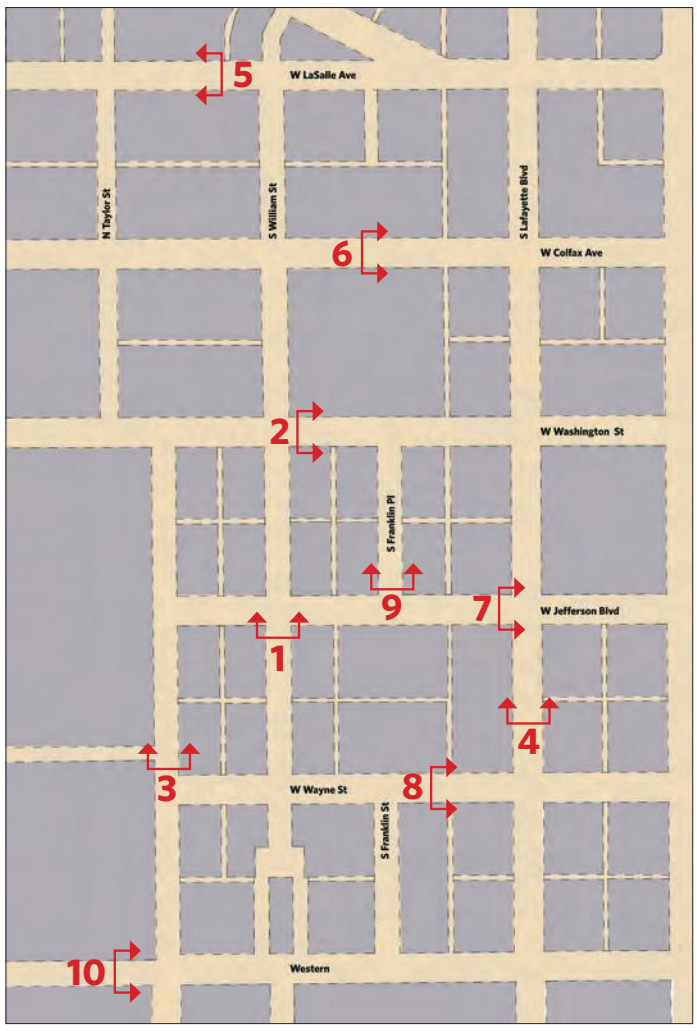
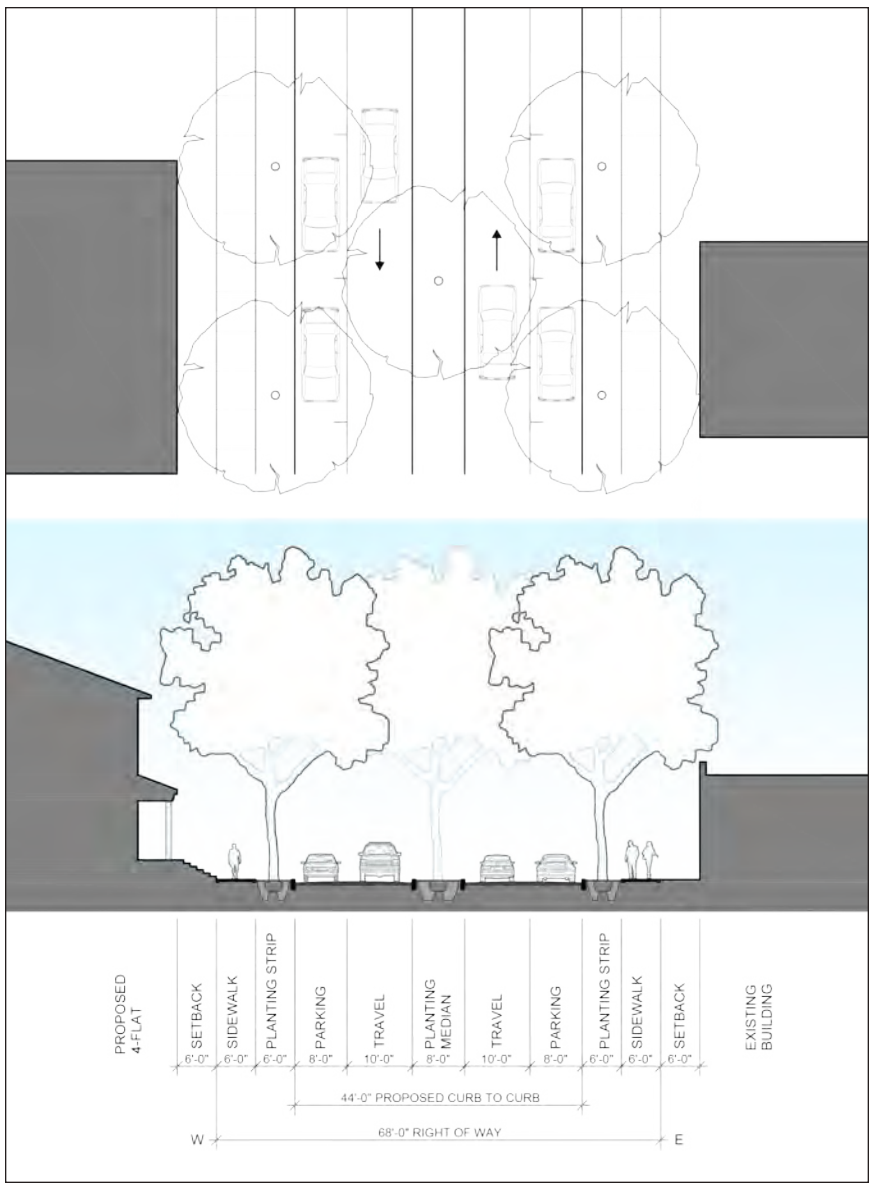


FIGURE 12: RIGHT-OF-WAY PLAN WITH LOCATIONS OF STREET SECTIONS ILLUSTRATED ON PAGES 21-25

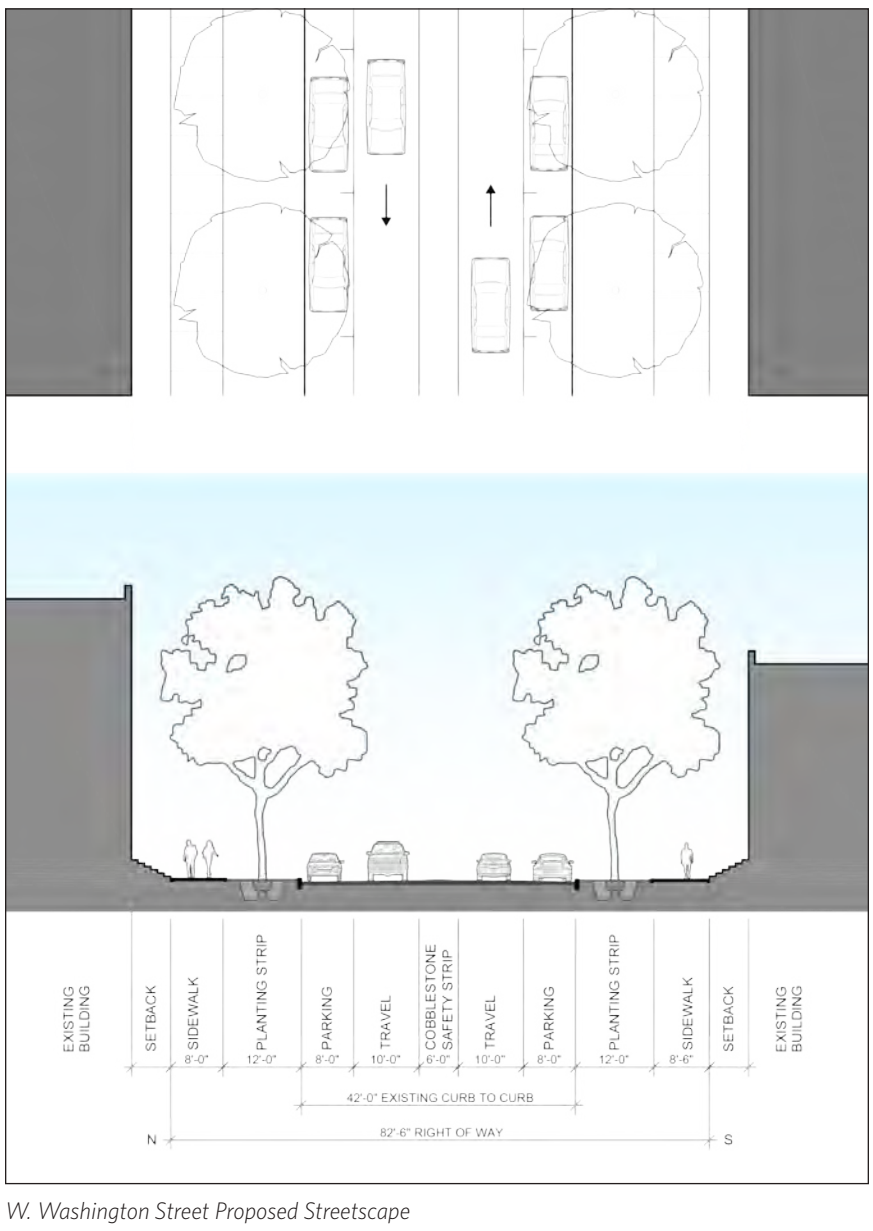


S. William Street Proposed Streetscape

S. William Street Existing Conditions

1: SOUTH WILLIAM STREET

Existing Conditions	Runs north-south and has four primary blocks. Wide and undefined street with fast traffic.
Proposed Intervention	Add a planted center median and parking lanes to calm traffic and add planting strip on each side to protect pedestrians on the sidewalks. The center median terminates in a public market, which will further calm traffic and define a series of places along the corridor.
Tree Species	Sycamore (*Platanus occidentalis*): Select for white bark.
Planting	30 feet on center, triangulated with the new median. Always center on the planting strip.
Cultivation	Full ditching and fully composted backfill admixture.
Notes	Do not substitute with London Planetree hybrids, which require more room.



W. Washington Street Proposed Streetscape

W. Washington Street Existing Conditions

2: WEST WASHINGTON STREET

Existing Conditions	Runs east-west at the midpoint of S. William Street. Fast traffic connecting road from western neighborhoods to downtown. Historic street with mostly beautiful existing urban landscape to the west of S. William Street.
Proposed Intervention	Calm traffic with addition of curb-less center cobble median. Extend the character of the existing street east into downtown. Fill the gaps between existing street trees with new trees, taking as much care as possible to save existing trees.
Tree Species	Red Maple cultivars (*Acer rubrum spp.*): Choose gray trunks only.
Planting	Intercalate with existing trees.
Cultivation	Decompact locally before planting.
Notes	Choose northern (late fall) and tough midwestern cultivars with gray trunks.

S. Taylor Street Existing Conditions

3: SOUTH TAYLOR STREET

Existing Conditions Runs north-south, one street west of S. William Street. Short street with uneven street section. The west side of the street is largely undefined large lawns and the side of the Tippecanoe restaurant and St. Patrick Church. The east side of the street is defined by a nice row of existing homes.

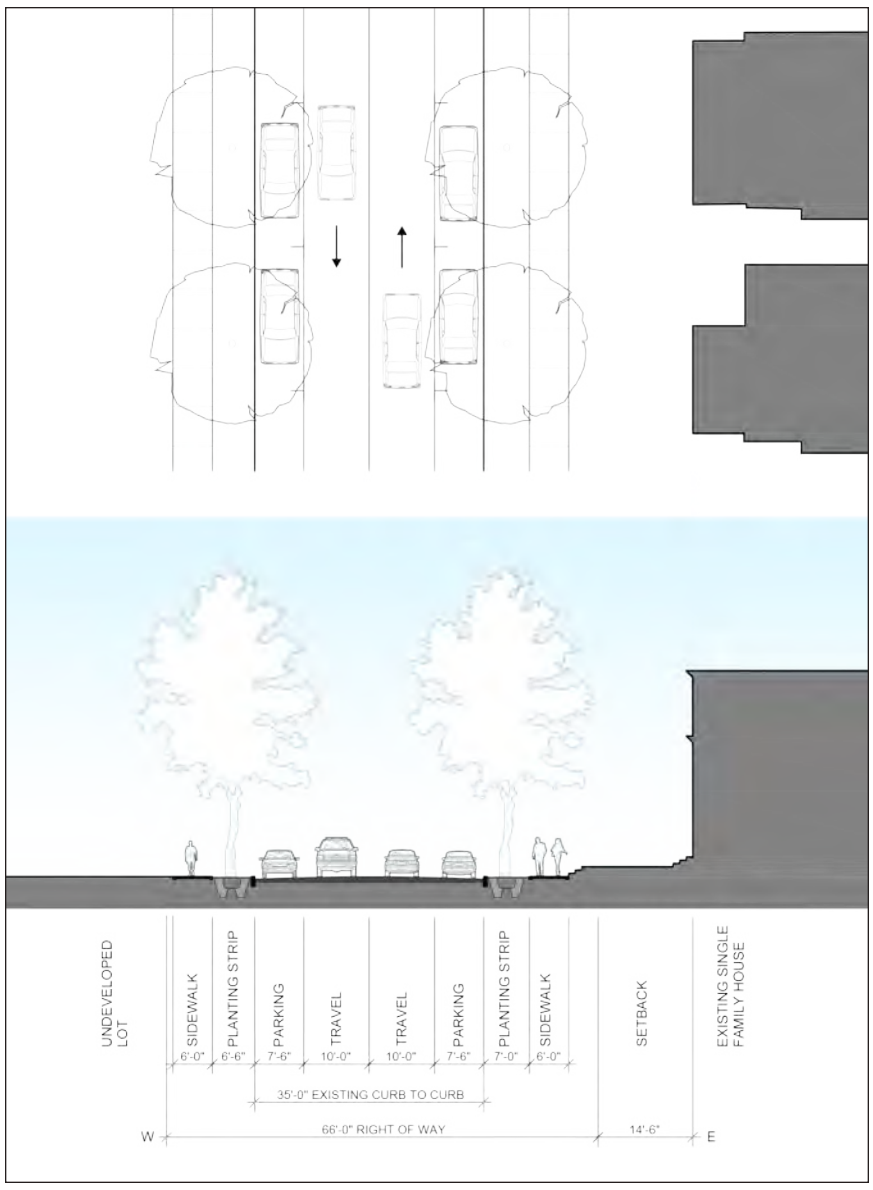
Proposed Intervention The street is already narrow, so it does not need to be calmed. Complete the existing tree canopy with new trees. Take as much care as possible to save existing trees.

Tree Species Norway Maple (*Acer platanoides*)

Planting 30 feet on center or intercalated with existing trees.

Cultivation Decompaction or ditching if necessary.

Notes An elegant but tough tree that may be planted in large pot size, with roots clean-cut or unwound.



S. Taylor Street Proposed Streetscape

S. Lafayette Boulevard Existing Conditions

4: SOUTH LAFAYETTE BOULEVARD

Existing Conditions Runs north-south, one street east of S. William Street. The edge of downtown, a mix of mid-rise and high-rise buildings. The current street has one lane of travel in each direction, a center turn lane, and parking on each side.

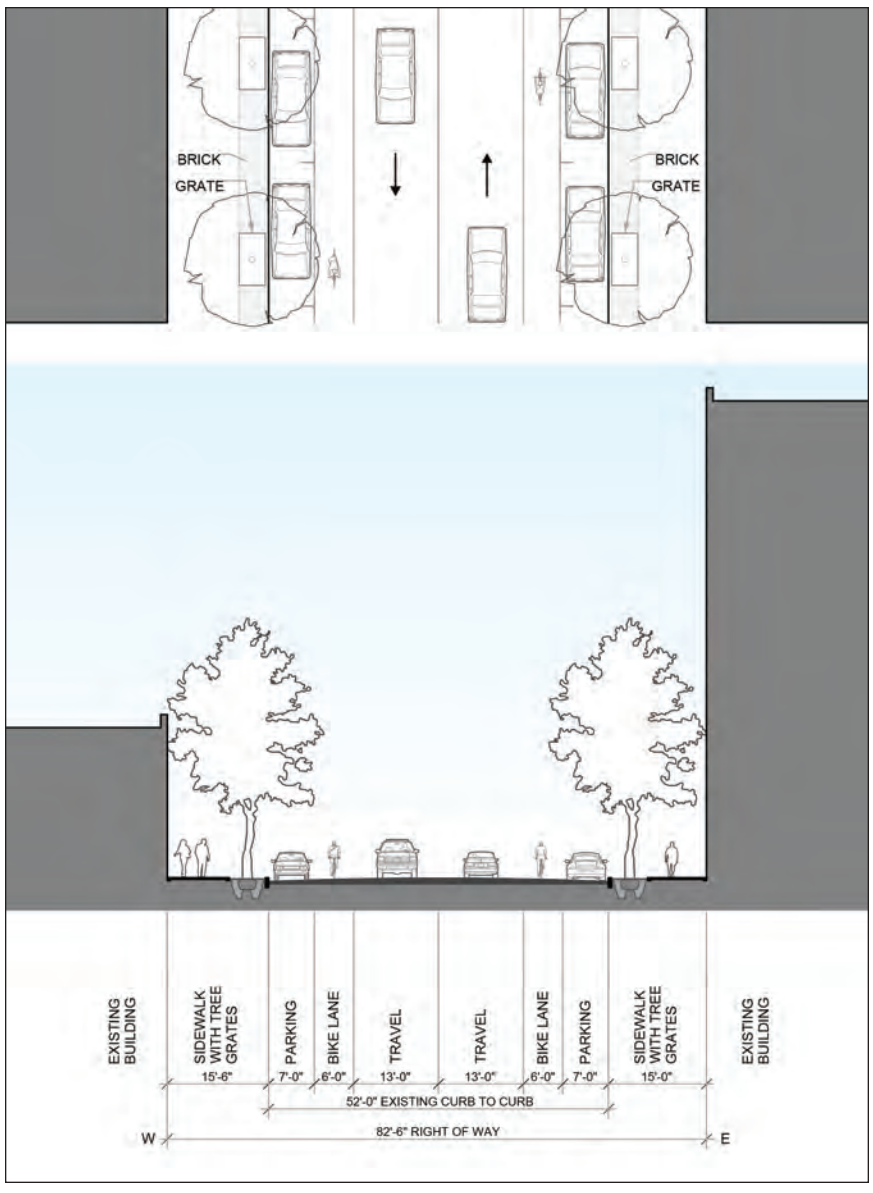
Proposed Intervention Soften the urban section with street trees. Tougher trees are required that can survive planting in holes. For trees to acquire necessary stature, instructions on planting trench must be followed. Proposed street section replaces center turn lane with open bike lanes between the parking and travel lanes. This street may require further study in the future.

Tree Species Thornless Honeylocust (*Gleditsia traicanthis f. inermis*) Choose a large pre-1964 cultivar.

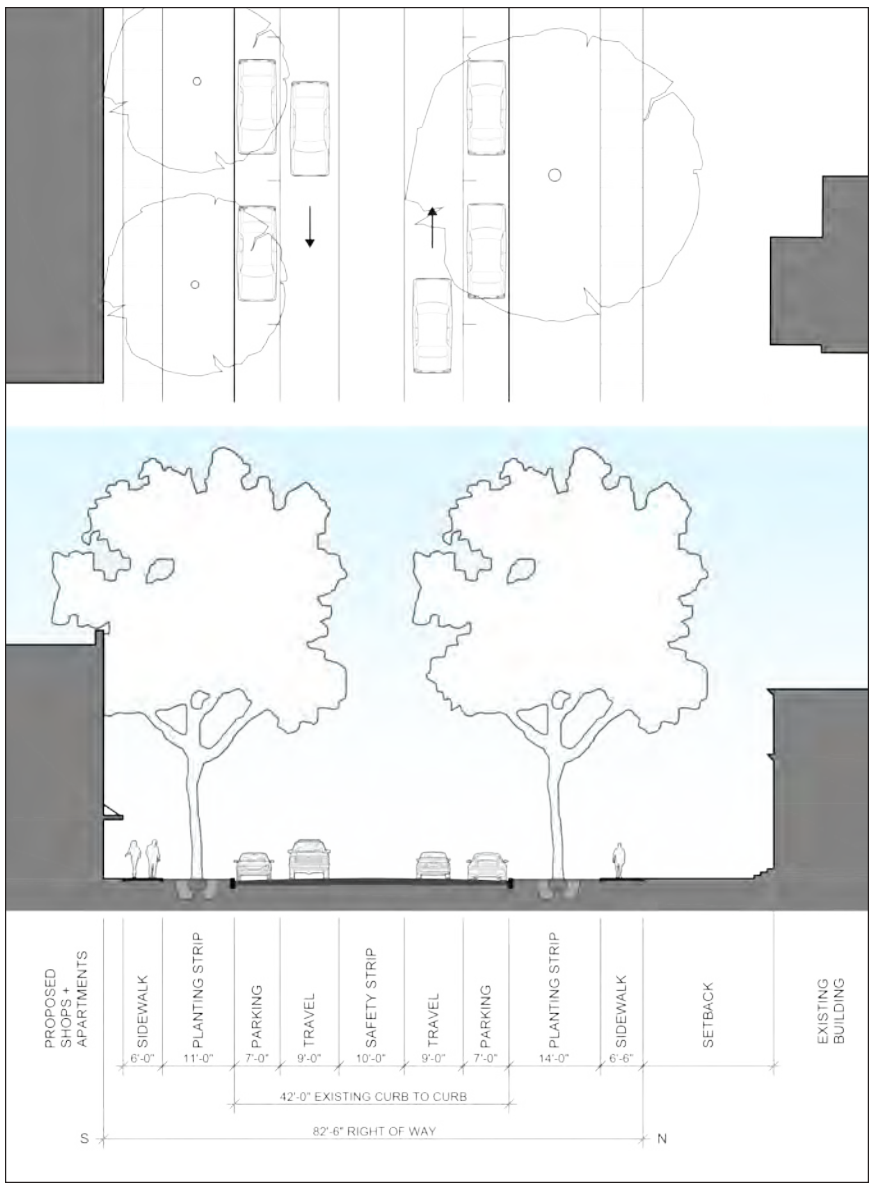
Planting 40 feet on center.

Cultivation Ditch carefully and amend before compacting under the cobblestoned planting strip.

Notes This plant can serve as a test for successful urban tree planting.



S. Lafayette Boulevard Proposed Streetscape

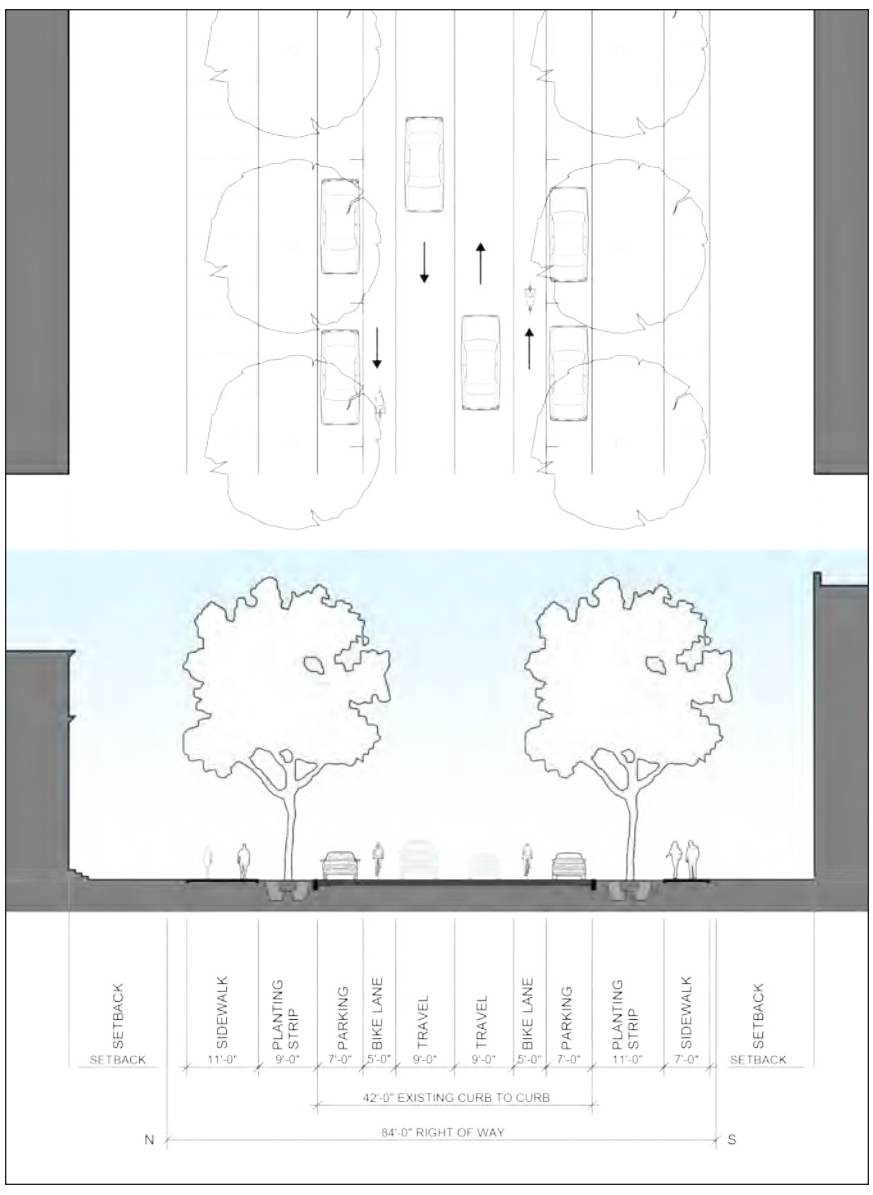


W. LaSalle Avenue Proposed Streetscape

W. LaSalle Avenue Existing Conditions

5: WEST LASALLE AVENUE

Existing Conditions	Runs east-west on the northern portion of S. William Street. Neighborhood street to the west, receives traffic from Lincoln Way W. to the east and becomes a major throughfare into downtown.
Proposed Intervention	Complete the existing tree canopy with new trees. Take as much care as possible to save existing trees. Further study needed for the eastern portion of W. LaSalle as part of a future study of Lincoln Way W. and the arrival into downtown from South Bend International Airport.
Tree Species	Red Maple cultivars (*Acer rubrum spp.*): Choose gray trunks only.
Planting	Intercalate with existing trees.
Cultivation	Decompact locally before planting.
Notes	Choose northern (late fall) and tough midwestern cultivars with gray trunks.



W. Colfax Avenue Proposed Streetscape

W. Colfax Avenue Existing Conditions

6: WEST COLFAX AVENUE

Exiting Conditions	Runs east-west one block south of W. LaSalle. Wide street with traffic that needs to be calmed in order to make it safe for pedestrians.
Proposed Intervention	Add open bike lanes to help narrow street and calm traffic. Fill in gaps between existing trees with new trees, while taking care to save the exiting trees. Choose a tall, bold elm species so as not to cover the view of the church.
Tree Species	Resistant American Elm (*Ulmus x*)
Planting	30–40 feet on center, depending on the size of the hybrid chosen or intercalate in gaps.
Cultivation	Decompaction, or even ditching, as required.
Notes	"Bridge" sidewalks are recommended for new areas.

W. Jefferson Boulevard Existing Conditions

7: WEST JEFFERSON BOULEVARD

Existing Conditions Runs east-west one block south of W. Washington. Wide street with traffic that needs to be calmed in order to make it safe for pedestrians.

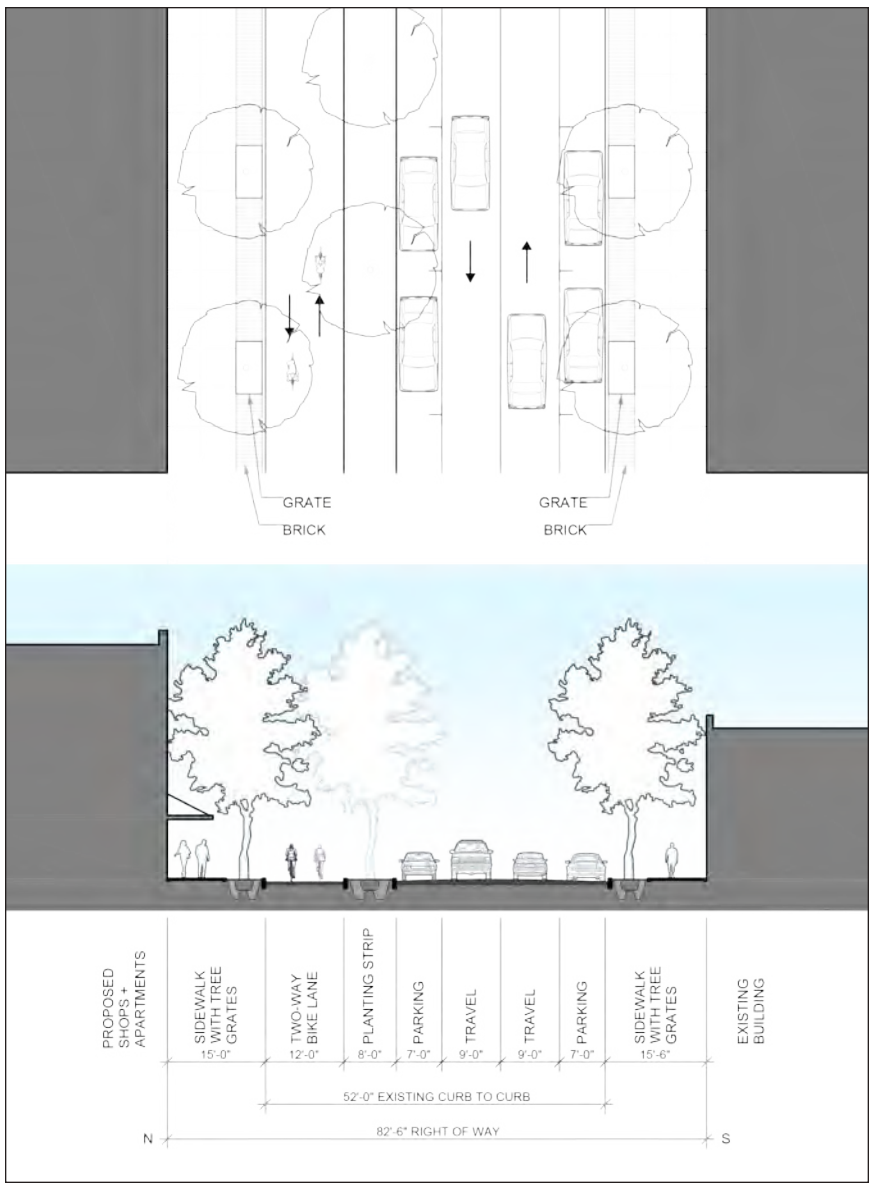
Proposed Intervention Add an offset planted median to create a protected two-way bike lane to one side. Narrow lanes to include one lane in each direction with parking on both sides of the street. This street may be a model for the design of future bike lanes throughout South Bend in higher traffic areas.

Tree Species Gingko (*Gingko biloba*): Choose male trees.

Planting 36 feet on center, triangulate to median.

Cultivation Ditching and amend before compacting under cobble or brick.

Notes The species planting can be carried into downtown if subsurface ditching can be maintained.



W. Jefferson Boulevard Proposed Streetscape

W. Wayne Street Existing Conditions

8: WEST WAYNE STREET

Existing Conditions Runs east-west, one block above W. Western Avenue. Largely undefined street.

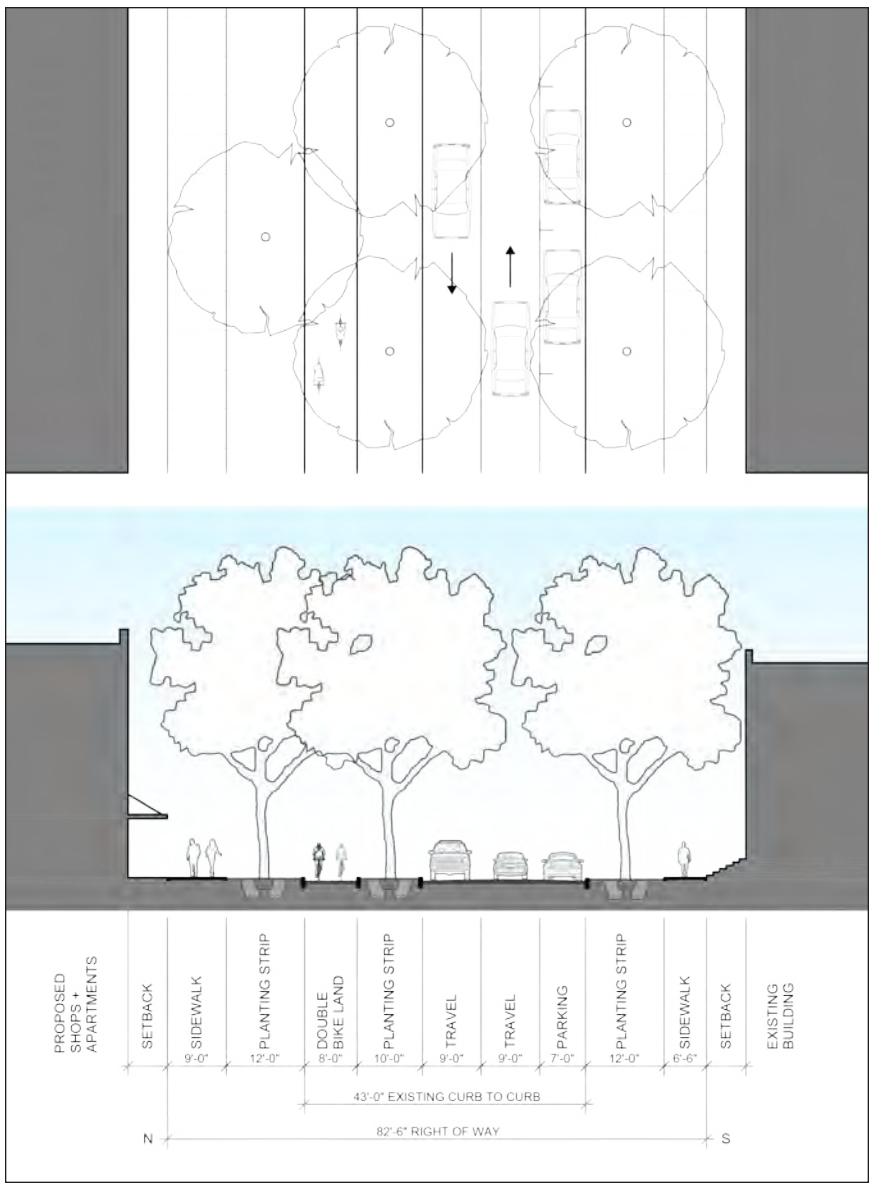
Proposed Intervention Add an offset planted median to create a protected two-way bike lane to one side. Narrow lanes to include one lane in each direction with parking on one side of the street. This is another street that may be a model for the design of future bike lanes throughout South Bend in higher traffic areas.

Tree Species Tulip Poplar (*Liriodendron tulipifera*)

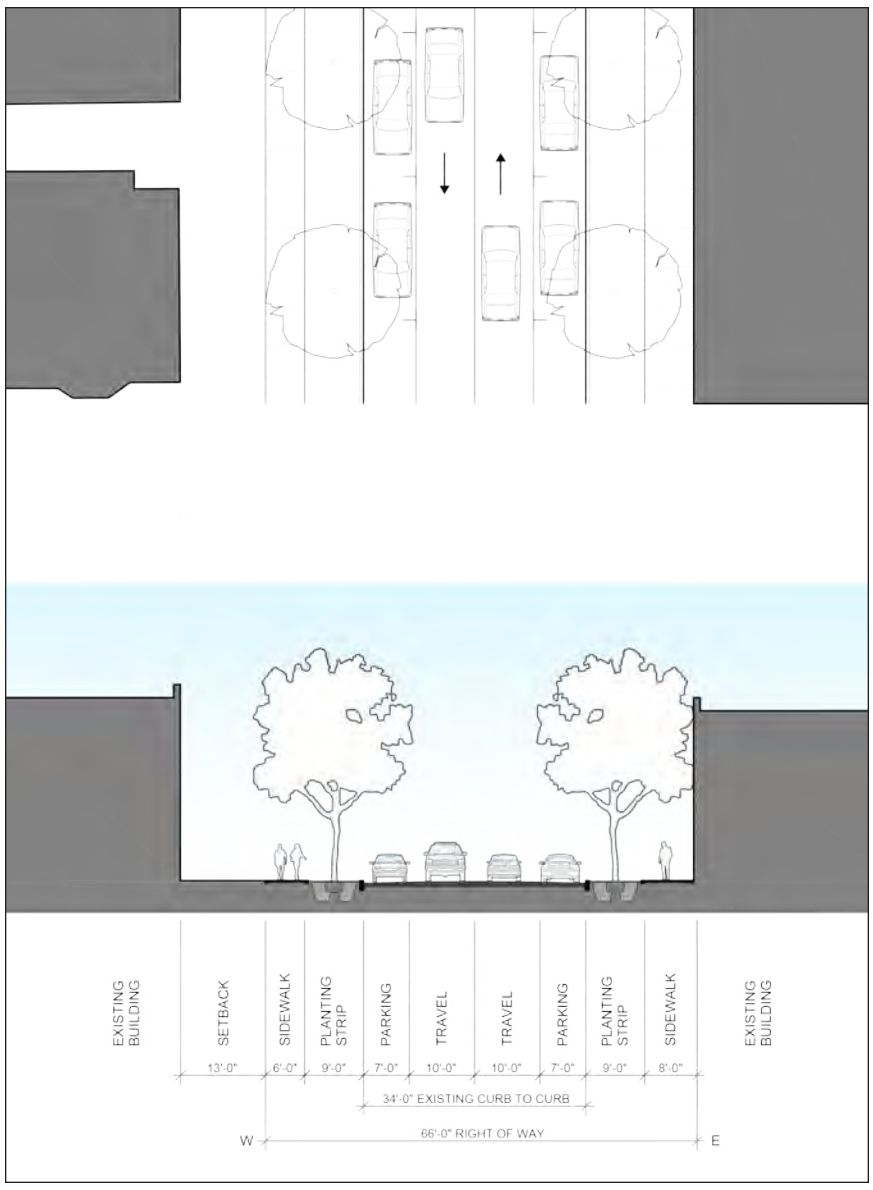
Planting 36 feet on center

Cultivation Ditching with drainage sand and mature compost admixture.

Notes A "bridge" sidewalk is recommended. Restrict the type of sidewalk salt.



W. Wayne Street Proposed Streetscape



S. Franklin Street Proposed Streetscape

S. Franklin Street Existing Conditions

9: SOUTH FRANKLIN STREET

Existing Conditions One north-south block between W. Washington and W. Jefferson. Narrow and contained, with small-scale buildings and street trees.

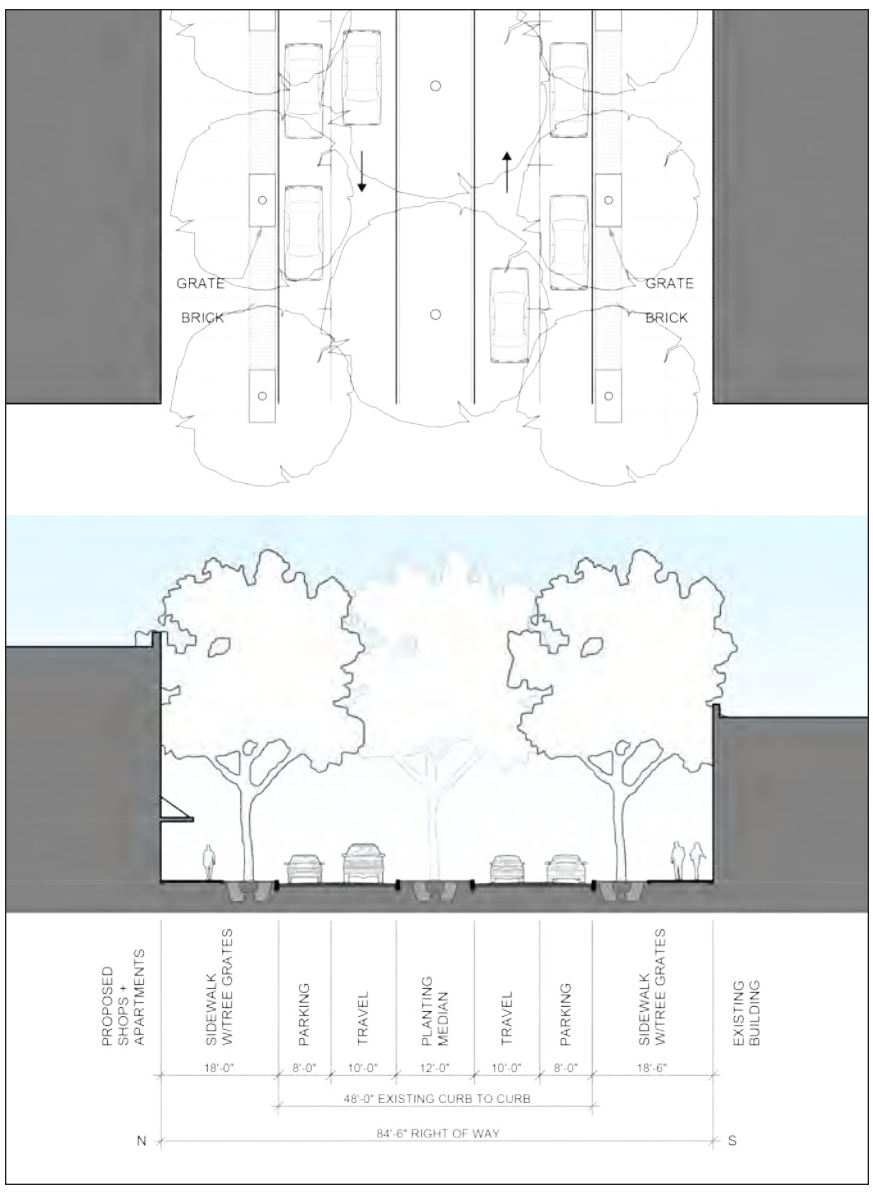
Proposed Intervention This proposal suggests creating a rare hybrid pedestrian-car street. To do so, the design extends S. Franklin as a pedestrian walk through the block between W. Jefferson and W. Wayne, then adds a new street, on the location of a lost historic street, that connects W. Wayne to W. Western. Keep existing trees on the existing block and add new trees on the new stretch of S. Franklin, which is currently a parking lot.

Tree Species Sweetgum (*Liquidambar styraciflua*), the fruitless may be desirable.

Planting 36 feet on center

Cultivation Ditching with drainage sand and mature compost admixture is recommended.

Notes If low salt environments are possible, Pond Cypress "Chicago" is also recommended.



W. Western Avenue Proposed Streetscape

W. Western Avenue Existing Conditions

10: WEST WESTERN AVENUE

Existing Conditions Runs east-west at the south end of S. William Street. Major thoroughfare into downtown and beyond. Wide and mostly undefined street with fast traffic.

Proposed Intervention Create a boulevard with a new central planted median splitting two lanes of traffic in each direction. This proposed intervention reconciles the long-distance eastwest arterial traffic with neighborhood scale of the streets along the William Street corridor.

Tree Species Tulip Poplar (*Liriodendron tulipifera*)

Planting 36 feet on center

Cultivation Ditching with drainage sand and mature compost admixture.

Notes A "bridge" sidewalk is recommended. Restrict the type of sidewalk salt.

LOT TYPES

There is an existing pattern of land ownership along the William Street seam. For these proposed interventions to be successfully implemented, a plan with a certain degree of flexibility to work within the existing context is required. The goal is not to demolish but to repair what is there and make it better on a lot-by-lot basis. This fine-grain approach will accommodate a range of development, from very small to quite large, and create a transition from the downtown core to the West Washington neighborhood.

To achieve this, the charrette team first identified a collection of building types that are necessary for this repair, including a deliberate range of plan options, sizes, and densities that could be strategically placed to promote the desired urban form. These types include a variety of housing options as well as some mixed-use buildings to provide for commercial activities where they are desirable.

The team then tested each type on two separate block and lot diagrams, illustrating their placement on generic lots with respect to required front and side yard setbacks. This yielded two diagrams, depicting both a 5' and a 15' front setback. It established the optimal lot widths for each type, ranging in width from 20' to 60'. Further, the off-street parking capacity was determined on each of these lots. While current zoning regulations do not require off-street parking, we felt it necessary to accommodate the car in a way that acknowledges the needs and desires of potential new residents, but in a way that promotes good urban form. Thus, each generic lot also illustrates its capacity to provide off-street parking, accessed from existing mid-block alleys.

Once these building types and lot widths were established, we strategically inserted them into the overall masterplan. Because of the interchangeability of types and lot widths, the placement achieves the variety expected in good urban developments while respecting the existing land ownership patterns. This approach also allows for development at multiple scales, from single free-standing houses and apartments to larger collections of common-wall townhouses and mixed-use buildings. In the end, the team placed these types to promote the intended form of the intervention while allowing for variety in how it is ultimately achieved.

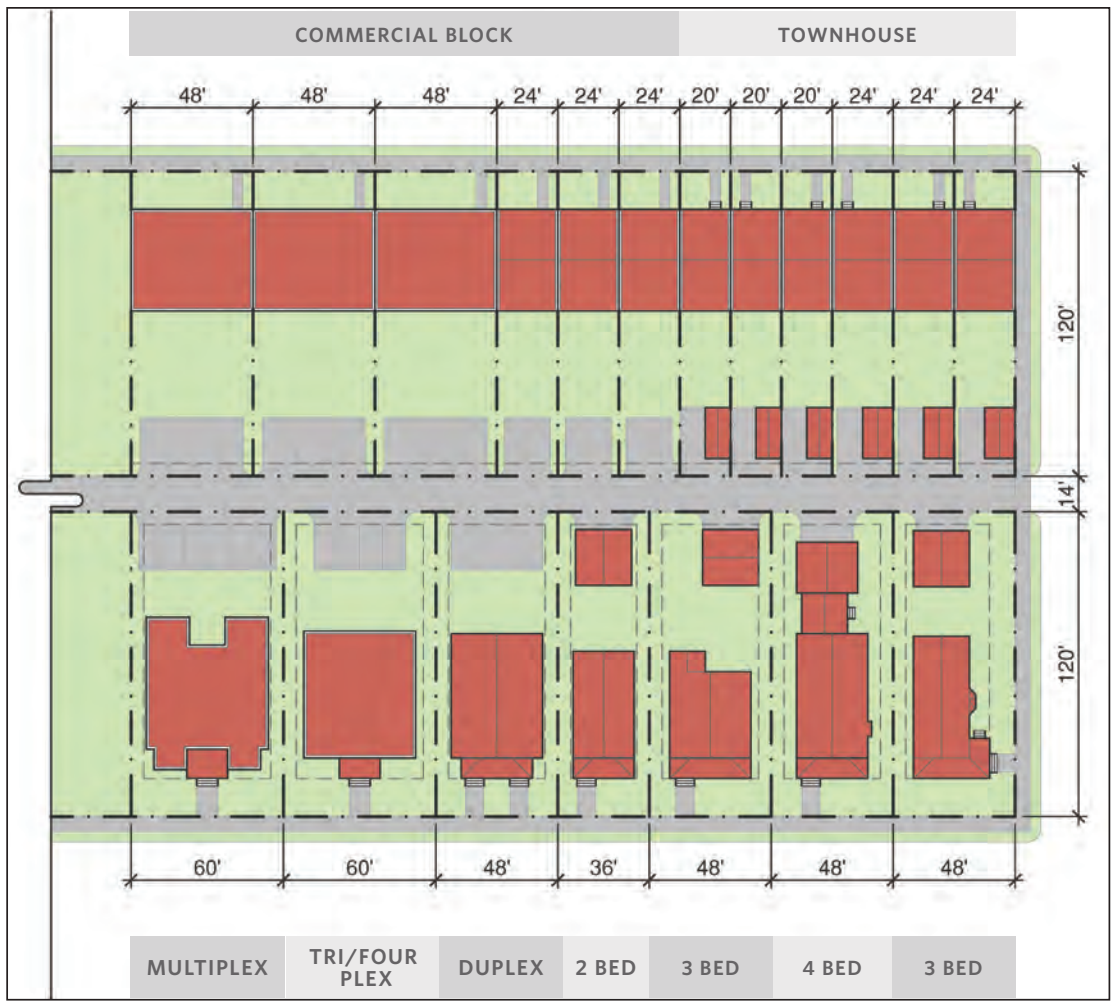


FIGURE: 13: Typical Building Type Placement on Block with 15' Setbacks

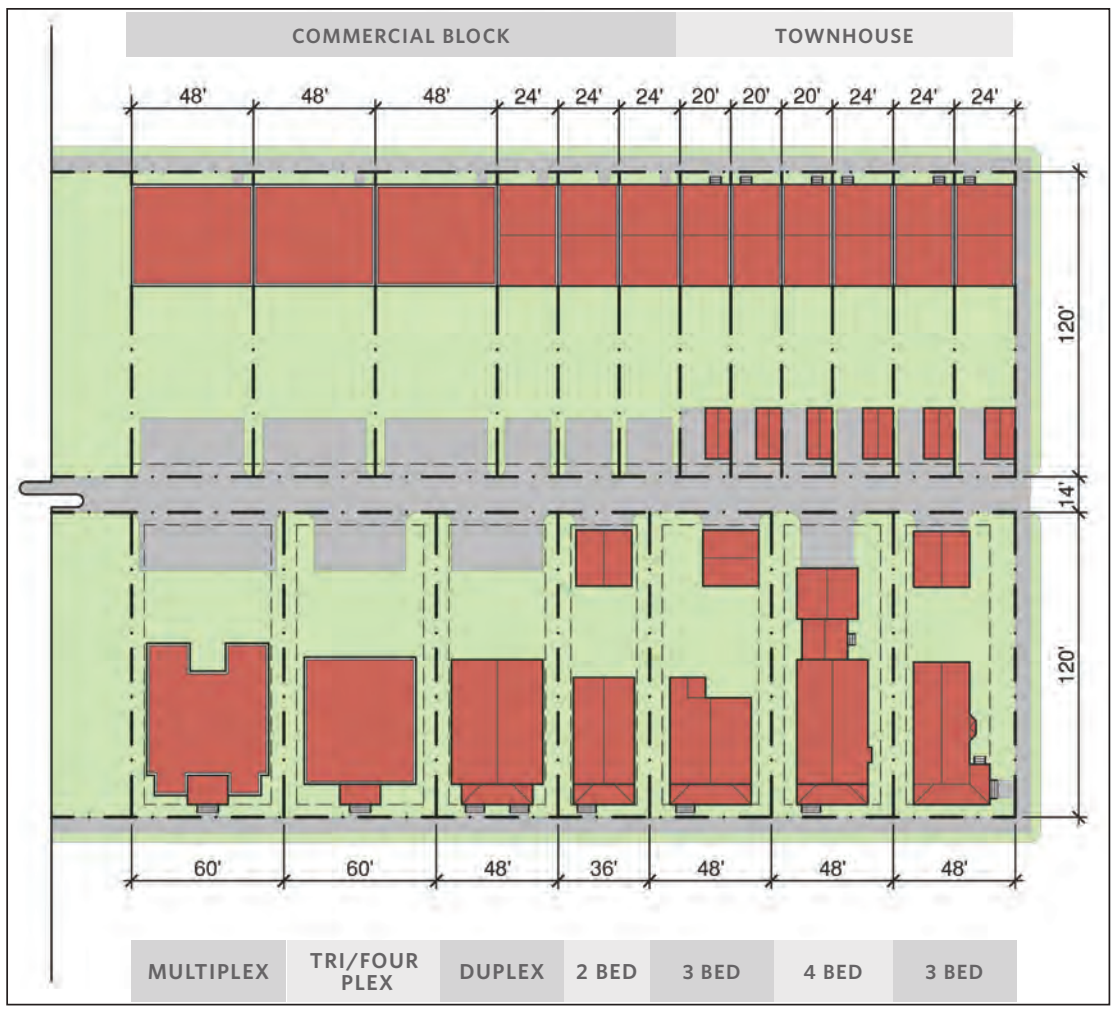


FIGURE: 14: Typical Building Type Placement on Block with 5' Setbacks

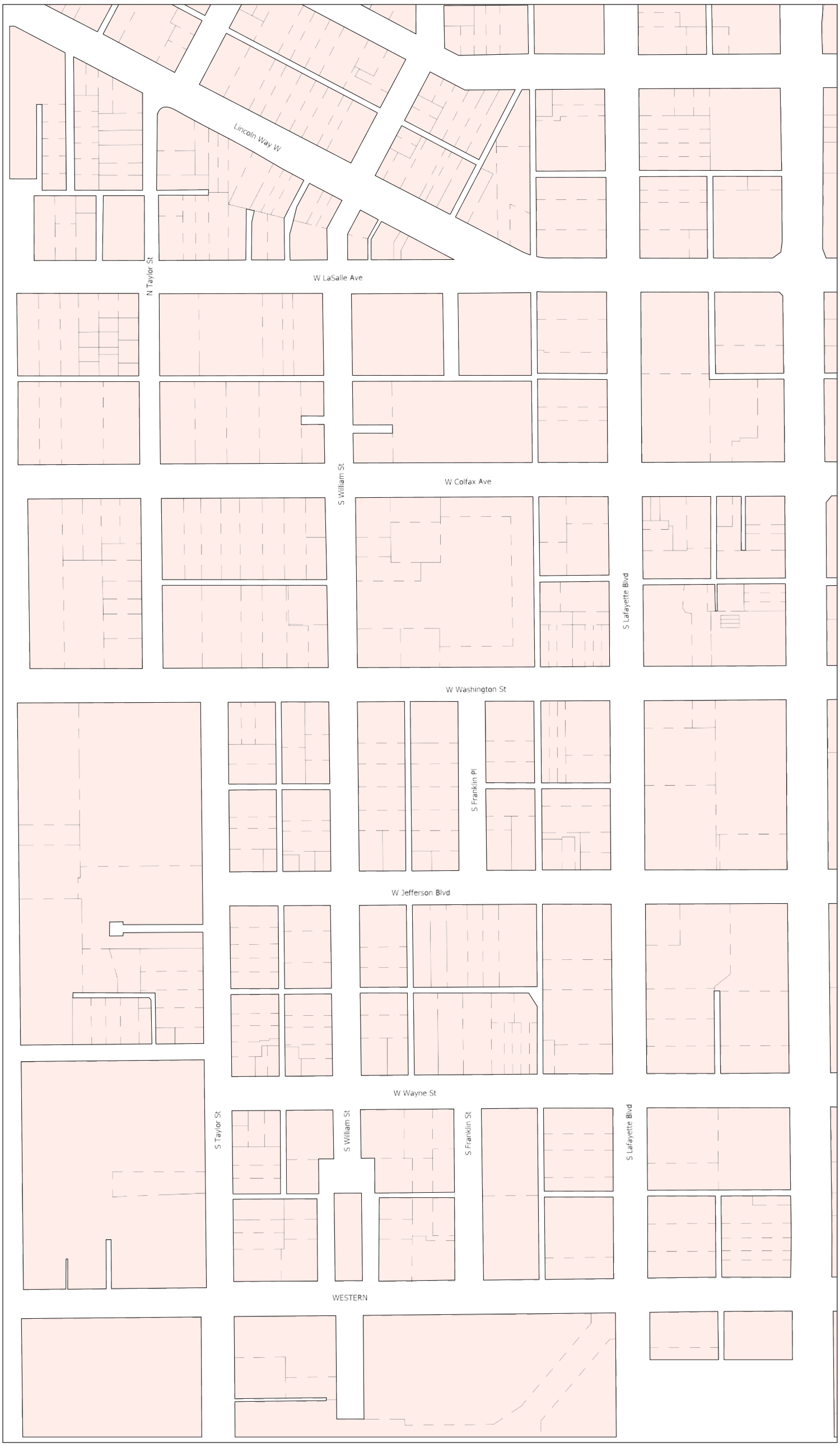


FIGURE: 15: MASTERPLAN SHOWING PROPOSED LOT AND BLOCK STRUCTURE

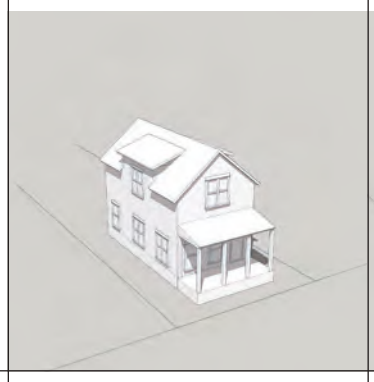
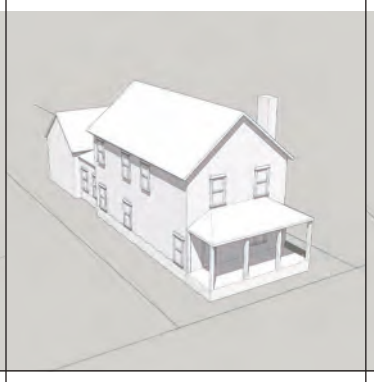
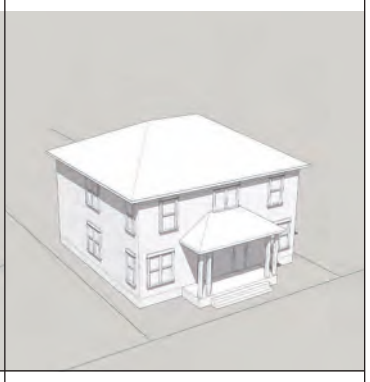
BUILDING TYPES

To repopulate the William Street Seam, it is necessary to acknowledge the needs and desires of potential owners and tenants, then provide plans in a form that is attractive enough to encourage people to move to a walkable urban neighborhood. A wide variety building types were designed to accommodate a range of different living situations, including recent graduates, families with children, singles, and seniors. These types include both rental and ownership options. While traditional in form and appearance, each of the types includes all the amenities expected in contemporary new construction, such as plans that are open and flow from living to dining to kitchen, bedrooms with en suite bathrooms, main floor laundry, and rooms sized for contemporary lifestyles.

Multiple versions of detached homes were included to fit a variety of lot widths and configurations. Options include three- and four-bedroom single-family homes. They also include several multi-unit housing types, including side-by-side and stacked duplexes, three- and four-unit apartments, and larger multiplex buildings with six or more units. They are all designed to fit within the context of the existing neighborhood and can be placed on lots interchangeably to achieve the desired density of housing. These multi-unit types fit into the category of "missing middle" housing—a range housing options between the single-family and the large apartment complex—types once common in American cities, including South Bend. A number of these multi-unit types still exist near the project site and were models for the proposed development.

The proposed development also includes a series of attached townhouse units. Each townhouse type fits lot widths of 20' to 24', can be configured in either two- or three-story arrangements, and includes the option of a live/work arrangement, with a small ground-floor flex space and living accommodations above.

Finally, included is the design of a mixed-use building type with apartments over ground-floor commercial space. This type is designed in 24' increments to permit a range of building widths and allows for either a two- or three-story solution. Accessibility is provided by including ground-floor apartment units, eliminating the need for elevators, which are expensive to install and maintain.

	2 BEDROOM	3 BEDROOM	4 BEDROOM	DUPLEX
				
Max Building Width	24′	28′–32′	28′–32′	36′
Max Building Depth	50′	50′	72′	50′
Min Lot Width	36′	48′	48′	36–48′
Min Lot Depth	100′–200′	100′–200′	100′–200′	100′–200′
# Off-street Parking	1	2	2	2

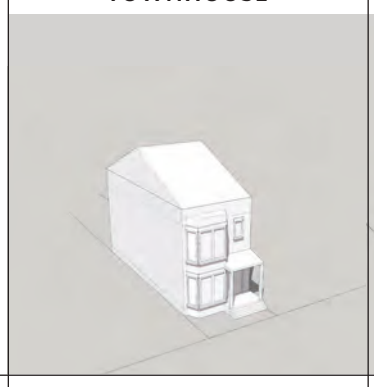
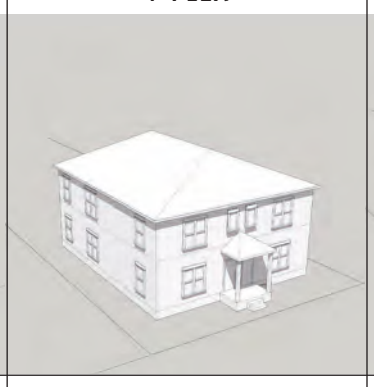
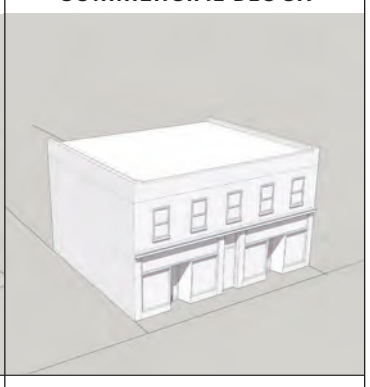
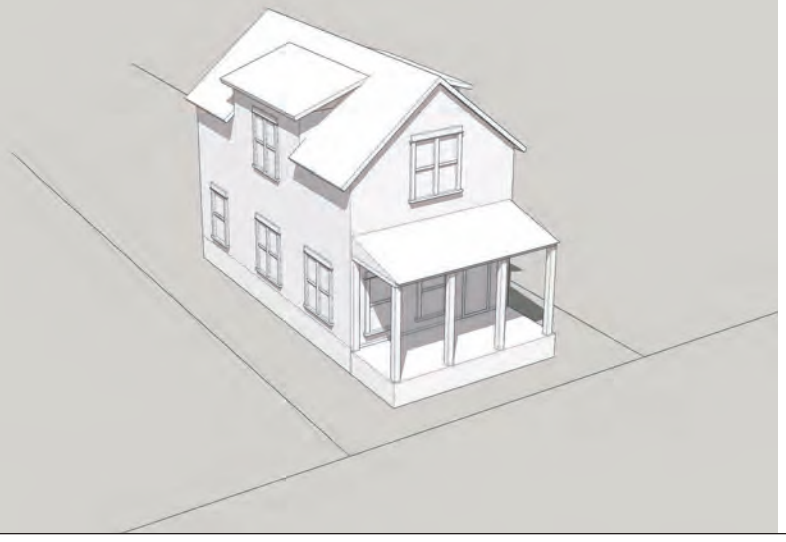
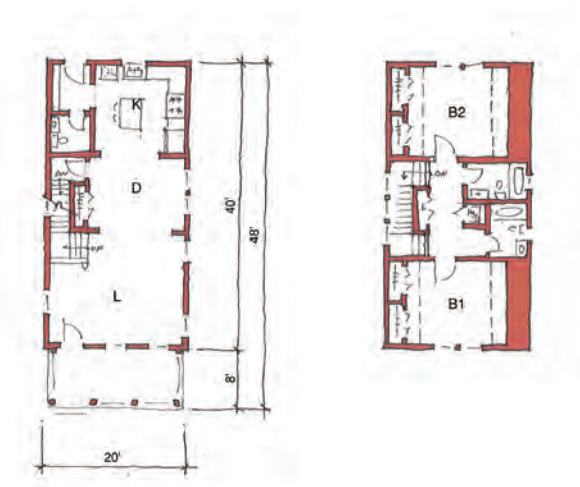
	TOWNHOUSE	4-PLEX	MULTI-PLEX	COMMERCIAL BLOCK
				
Max Building Width	20–24′	44′–48′	44′–48′	24′+
Max Building Depth	40′	60′	70′	40′
Min Lot Width	0	60′	60′	48–60′
Min Lot Depth	85′–120′	100′–120′	100′–120′	75′
# Off-street Parking	2	4	6	4 or 5

FIGURE: 16: Building & Lot Types Matrix.

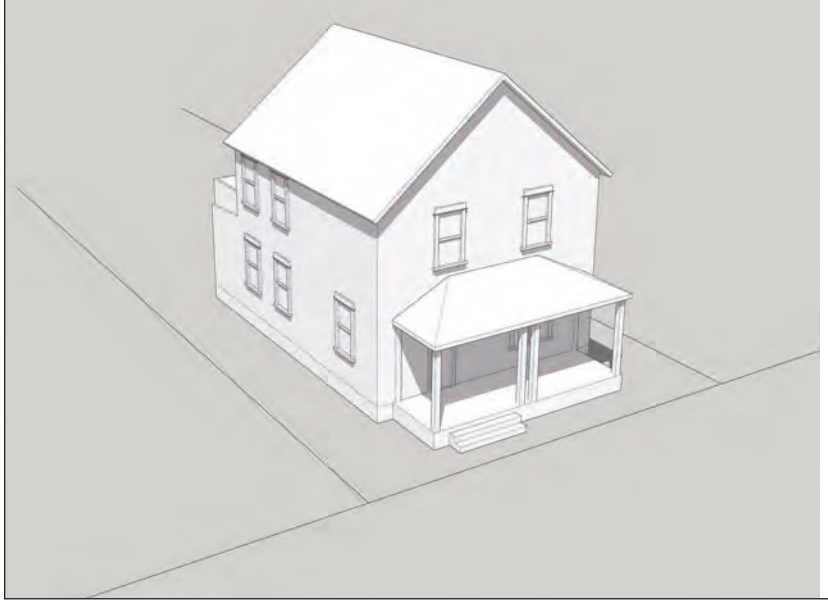
2 Bedroom House

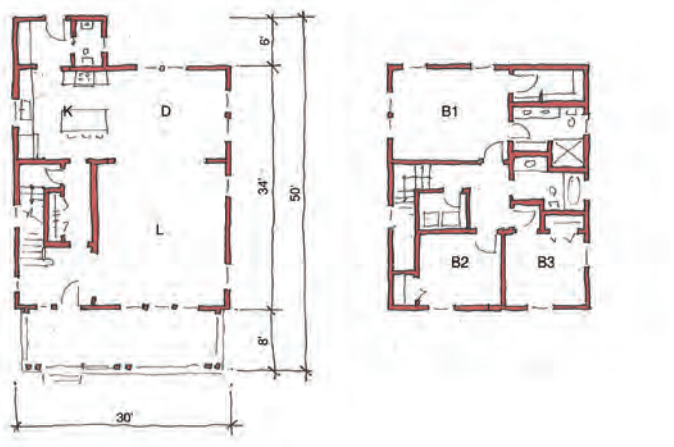




First Floor Plan *Second Floor Plan*

3 Bedroom House





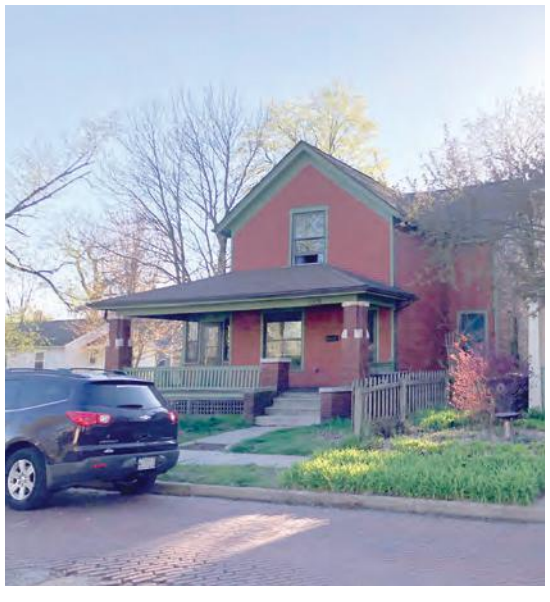
First Floor Plan *Second Floor Plan*

TWO- AND THREE-BEDROOM SINGLE-FAMILY HOMES

American household structure is more diverse than ever, with a growing number of one- or two-person households as well as multigenerational households and roommate configurations. While the three-bedroom, two-bath home remains a staple of a healthy housing mix, one size doesn't fit all. Two-bedroom homes offer a smaller option for roommates, young couples starting out, retired couples, or individuals.

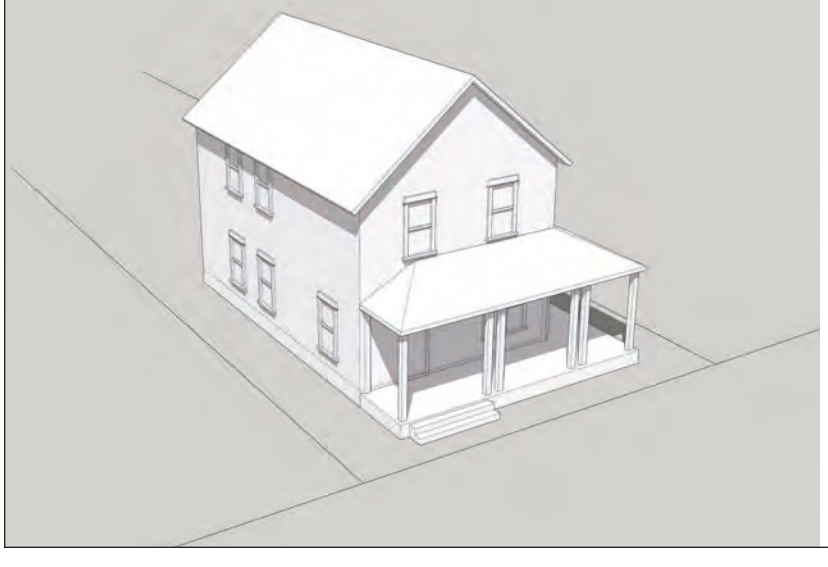
Both of the above designs aim to engage the public realm with a large front porch. This adds an outdoor room to the house, increasing the square footage while creating a semi-public/semi-private transition between the public street and private interior of the house. Living areas are pulled to the front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

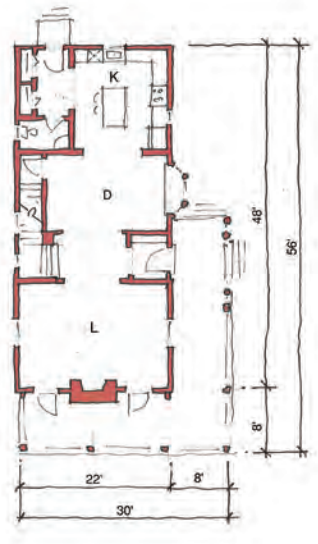
The typical floorplans shown above are compact to minimize building envelope, making construction and long-term maintenance easier and more affordable. While not shown with a garage, alley-fed garages can be added, either attached to or detached from the back of the house.



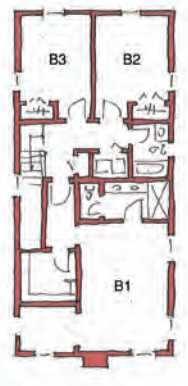
Examples of small and midsize two- and three-bedroom homes showing typical massing.

3 Bedroom House-Side Entry



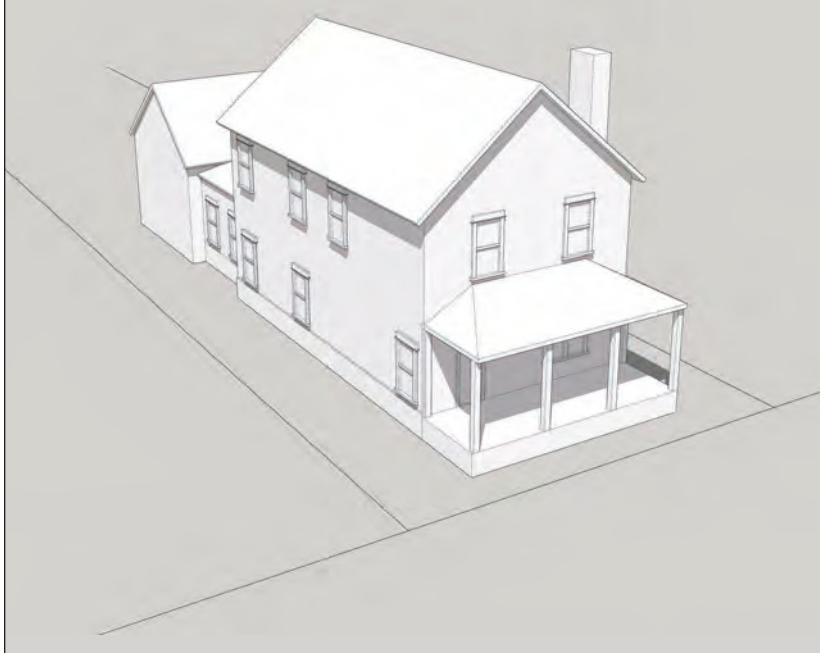


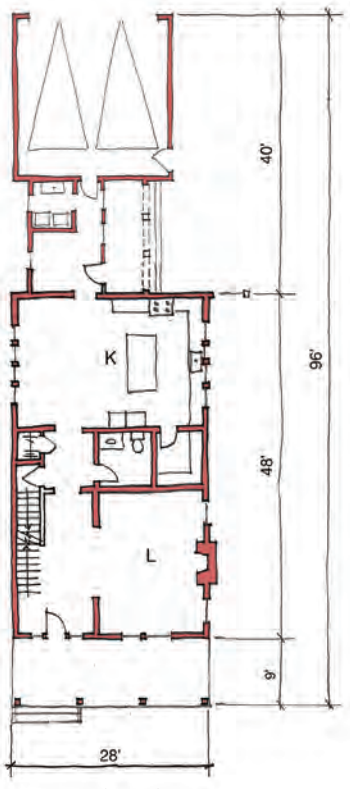
First Floor Plan



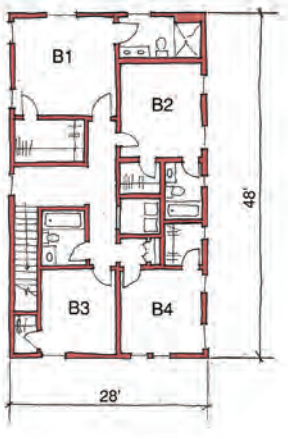
Second Floor Plan

4 Bedroom House





First Floor Plan



Second Floor Plan

THREE-BEDROOM (SIDE ENTRY) & FOUR-BEDROOM SINGLE-FAMILY HOMES

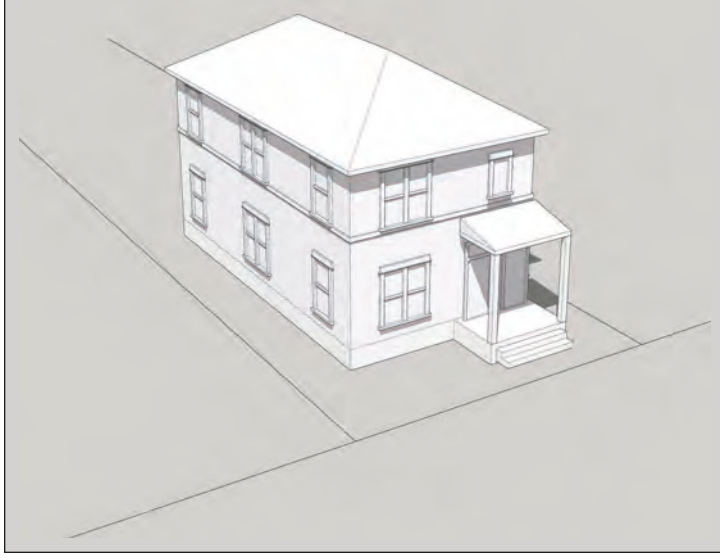
Corner lots create the opportunity to wrap the porch on two sides of the house, adding architectural interest on the side as well as increasing the connection to the public realm. Turning the corner also allows for a house with two fronts. The three-bedroom home above illustrates a design with the front door on the side of the house. Configurations like this open up the floor plan options with a central circulation core to have more windows on the front and back of the house.

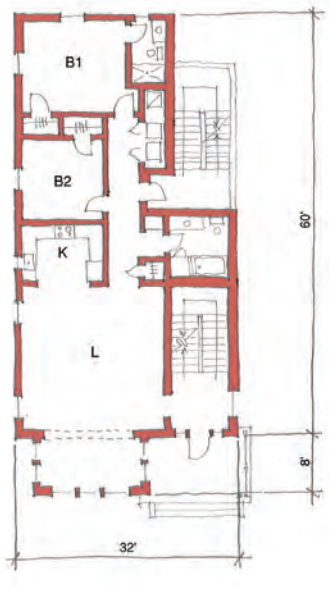
The four-bedroom home above offers options for larger or multigenerational families. This design includes a connected alley-fed garage, a configuration that is possible on all housing types. In this case it is attached with an enclosed breezeway with drop zone and mudroom as well as a side porch that connects to the backyard.

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

Examples of midsize and large three- and four -bedroom homes showing typical massing.

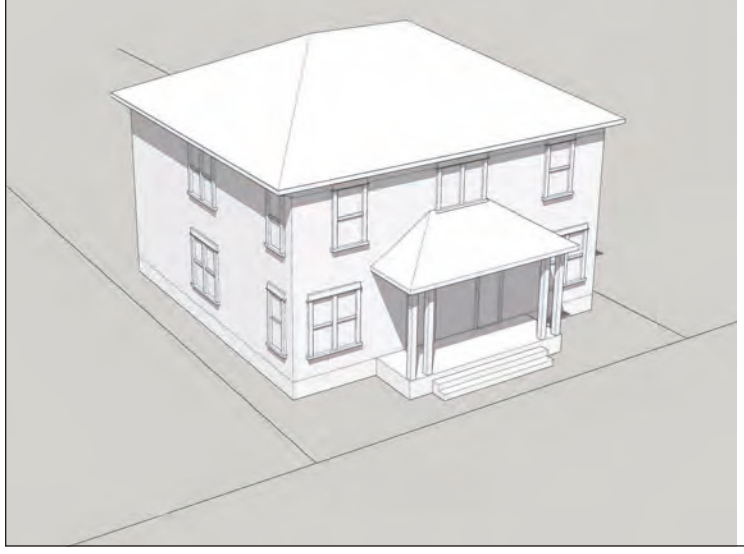
Duplex-Stacked

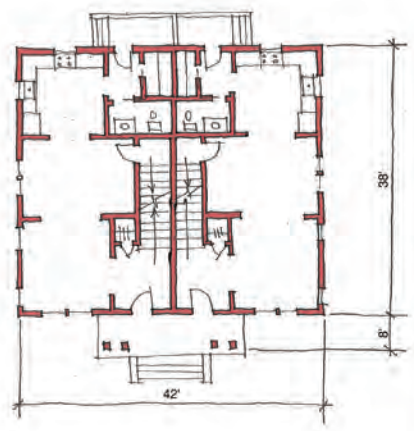




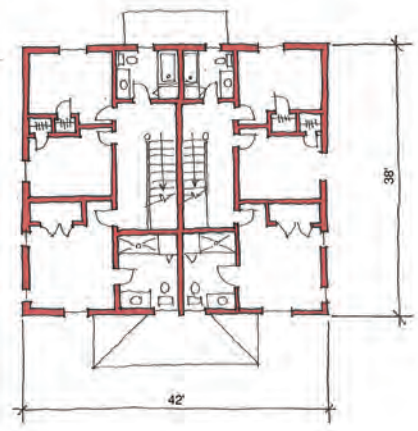
Typical Floor Plan

Duplex-Side by Side





First Floor Plan



Second Floor Plan

Stacked duplex

Side-by-side duplex

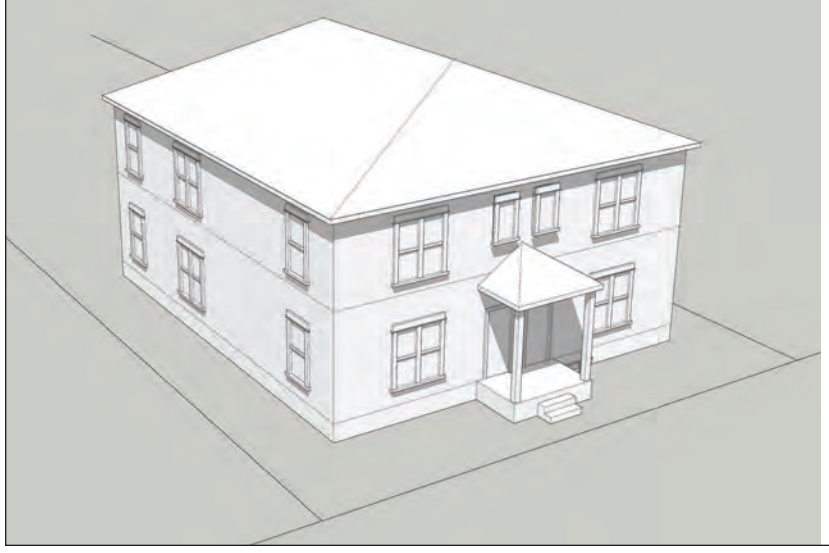
DUPLEXES: STACKED & SIDE-BY-SIDE

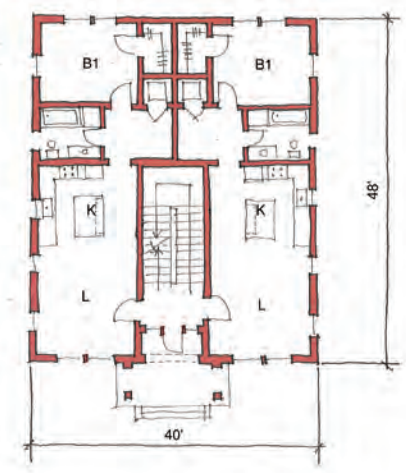
One of the most overlooked and derided housing types of recent years is the duplex. When the word is used, people often envision a garage-fronted, low-income home or maybe a dilapidated rental property. The reality is that duplexes, when designed well, can be seamlessly integrated into a neighborhood of single-family homes—nearly invisible, unless you happen to notice there are two front doors.

South Bend has a rich heritage of duplex housing types, which are often just a block away from historic mansions. Some duplexes are initially designed, with units stacked (the same floor plan, one on top of the other), side-by side (units sharing a wall); or front-to-back. Other duplexes are single-family homes that have been carved up into two units. This shows the resiliency of a traditional neighborhood home design: when done well, it can be adapted into different housing types over time and will still contribute to the greater community.

The photos above illustrate two of the numerous duplexes currently found in South Bend. The strength of this type is that it adapts to several life phases or investment needs. It can be simply a rental property for a landlord, but it can also be a starter home paired with an investment property, where the second unit's rent pays the mortgage for the owner living in the first unit. It can also provide a perfect housing configuration for a multigenerational family, so aging parents can live close to grandchildren.

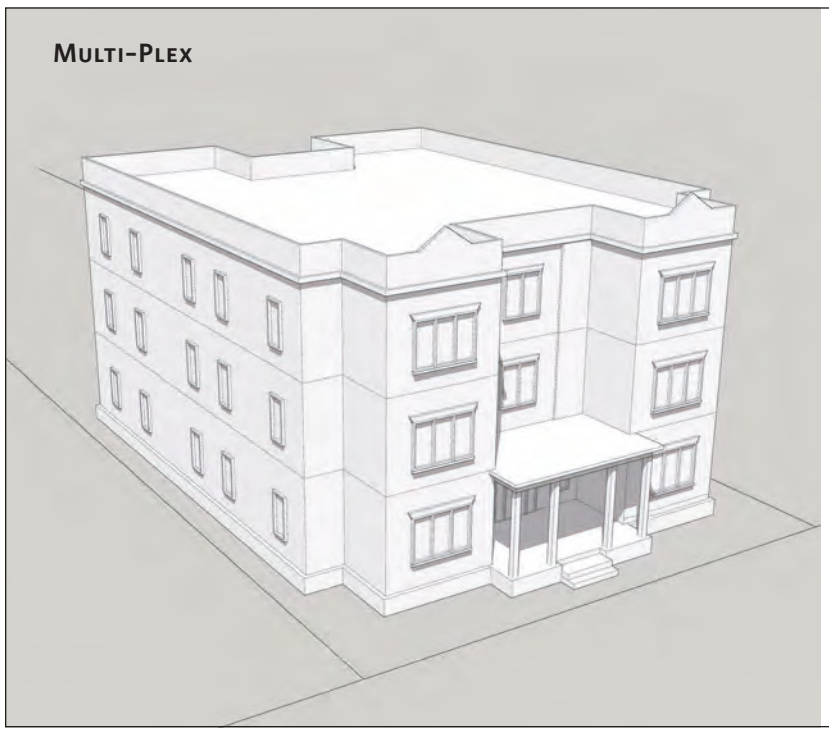
4-Plex

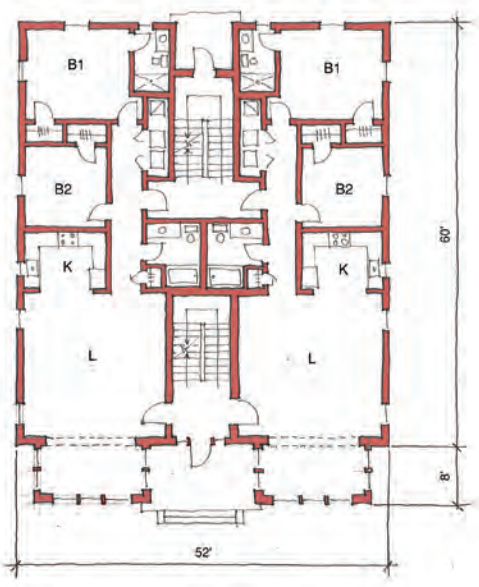




Typical Floor Plan

Multi-Plex





Typical Floor Plan

Typical massing of a four-plex

Multiplex with six units

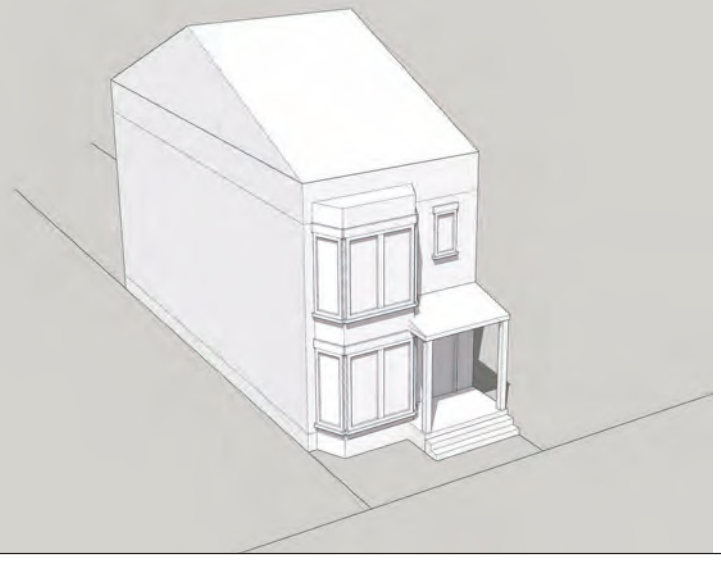
FOUR-PLEX & MULTIPLEX

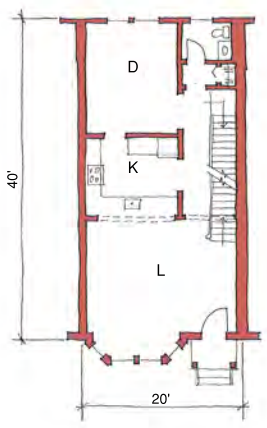
Much like the duplex, the idea of an apartment building has been wildly distorted in recent years. People often think of apartment living as either a luxury high-rise tower in a downtown or an apartment complex surrounded by parking in the suburbs. Between those two extremes are small apartment buildings designed to seamlessly integrate a neighborhood fabric.

The number of units will vary, as will the scale of the buildings. Four-plex units are designed to look like large homes, while midsize multiplex units take on a more urban character and help to transition between smaller-scale duplexes and four-plexes and mixed-use commercial buildings.

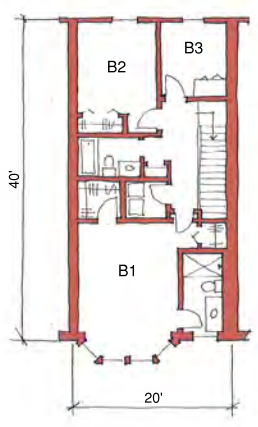
Modest multifamily buildings are ideal types for small-scale developers interested in investing incrementally in the William Seam neighborhood because they require less capital that a large multifamily tower or complex and can quickly convert into rental income.

Townhouse



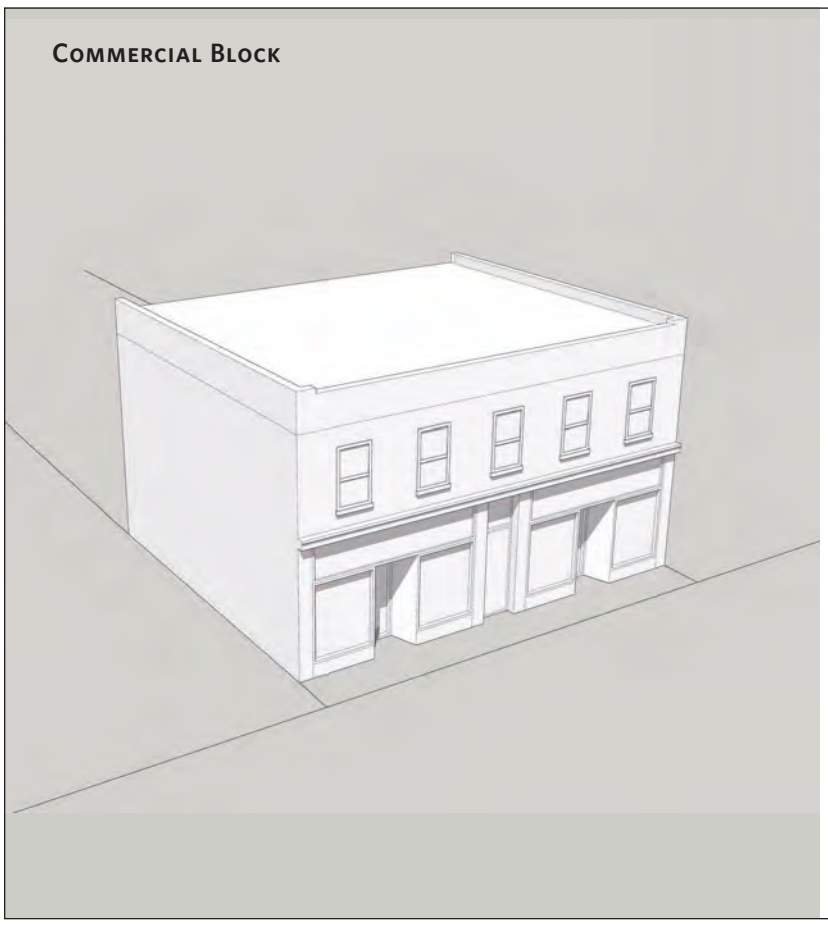


First Floor Plan

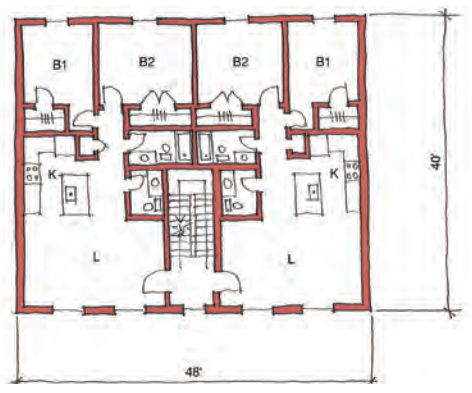


Second Floor Plan

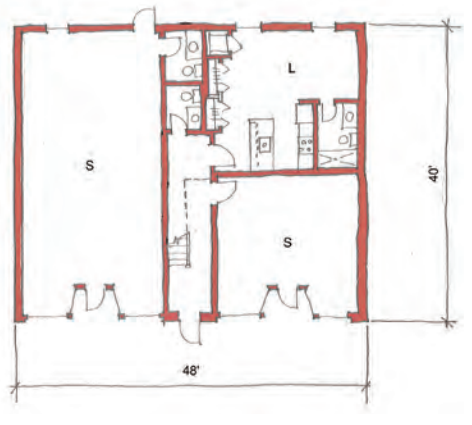
Commercial Block



Second Floor Plan



First Floor Plan



TOWNHOUSE & COMMERCIAL BLOCK

The townhouse, by its name and nature, works best when located in an in-town neighborhood. This type attracts residents who don't want to live in a single-family house or an apartment. The townhouse is the perfect midpoint between the two because it provides a door off the street and small backyard, while at the same time offering a sense of security and the ease of shared maintenance.

Townhouse plans depend on deep rooms to draw light further into the unit because, unless it's an end unit, there are no side windows. This is achieved by keeping bathrooms and circulation in the center of the plan to keep habitable rooms on the exterior walls.

Commercial block buildings are mixed-use buildings with a shop or professional office on the ground floor and either apartments or offices above. Building widths, depths, and heights vary greatly due to site conditions and program needs. This highly versatile type facilitates the transition from the neighborhood scale—single and multifamily buildings—to the mid-rise and high-rise downtown buildings.

A row of townhomes

A commercial block building, mixed-use

CODING & REGULATING PLAN

How do we achieve the vision for the William Street Seam? A critical factor is the implementation of zoning regulations that encourage the form of new development that successfully transitions from largely detached residential buildings to the dense downtown core. As part of this process, the zoning regulations already in place needed to be tested and critiqued.

As it exists today, the regulating plan of the various zoning districts in this area looks like a patchwork quilt. Zones have been designated not as generators of form but rather as legal accommodations for existing building uses. This approach locks in by force of law a particular use on a particular lot and limits the code's ability to create place.

This masterplan takes a different approach. We propose using zoning regulations to shape the form of buildings in this neighborhood rather than designate just how they are used. In light of this, the team made a number of suggestions for modifications to the current zoning ordinance.

First and foremost, eliminate the "Neighborhood Center" district from the William Street Seam area. As it is currently written, the code allows for some residential and commercial types desirable for this area, but because it excludes detached single-family residences, it is not flexible enough to promote a smooth transition from housing to the west to the towers downtown. Instead, using only the Urban Neighborhood-3 and Urban Flex district designations allows all of the building types included in the masterplan. Their application is intentionally uniform and incremental, form-based and not use-based.

FIGURE 17: EXISTING REGULATING PLAN

	U1	U2	U3	UF	NC	DT
	URBAN NEIGHBORHOOD 1	**URBAN NEIGHBORHOOD 2**	**URBAN NEIGHBORHOOD 3**	**URBAN FLEX**	**NEIGHBORHOOD CENTER**	**DOWNTOWN**
ALLOWABLE TYPES	Carriage House Detached House Duplex	Carriage House Detached House Duplex ~~Apt House~~ Triplex / 4-plex Townhouse Cottage Court	Carriage House Detached House Duplex ~~Apt House~~ Triplex / 4-plex ~~Stacked Flats~~ Multi-plex Townhouse Cottage Court	Carriage House Detached House Duplex ~~Apt House~~ Triplex / 4-plex ~~Stacked Flats~~ Multi-plex Townhouse ~~Shops~~ Commercial Block Cottage Court	Carriage House ~~Apt House~~ Triplex / 4-plex ~~Stacked Flats~~ Multi-plex Townhouse ~~Shops~~ Commercial Block	~~Apt House~~ Triplex / 4-plex ~~Stacked Flats~~ Muti-plex Townhouse ~~Shops~~ Commercial Block Mid-rise / Tower
SETBACKS	15' front 10' corner 5' side 20' rear / principal 5' rear / parking	15' front 10' corner 5' side 20' rear / principal 5' rear / parking	5' MIN front + corner 15' MAX front + corner 5' side 20' rear / principal 5' rear / parking	~~5' MIN~~ 0' MIN front + corner 15' MAX front + corner ~~5' side~~ 0' side 5' rear	0' MIN front + corner 12' MAX front + corner 0' side 5' rear	0' MIN front + corner 10' MAX front + corner 0' side 0' rear
ENCROACHMENT	Architectural feature = 3' front, side, rear Balcony = 5' front + corner 10' bay window = 3' front + corner	Architectural feature = 3' front, side, rear Balcony = 5' front + corner 10' bay window = 3' front + corner	Architectural feature = 3' front, side, rear Balcony = 5' front + corner 10' bay window = 3' front + corner	Architectural feature = 3' front, side, rear Balcony = 5' front + corner 10' bay window = 3' front + corner		
HEIGHT	35' MAX 2 1/2 stories 18' - 24' accessory bldg	35' MAX 2 1/2 stories 18' - 24' accessory bldg	40' MAX 3 stories 26' accessory bldg	40' MAX 3 stories 26' accessory bldg	40' MAX 3 stories	150' MAX 12 stories

FIGURE 18: EXISTING SOUTH BEND ZONING CODE REGULATIONS WITH RECOMMENDED REVISIONS NOTED IN RED

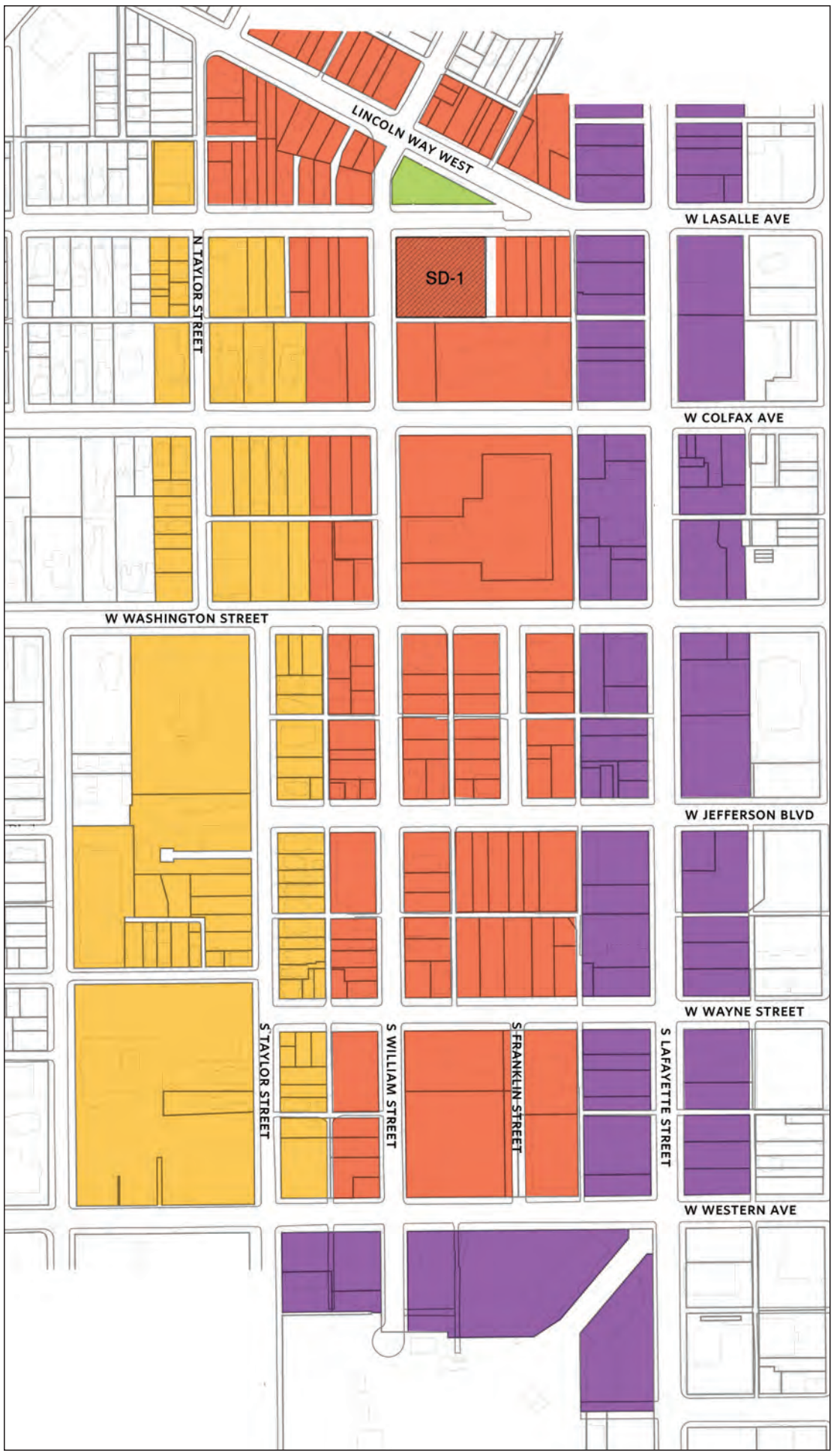


FIGURE 19: Proposed Revisions to Regulating Plan

Urban Neighborhood Zone

Urban Flex Zone

Downtown Zone

Second, redefine terms used in the zoning ordinance for various building types to bring the ordinance more in line with typical form-based codes and more easily describe the kinds of housing solutions desired for the William Street Seam as well as South Bend in general. Types should be designated to more clearly articulate the desired number of housing units they may provide. Thus, "duplex" remains for all two-unit types, "apartments" becomes "tri-plex/four-plex," and "stacked flats" becomes "multiplex" for five units or more. Also, "shops" becomes "commercial block" to allow for a variety of commercial uses that may or may not include shop fronts.

Finally, adjust setbacks within the Urban Flex district to be more like the Neighborhood Center and Downtown districts and less like the Urban Neighborhoods. Thus, we suggest changing the minimum front, corner, and side setbacks to zero feet while maintaining the maximum front and corner setback of fifteen feet. This will permit the allowable building types to sit closer to the street more in keeping with its urban context.

ASSESSING SIGNIFICANCE OF HISTORIC STRUCTURES

The area of the charrette extends into two districts: West Washington and Downtown (**Figure 21**). The West Washington Neighborhood was nominated to the National Register of Historic Places in 1975. Primarily residential in its focus, at the time the nominators also reached into the downtown to include the 1855 Courthouse. A Downtown South Bend National Register District was created on June 5, 1985, capturing the surviving historic buildings in the city's central core. These two historic districts meet at the William Street Seam.

Within the charrette area, several outstanding buildings, mostly of local and regional significance, have escaped demolition, as have a remarkable quantity of "contributing" buildings. The significance of these buildings is reflected in the National Register rating (**Figure 20**).

To document and affirm the different layers that are evident in the historic buildings of the area, each building has been re-evaluated and assigned the applicable significance tag (**Figure 22**):

1. **Historical Significance:** the building is a significant record of the history of the city (the function it had, the owner's role into South Bend's history, etc.).
2. **Architectural Significance:** the building is an important architectural record (building type, time of construction, formal values, building techniques and materials).
3. **Urban Value:** the building is part of a historical urban setting.
4. **Cultural and Social Values:** the building had an important civic use or is a significant record of social interaction (regardless of present-day use).
5. **Religious Significance:** the building was an important place of worship for a community (regardless of present-day use).

Each building's significance may be local (**L**), regional (**R**), or, in rare circumstances, national (**N**).

The final layer addresses architectural design. The team surveyed each building and applied the following criteria.

- **Outstanding:** Transcendent architectural value, not found in other communities
- **Notable:** Extraordinary architectural value - not found in other parts of South Bend
- **Contributing:** Good architectural value forming a core of the neighborhood's heritage resources

For this reason, the study, protection, and preservation of these buildings needs to be coupled with activities that raise awareness and promote their use and integration as living places. Integrating heritage conservation into the planning of the city offers strong potential to succeed in bringing people to areas that suffered from massive demolitions and have become "no places." Ultimately, we need to move away from a notion of heritage conservation as something "apart" and instead have it become "part" of the city.

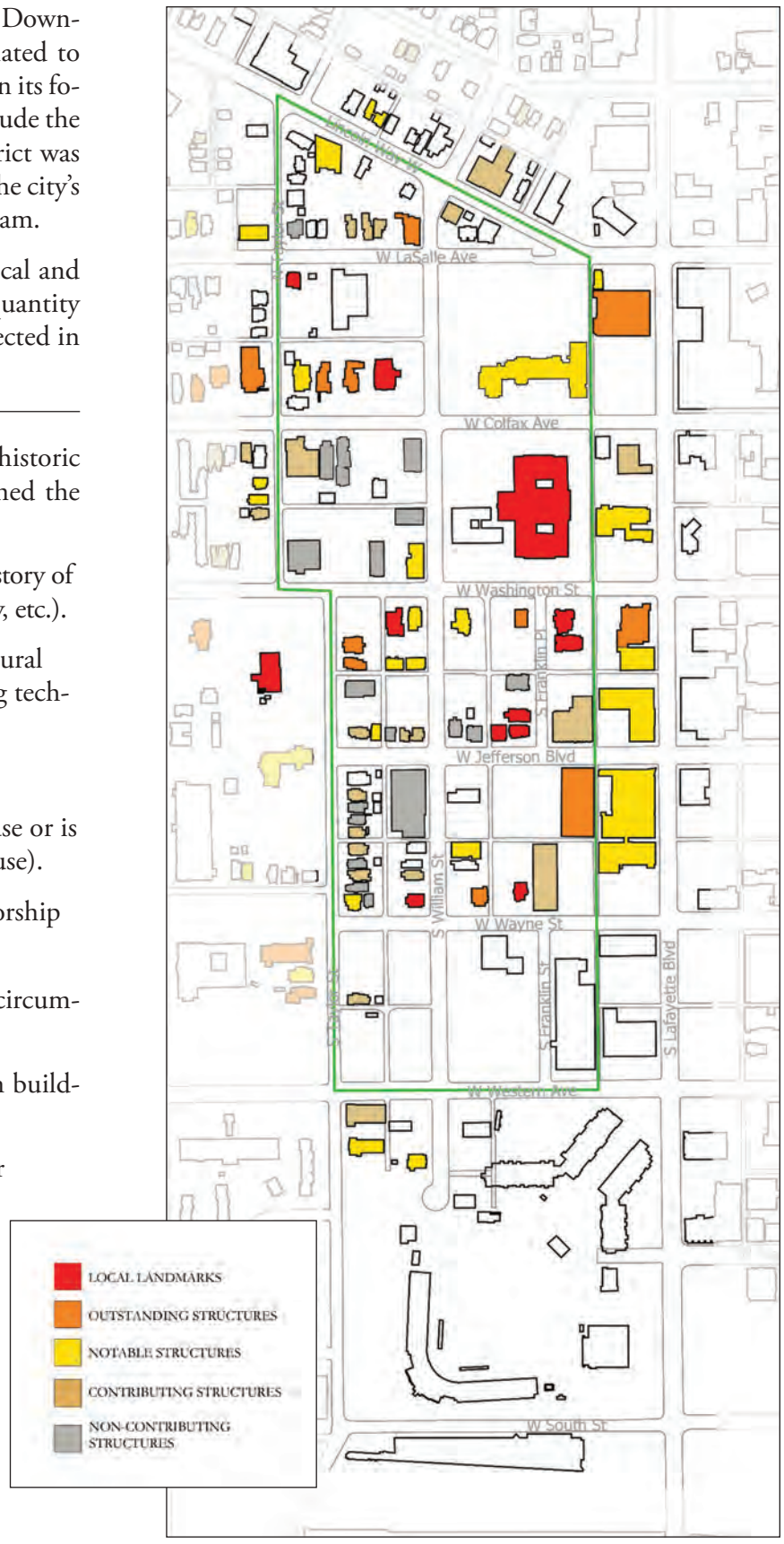
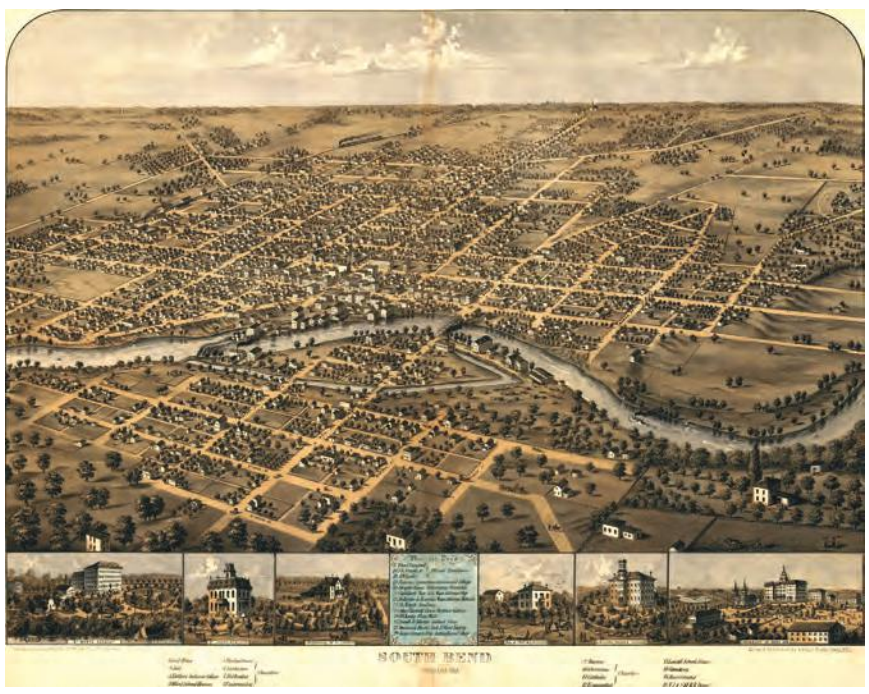


FIGURE 20: EXISTING NATIONAL REGISTER BUILDING DESIGNATIONS.



Historic postcard showing aerial view of South Bend in 1866.

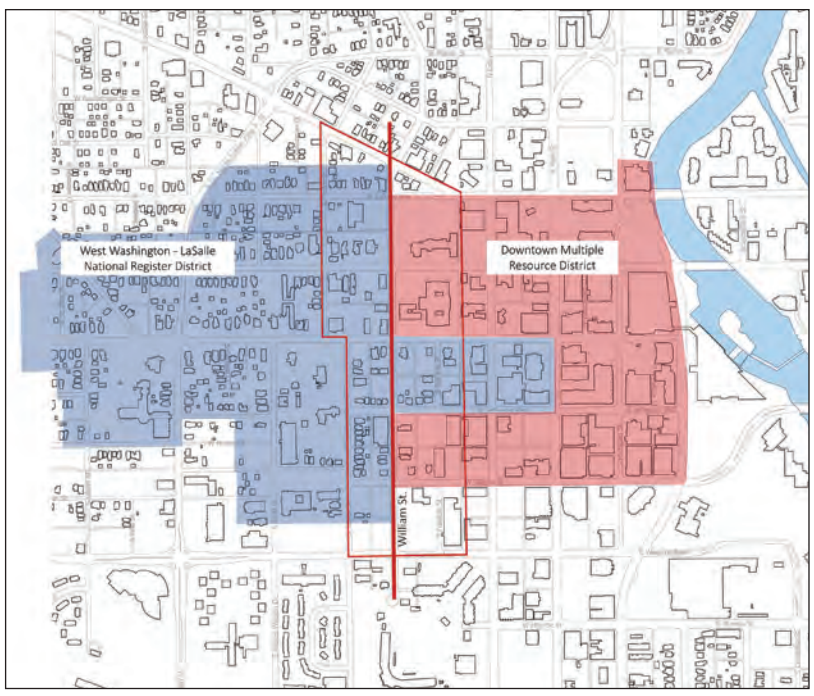


FIGURE 21: EXISTING NATIONAL REGISTER DISTRICTS.

FIGURE 22: SIGNIFICANCE OF EXISTING BUILDINGS.

200 Block of S. Taylor: Compound of single-family houses (Urban Value)

309 S. Taylor: St. Patrick Church (Religious significance)

511 W. Colfax: Birdsell Mansion (National significance)

320 W. Washington: Historic house (architectural significance)

100 Block of Franklin Place: Brick paving

340 Lincoln Way West: Traditional masonry commercial building (cultural and social values)

ACTIONS FOR PRESERVATION OF HERITAGE BUILDINGS

With the historical layers identified, attention turns to recommended interventions, or paths for the rehabilitation and restoration of the heritage buildings in the charrette area. Best practice in this matter involves undertaking the least amount of intervention as possible when working on the highest rated buildings, and even suggests considerations for interiors.

Conversely, those buildings rated "contributing" find interventions focused on overall character retention rather than a focus on specific materials. The final intervention suggests a consideration of the environmental consequences of demolition, favoring reuse. Interventions on those "reuse" rated buildings suggest considering overall neighborhood characteristics (window size, design details, porches, and the like) but are less concerned about materials.

1. **Restoration:** Reserved for extremely meaningful buildings. All components (exterior and interior) of the building should be preserved. Limit replacements in order to retain elements which demonstrate valuable craftwork, materials, building technology.
2. **Rehabilitation level 1:** Preservation of exterior with replacement of decayed/inappropriate parts as per original construction (same material, same design). Consider important interior arrangement and materials when developing a renovation plan, prioritizing options for retention instead of removal.
3. **Rehabilitation level 2:** Preservation of exterior with replacement of decayed/inappropriate parts as per original construction (same material, same design). Renovation of interior as needed.
4. **Relocation** of building into zoning with similar density or proposed building type. In line with the Climate Change Challenge, the existing building stock must be reused/retrofitted to avoid demolitions that produce more greenhouse gases and contribute to global warming, and in some cases can be relocated. Relocation of existing buildings shows to be competitive in terms of construction costs.

RECOMMENDATIONS: DISSEMINATION AND ADVOCACY ACTIONS

1. Complete a building-by-building assessment for recommended interventions for all heritage buildings in the area and develop a building owner reference guide to help heritage building owners understand and access best practices for different types of projects. Consider it as an internship or Notre Dame School of Architecture historic preservation class project.
2. City partners with organizations such as Indiana Landmarks, South Bend Heritage Foundation, and the Near West Side Neighborhood Association to facilitate the purchase, rehabilitation, and sale of underperforming or threatened heritage buildings in the area. Include South Bend Community School Corporation as a Trades Program in the renovation as well as new construction.
3. Leverage or complete those projects with the University of Notre Dame School of Architecture to use the buildings as hands-on learning labs in appropriate courses such as design, materials, research and documentation, and history and theory. Supplement with semester-long internships or internships during summer and winter breaks.
4. Create a homeowner matching grant fund to incentivize the sensitive exterior rehabilitation of heritage buildings in the area.
5. Build on existing interpretive projects such as Building South Bend as well as the West Washington and downtown South Bend tours to expand the interpretative infrastructure through digital tours, heritage building owner renovation manuals, and a deeper digital catalog of resources.

Relocation

Duplex intervention (contributing)

Example of notable building (notable rating)

Example of outstanding building: Cushing Manor

Wayne Street Garage intervention

S. Taylor Street house intervention looking south

Reuse: Green connection

Building to be removed/replaced

DEVELOPMENT STRATEGY

The principles for directing the redevelopment of the William Street project are important for a variety of reasons. Firstly, they are so radically different than those in fashion and in effect until recently. Secondly, for their validity in undertaking the redevelopment of the rest of the neighborhoods in the periphery of downtown South Bend, the downtown itself and other town and city centers in the region, the state, and the Upper Midwest.

1. Beyond Suburban Bias

The reflexive exodus to the suburbs must be reconsidered on a variety of grounds. It has become a waning trend with residual commanding influence, diminishing the right of individuals and families to live wherever and however they wish. Suburban sprawl has delimited the process of new development to the point that living in exurbia is virtually the only available option today.

That's the case because, for decades now, new development has been driven by inflexible public policy that follows trends as opposed to enabling change. Augmented by regulations and codes that determine the actions of land-use, environmental, engineering, and architectural practices, building in suburbia is rendered relatively simple, while building in urban centers remains an adventure. All of this, despite the evidence that, in the long run, suburban sprawl is not economically sustainable. The first order for the reconstruction of the center of South Bend is leveling the playing field between urban and suburban development.

2. Existing Infrastructure as a Key Asset

It is now fully understood that the tax-based public subsidy of suburban growth through the construction of roads and utility infrastructure is not fiscally viable. New suburban properties do not cover the public cost of delivering their infrastructure. This is particularly true because urban development is permanent and operates on continuous place-improvement and value enhancement, based on a multiplier effect. Suburban projects, on the other hand, are one-off in nature and have a useful-life expectancy of seven to ten years. The long-term value of investment in such projects is very limited.

The illusion of suburban prosperity is based on a kind of Ponzi scheme, where current fiscal balance becomes feasible only through continuing exurban sprawl. The day will come, and relatively soon, when the folly of this process will become exposed. The irony is, of course, that center cities represent billions of dollars in infrastructural systems already in place that have been generated incrementally and maintained over the decades and centuries. These allow new projects to be built by contributing for their access onto existing infrastructure as opposed to having to extend roads and utilities to each new exurban development site at huge cost. This is the most compelling economic argument to be made for the need to concentrate development in first-ring suburbs as opposed to constantly dispersing it onto farmland.

3. Preservation-Based Redevelopment

What we have finally learned in recent years is that blight is caused more by public policy and misdirected economic activity than by the inability of individuals to sustain the quality of their homes and neighborhoods over time. The bitter truth is that historic buildings currently in place within the project area, in whatever state of repair, are superior in form, construction, and material detail than anything that has been built since the 1960s.

The many excellent historic buildings in our project area point to the right intensity of development, design form, and material quality that we need to pursue in reconstructing South Bend's downtown neighborhoods. They are poles of pride and identity and speak to the longevity, values, and traditions of this community and every other; after all, the most sustainable building is the one that exists today and is durable and lovable enough to be useful in the long run. Yet, we are still in danger of losing these older buildings that contribute to the character of place. And, repeatedly over the last years, new buildings have not proven to be necessarily better than the ones they were meant to replace. It is now time to reverse course and consider existing historic buildings the bedrock on which reconstruction should be based. This change of heart should begin with a freeze on all demolition.

4. Private/Public Collaboration

In places where the development process is robust, the private sector can rely on the public one for a reasonable level of regulation and a fair process of entitlement that delivers both private profit and the public good. In places like downtown South Bend, where the substantive new development of houses, housing, and new neighborhoods has been stalled for decades, the two sectors need to collaborate in order to restart an orderly process of managing and rebuilding the existing center city and its adjacent neighborhoods.

What this means in practical terms is that the City should engage in multiple masterplans of the kind that this effort represents: a visioning and planning process that delivers coordinated and sequenced public and private actions to specific development ends. This new kind of joint effort should have the objective of reversing public doubt and generating first public trust and then broad public interest in living and working in a downtown-adjacent neighborhood. The public sector is the party that typically initiates this kind of radical change in role. The most successful method of doing so is not by handing developers project-targeted cash, but by engaging in public projects that ease the path to private investment.

5. The Public Subsidy Dilemma

During hard economic times, municipalities have succumbed to the temptation to jumpstart development by subsidizing individual developers. There are many reasons why this is an exceptionally bad idea: It highlights the fact that the real estate market is dysfunctional; it suggests that the crisis in developing new buildings downtown is financial alone; it promotes the fiction that development challenges can be resolved one project at a time; it encourages predatory behavior on the part of developers. And the list goes on.

Instead, in times of crisis cities should engage in initiatives that are based on reducing or eradicating the factors that frustrate the normal functioning of the market, such as the need for better schools, slower traffic, outcome-focused zoning, structured parking, more streetscape, better policing, and many more. These are the kinds of public actions that would result in preparing city sites for many developers to compete and succeed in developing, rather than choosing one, subsidizing it in a typical "Hail Mary" move, and hoping for the best.

6. Small-Scale Infill

We are emerging from a period when the correct process of redevelopment was imagined to be violently disruptive, based on a model of demolition first, then reconstruction using new and modern architectural forms at densities that were contrary to existing neighborhood buildings. Nationwide, this has proved to be a counterproductive strategy. It is unfortunately still being practiced widely in many municipalities. We now know that the best way of proceeding with the William Street project and with projects like it is through the process of infilling. The word infilling suggests a general strategy that in fast growing towns and cities can sometimes also have negative consequences. In such places, new infill housing projects can often overwhelm the physical appearance of traditional neighborhoods.

In the case of South Bend, infilling should be practiced from a particular perspective: prioritizing the development of empty lots first and filling out as many missing buildings on urban blocks as possible, first with houses and house-compatible types—duplexes, triplexes, and quadruplexes—and eventually with larger buildings—six- and eight-plexes. As these larger buildings begin to increase in size beyond that of individual houses, every effort should be made to have some part of their form inflect to adjoining buildings. In no cases should new residential buildings exceed three stories in height and three lots in width. Respect for traditional types, traditional construction, and local architectural character is essential in the design of this new model of infill development.

7. Family-Supporting Services

Traditional neighborhoods are typically mixed in use. There are a variety of services that can improve their livability, whether they are located within each neighborhood, or shared by neighboring ones. First and foremost, day care centers and schools within walking distance can be attractive to young families with children, as can community clinics for addressing routine medical needs. The advantages of a center-city residential location often include easy access to work—in this case at the University of Notre Dame or downtown businesses—and access to services that provide for daily or weekly needs. All of these can be within an easy drive or within walking or bicycling range.

William Street Seam: Aerial view of the complete project looking southeast toward downtown and the baseball stadium.

An often under-considered advantage of a central residential location is the opportunity for local residents to be involved with starting their own businesses in relative proximity to their homes. The William Street Masterplan suggests that there could be such an interesting local jobs incubator located within its boundaries, preferably lining the edges of the two proposed neighborhood squares. As family life is currently lived, the resource in greatest scarcity is time. Any opportunity to reduce driving, increase walking for health, convenience, and easy access to services would be a huge improvement to the lives of families across the entire spectrum, from young ones with children, all the way to families of retirees.

8. A Superior Public Realm

For the longest time, our society has been obsessed with the promoting, designing, and constructing of buildings and much less so with the shared space that they generate in the city.

Advertising for new houses and housing promotes their number of bedrooms and the features of their various rooms, especially the bathrooms and kitchens. There is little and often no mention of any care taken to site houses in a way that they define amenable public space around them.

We know from the examples of great traditional neighborhoods that streets can be designed with setbacks that are virtual parks, with streets that balance all modes and especially promote walking, and with buildings located in appropriate distances next to and across each other that enable a better sense of safety and community. Streetscapes and landscape in these neighborhoods are often more beautiful and more memorable than the buildings themselves. Any return to reclaiming living in the center of South Bend should link the design of neighborhood infill projects to include both buildings and the public space they can generate among them.

9. Mobility Modes in Balance

Since the beginning of the explosion of suburban development after World War II, cars have become dominant in the design of residential environments. This is not surprising, because cars can be convenient and provide rapid access to far-off destinations that no other mode of transportation can. What is deplorable is that cars have come to dominate our lives. We are producing suburbs that are so far-flung that driving time cuts into family time. Cars have become an expense that often is as difficult to negotiate as renting or buying a home. The presence of cars in new developments often produces wide swaths of speedy and unsafe streets, congested and depressingly uniform and ugly suburban arterial roads, and excessive stretches of parking lots. The car-dependance of suburban sprawl is one of the main contributors to climate change.

Despite claims to the contrary, downtown neighborhood redevelopment does not need to banish the automobile. Historic first-

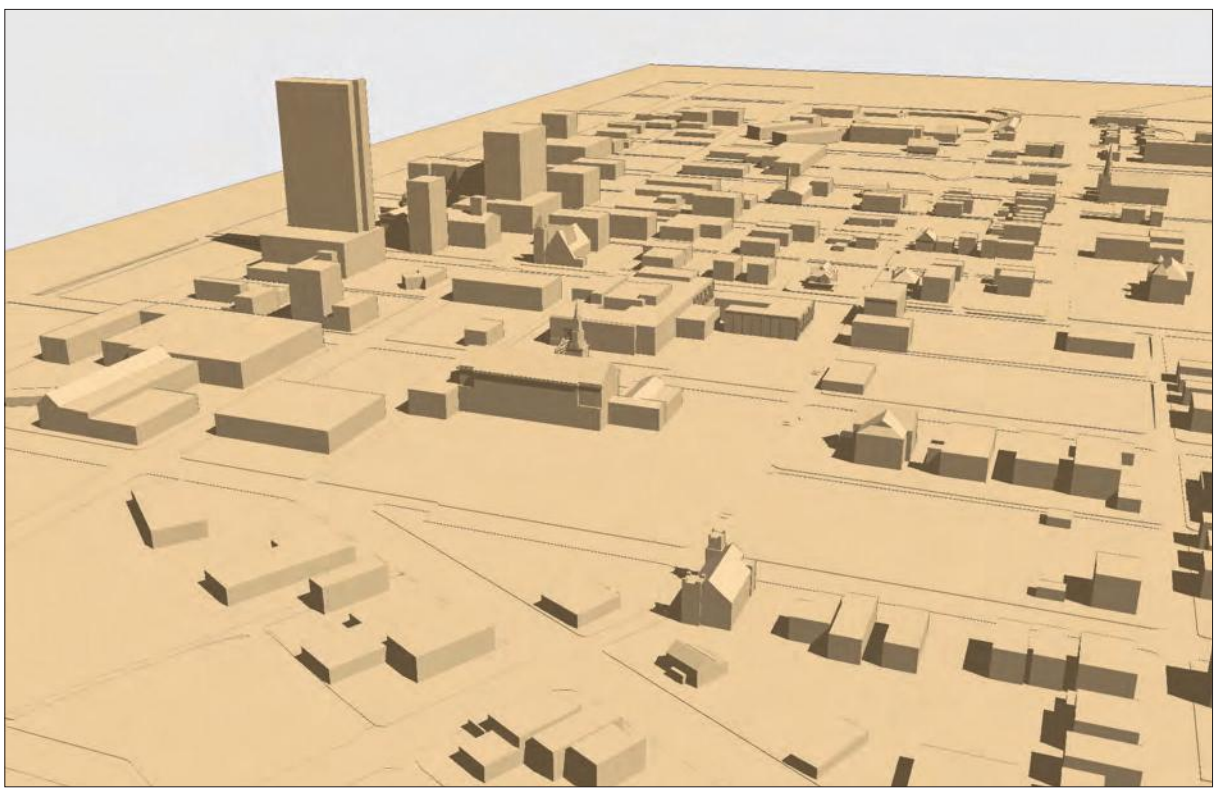
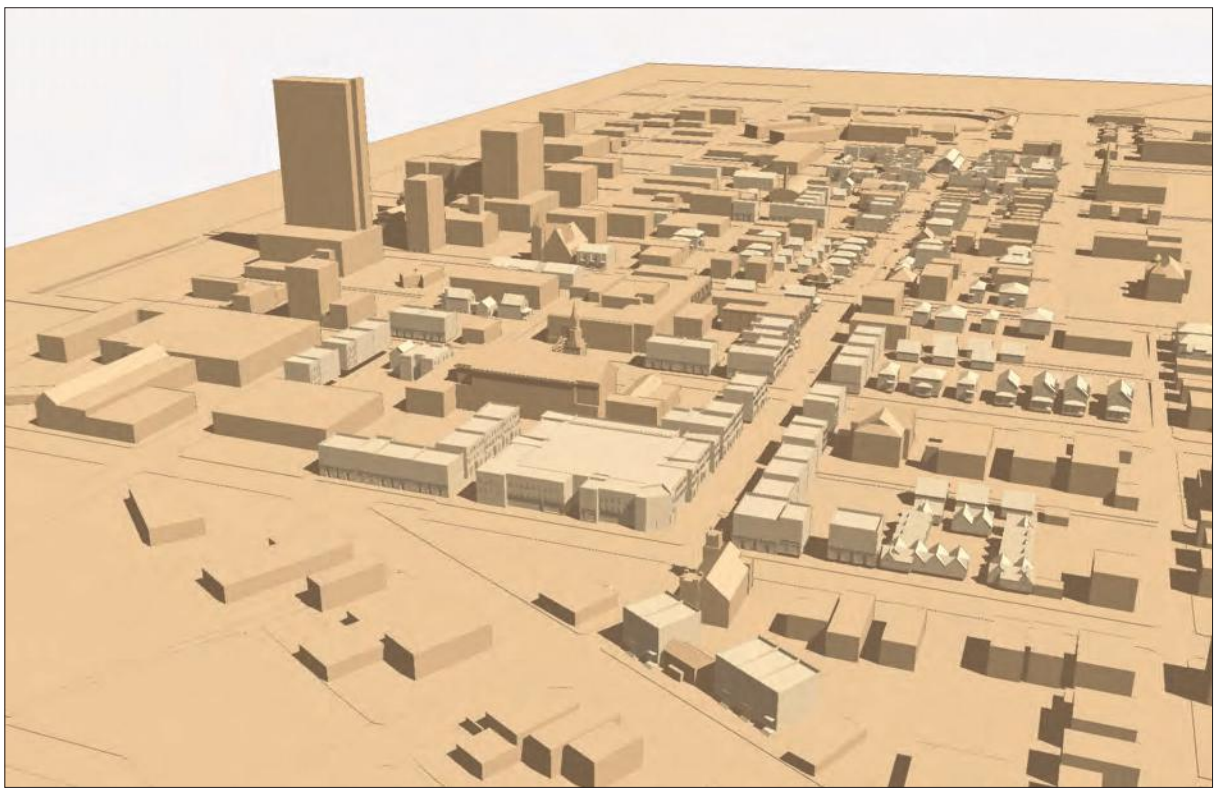


FIGURE 23: Existing Conditions: Model view looking southeast from Lincoln Way West toward downtown.



These views illustrate how the proposed infill along the S. William Street seam transitions from the single-family homes to the west to the mid-rise and high-rise buildings in downtown.

This view also captures a clear contrast between the existing conditions with which is dominated by surface parking and the proposed vision which creates a clearly defined public realm down S. William Street and onto the connecting side streets.

FIGURE 24: Proposed Vision: Model view looking southeast from Lincoln Way West toward downtown.

ring neighborhoods were designed at the dawn of the auto age and many of them accommodate car traffic perfectly. They actually do so in a mode-balanced manner that we need to emulate through new urban and architectural design. Urban neighborhoods are compact, diverse, and mixed in use. They allow for better walkability and, by providing for calmer streets, introduce the prospect of wider bicycle use. Car use remains entirely possible but not entirely necessary always and without exception for every daily task. Urban neighborhoods can also be better accessed by all forms of transit, buses, streetcars, and ridesharing vehicles. A complete streets approach, by which street-form ingredients are designed to balance all mobility modes, results in superior place-making and more livable neighborhoods.

10. Zoning Reform: Form-Based vs Use-Based Codes

Since its inception, suburban sprawl has been driven by conventional use-based zoning that separates residential zones from all others. This without providing any direction about the degree to which the extent of such residential uses should be delimited. The result is a boundless horizontal stretch of residential development that results in suburbanites being forced to access the location of their retail, civic, institutional, and other destinations by a car only. This fatal flaw of typical zoning is at the core of every transportation challenge that our society currently faces.

The City of South Bend has already adopted a form-based code, which is a huge step in properly guiding the process of neighborhood reconstruction by infill. The new code focuses on building types and proposes that the design of each new development project combine sets of such types. The William Street Masterplan adopted this strategy and recalibrated the distribution of types within each development zone in order to provide a greater degree of compatibility between existing and proposed buildings. We did this to promote the ideal version of such redevelopment as the connecting of projects new and old into a single, continuous, beautiful fabric of buildings, with no preference given for one over the other. This calibration process should be extended to the entire city.

11. Attainable and Economic Housing Choice

Offering a mix of housing types presented in the report, such as duplexes and multi-unit housing in addition to a range of single-family homes, will provide housing choice for a wide range of household configurations, age groups, and socioeconomic statuses. While creating a catalyst for economic growth and prosperity is a central goal of this proposal, it is essential not to do so at the expense of existing residents or those with limited means. The vision for William Street seeks to provide attainable housing solutions for all income levels in order to both attract new investment as well as help address local affordable housing needs. One of the simplest

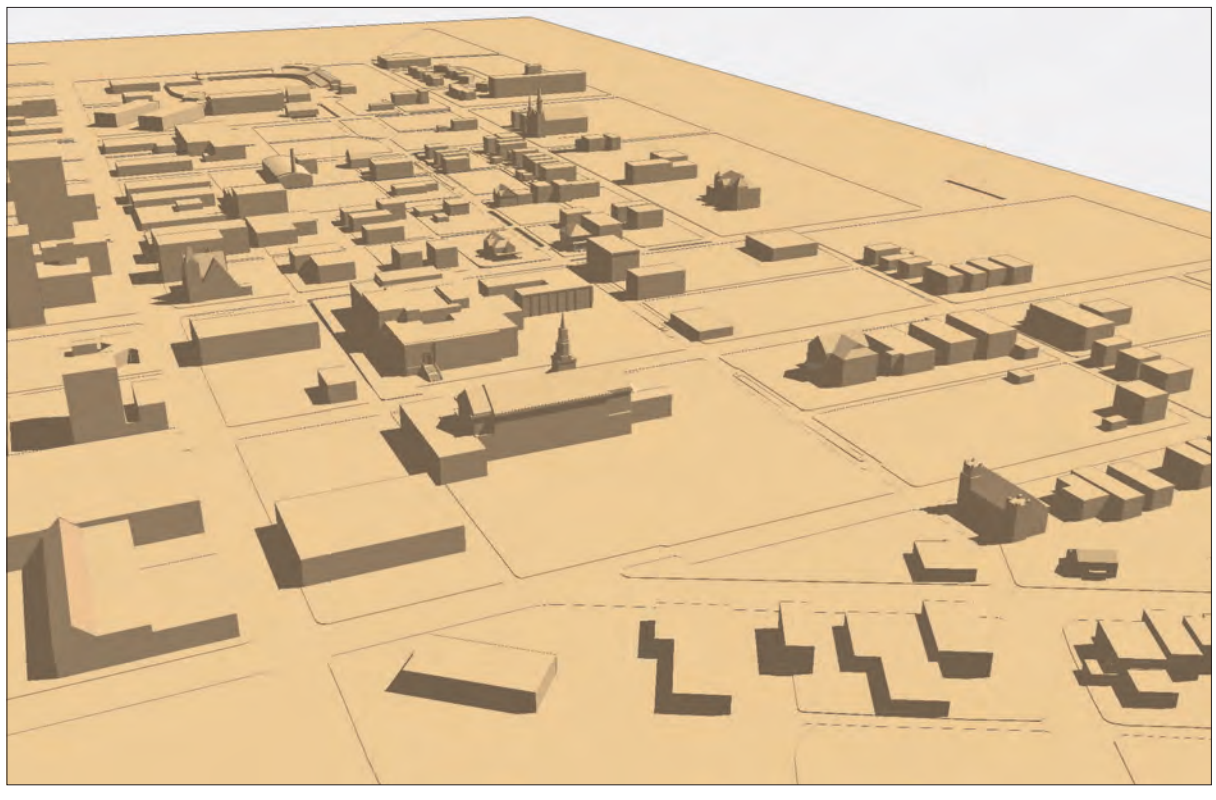


FIGURE 25: Existing Conditions: Model view looking southwest from Lincoln Way West down S. William Street

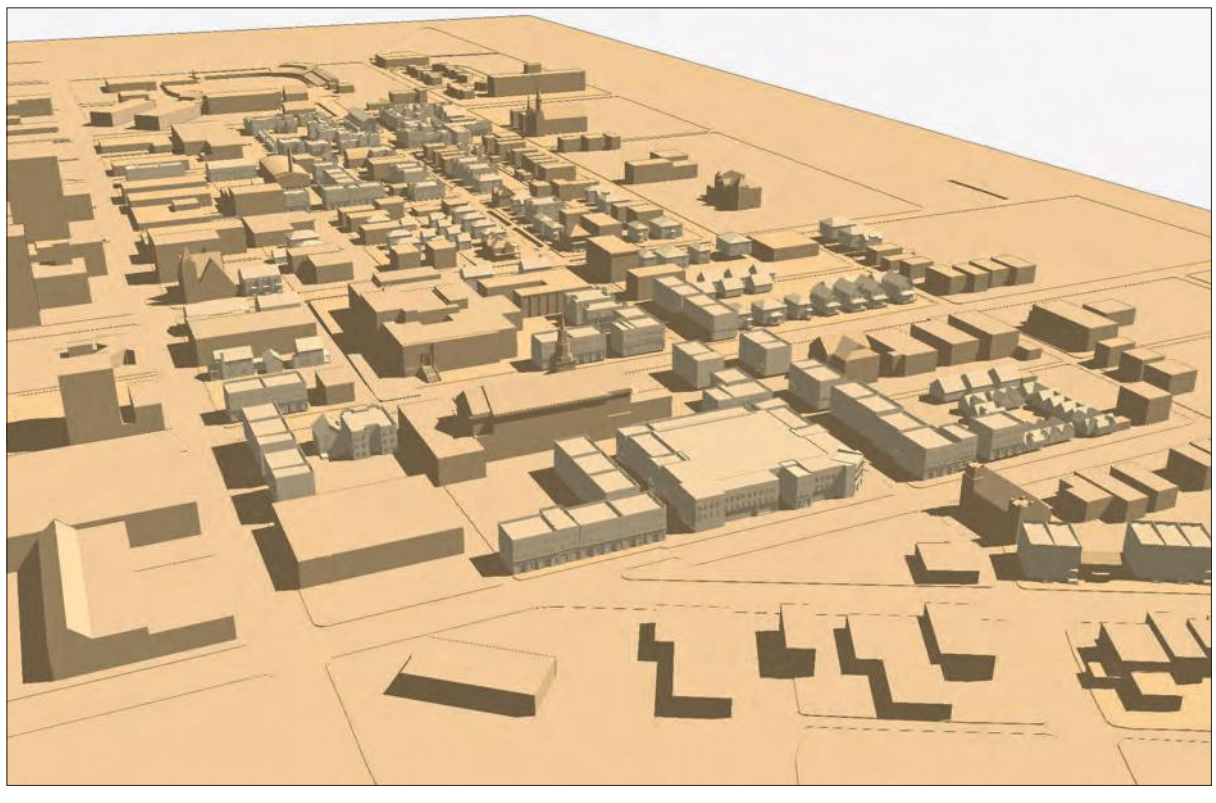


FIGURE 26: Proposed Vision: Model view looking southwest from Lincoln Way West down S. William Street

These model views highlight the proposed transformation of the open land, currently used primarily for surface parking lots, into a public realm framed by mixed-use buildings and missing middle-housing types. To accommodate parking, the scheme proposes to build a parking garage on the corner of S. William Street and W. LaSalle Avenue. This garage will only be visible at the entrances, with the rest of the structure being masked by mixed-use buildings.

Beyond this garage, these views further illustrate the conversion of freestanding individual buildings spread throughout the area into a unified public realm where the whole is greater than the sum of the parts.

ways to accomplish this is to have new development projects include a range of units by size: small, medium, and large.

12. Development by Small Entrepreneurs and Builders

Very little has been built on William Street since the 1970s. The most crucial question that this masterplan aims to address is the unlocking of the stalled development potential of this area. Proposing a vision is important, but executing a thoughtful development strategy is essential for ultimate success. The current situation in the center of the city is both a challenge and a blessing.

We know that the marvelous historic form of American towns and cities was realized in small increments of urban growth, lovingly and beautifully executed by small-town interests. As in the past, it is precisely this kind of development that is now desirable in the present. In the last decades, downtown neighborhoods have been spared the ubiquitous large and form-neutral projects favored by larger national builders. Considering that these are generally incompatible with the architectural character of historic neighborhoods, this is a blessing.

It takes the same amount of time to develop a project regardless of its size. Developers most often prefer developments of a larger size, hoping that these will render larger returns. It is precisely this kind of large-project-favoring development process that has not fared well in downtown South Bend in the decades since the urban renewal of the 1960s. In the absence of identifiable high levels of demand, what is needed now is new development projects that are smaller in level of investment and in size, and therefore promoted by small entrepreneurs and builders. In the current development climate, this is a challenge. The critical question facing us is this: How does this process get restarted?

13. A New Role for Businesses and Institutions

One possible way to imagine this different kind of process of city building is to engage regionally prominent businesses and institutions to assist in the reconstruction of historic neighborhoods and in the revitalization of the central commercial core. Businesses and institutions have a built-in self-interest to do so: a culturally vibrant and economically healthy center city can help them attract and retain employees, reap long-term benefits from real estate investment, draw residential and commercial demand from suburban areas, and catalyze wider security and prosperity by generating new investments and employment opportunities across the entire demographic scale.

A close look at different cities and regions of our country that have been successful in recovering from urban disinvestment reveals a strategy for businesses and institutions to become catalysts for this kind of urban regeneration. The strategy includes the following ini-

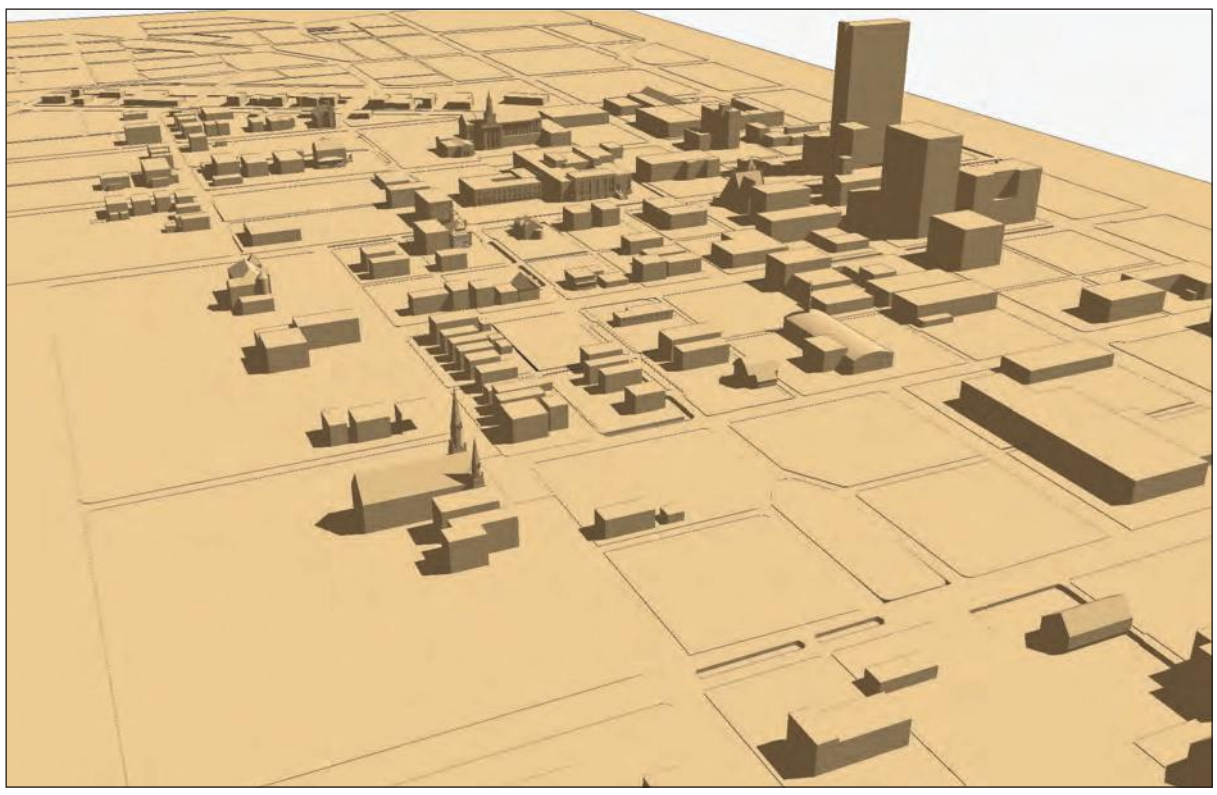


FIGURE 27: Existing Conditions: Model view looking northeast from W. Western Ave. up S. William Street.

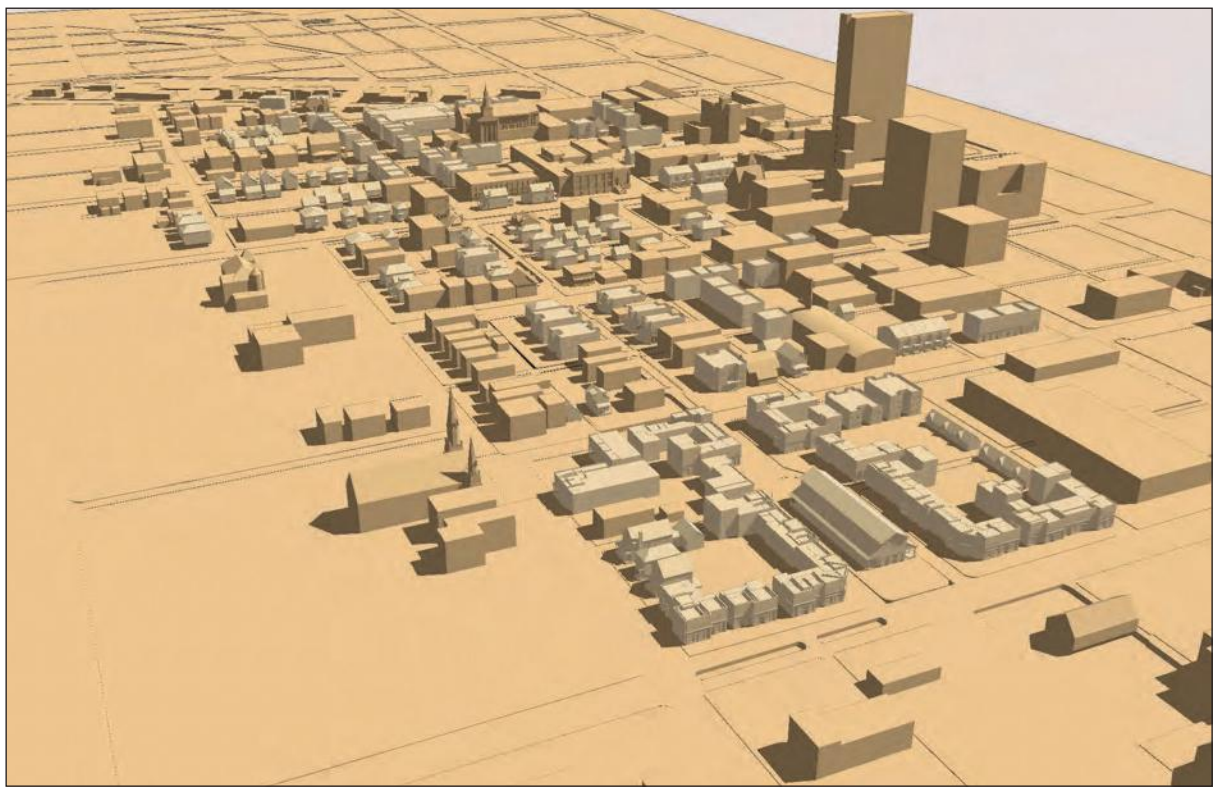


FIGURE 28: Proposed Vision: Model view looking northeast from W. Western Ave. up S. William Street.

These views highlight the market and mixed-use buildings proposed for the two mostly vacant blocks at the intersection of S. William and W. Western.

Additionally, like figures 23 and 24 on page 42, these images illustrate how the proposed new buildings in the William Street corridor create a transition from the lower-scale, mostly single-family Near West Neighborhood to the west and downtown to the east.

tiatives, among many others:

1. Supporting the goals of a place-focused downtown redevelopment strategy and participating in its direction and management, along with the City of South Bend;
2. Boosting confidence in the downtown real estate market by securing the best land parcels and historic buildings;
3. Remaining in the downtown and expanding operations there, while encouraging others to do the same;
4. Supporting the best of existing regional retail businesses to relocate or expand their presence downtown and encouraging the public to patronize them;
5. Participating in the redevelopment process to produce appropriately scaled new residential and mixed-use projects;
6. Providing direct incentives to employees to move downtown by subsidizing their down payments;
7. Providing indirect incentives to employees to move downtown by helping generate day care centers, schools, and other neighborhood serving facilities;
8. Patronizing on a priority basis the hotels, restaurants and other services located in the downtown;
9. Supporting the launch and guaranteeing the success of a limited number of smaller infill residential buildings every year, produced by small builders and developers;
10. Launching programs in job training and entrepreneurship that spread the benefits of the redevelopment of the downtown to the entire population of the city without exception.

This is a daunting agenda. But there is no other way to restart the development economy and to restore the "can-do" spirit of ambition and renewal that got us to this point. The result of such a well-coordinated and successful process and projects would be the reclaiming of downtown South Bend and the expanding and sustaining of the entire city's economy. It would also be a ranking example of how similar places throughout the Midwest could recover from the economic decline, abandonment of center cities, and urban sprawl of the last fifty years. And in the process, it would transform the economic prospects of the region and the entire Upper Midwest.

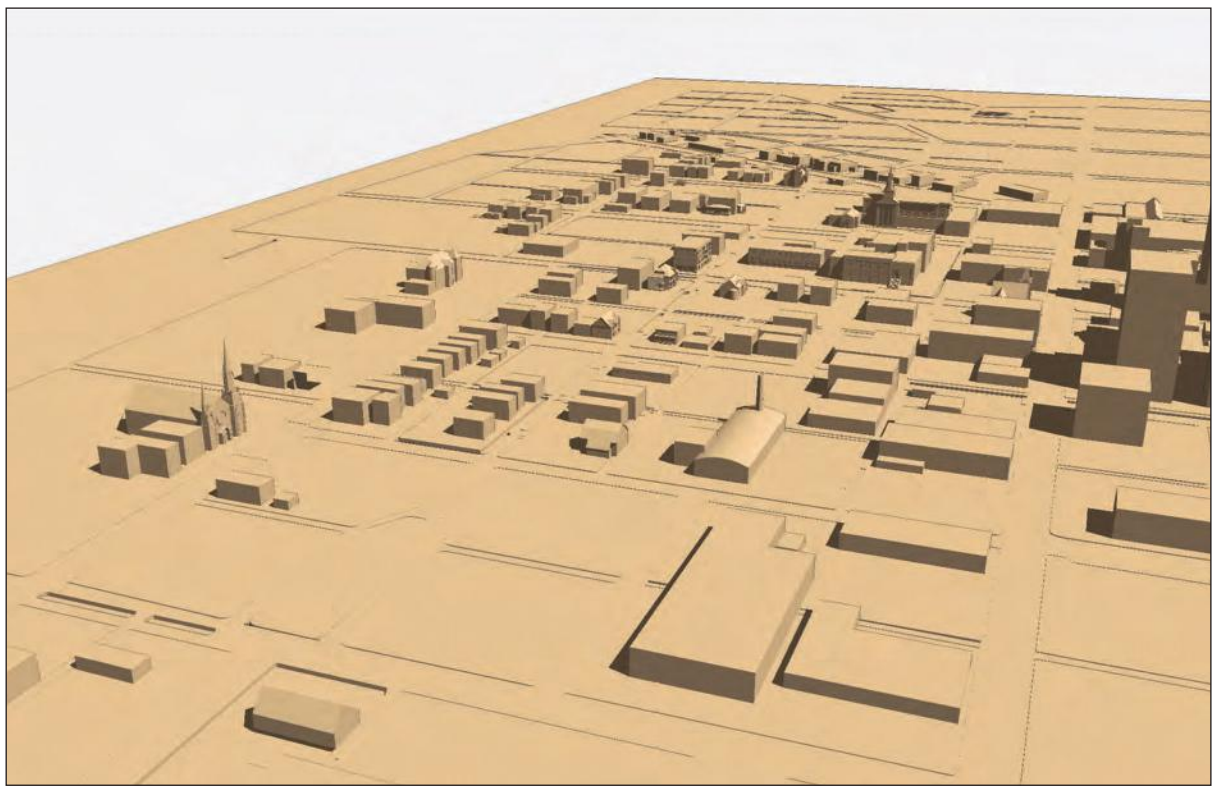


FIGURE 29: Existing Conditions: Model view looking northwest from W. Western Ave. up S. William Street.

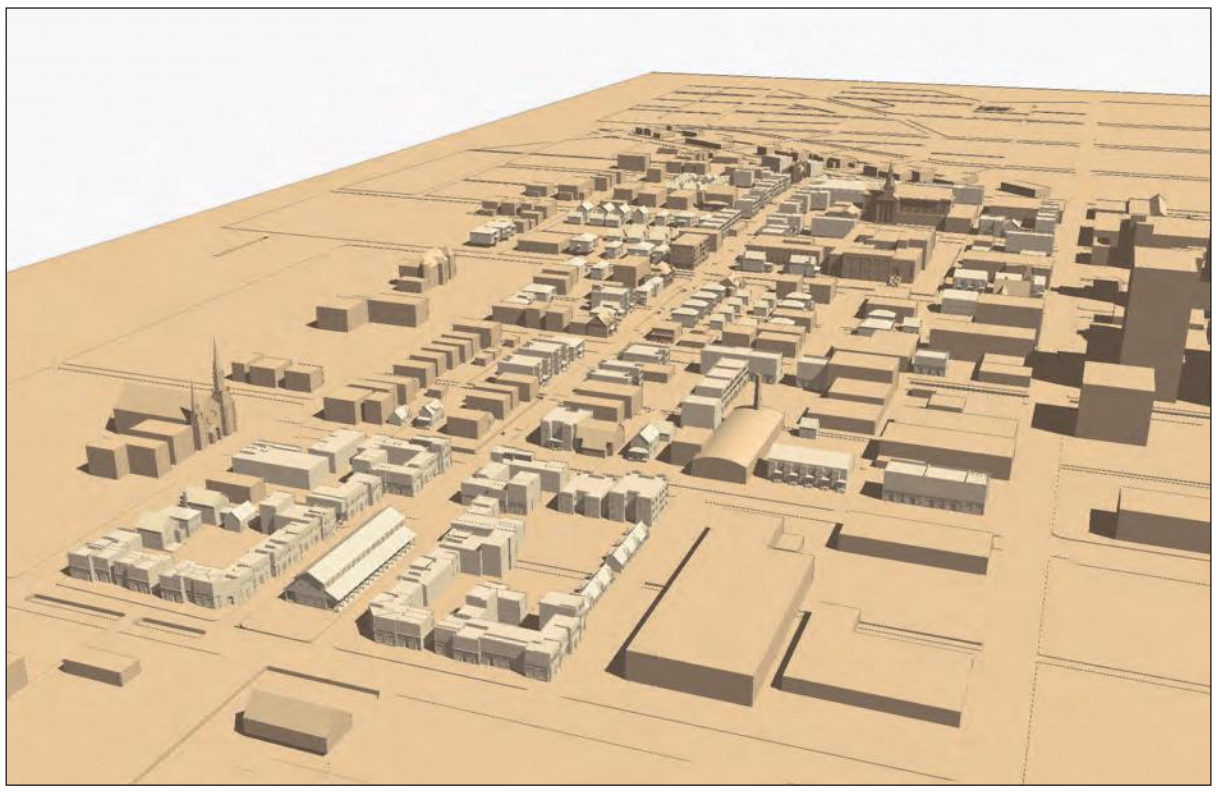


FIGURE 30: Proposed Vision: Model view looking northwest from W. Western Ave. up S. William Street.

These views capture the infill process along the length of the S. William Street corridor and the adjoining blocks. By filling in the vacant properties and surface parking lots, the proposal uses buildings to frame streets and squares to engage the public realm.

The foreground shows the existing vacant blocks off W. Western and the proposed market hall and surrounding housing.

PHASING & NEXT STEPS

The process of phasing this project depends on the proper coordination of public and private development actions over time. The exact next steps to be taken on the detailed sequencing of these actions vary depending on the nature and context of every project.

In the case of the William Street Masterplan, the first condition for streamlining and launching the development process will be overcoming the two most important ranking deficits that have been frustrating urban development in downtown South Bend for the last sixty years: the negative impact on neighborhood life of William Street in its current form as a speedy arterial downtown bypass; also the lack of market confidence that new, incremental development proposals can produce projects that match and/or remain sympathetic to the building scale of the existing neighborhood. Directly addressing these two deficits would produce enough forward movement in the market, to initiate small developer, small lot infill project proposals within the project area.

The following four phases of work are discrete in their scope, but overlapping in their sequencing, in what will surely be from beginning to end, a ten- to twenty-year process. The purpose of each of these steps is to enable the beginning and sustaining of various development actions that complete individual projects. And through successful sequential design, construction, and sales, also to catalyze the certainty that center-city neighborhoods are worth investing and living in.

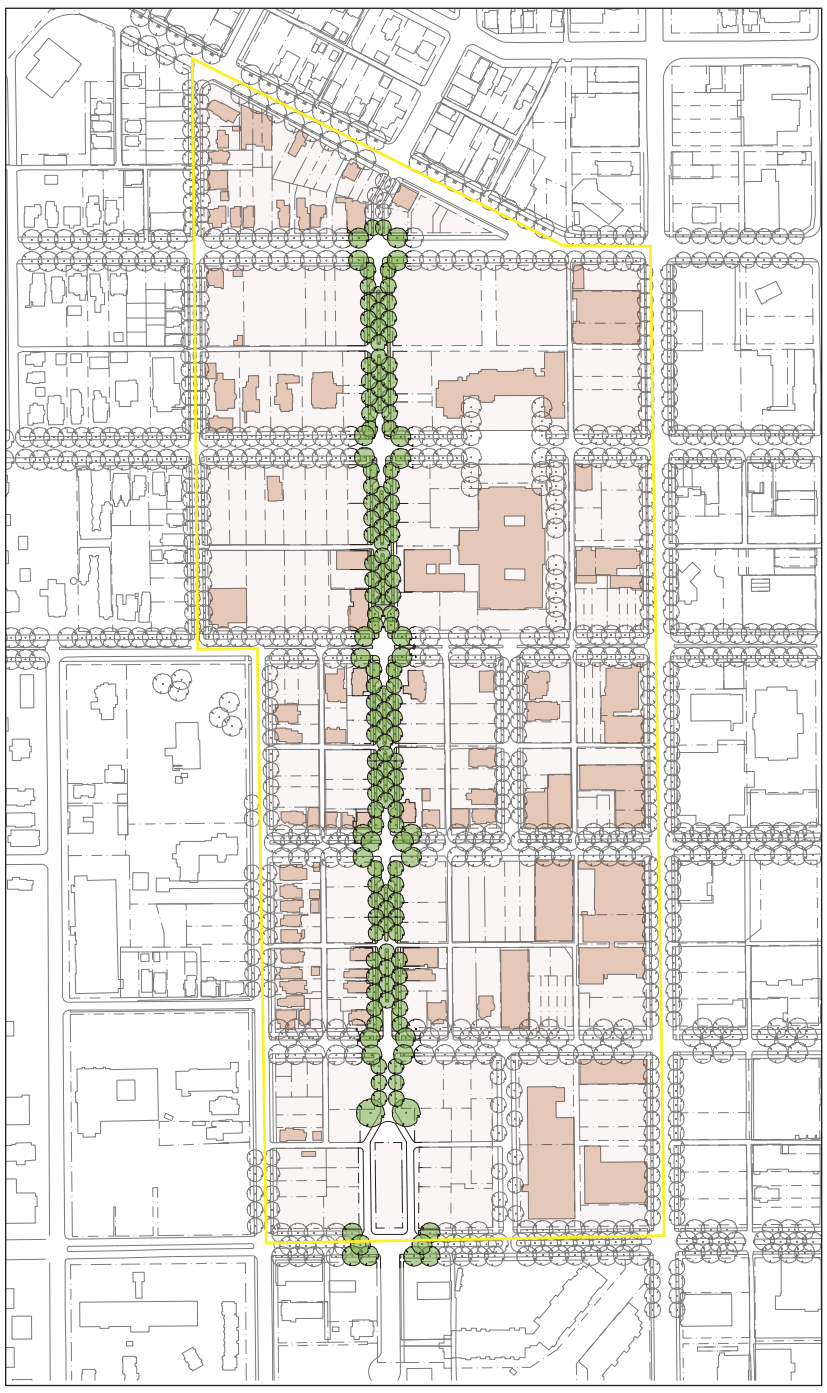


FIGURE31: PHASE 1

The first intervention needs to be the city-sponsored reconstruction of the right-of-way of William Street between Lincoln Way and Western Avenue. Per the direction outlined in this report, the street should be designed to generate a pedestrian environment that encourages the production of residential buildings and supports family life in this neighborhood. This would be accomplished by narrowing lanes, introducing a median, allowing parallel parking throughout, and shortening pedestrian crossings at intersections. These measures taken together would slow traffic to neighborhood-appropriate speeds and project an image and reality of a desirable and livable place to invest and to live in.

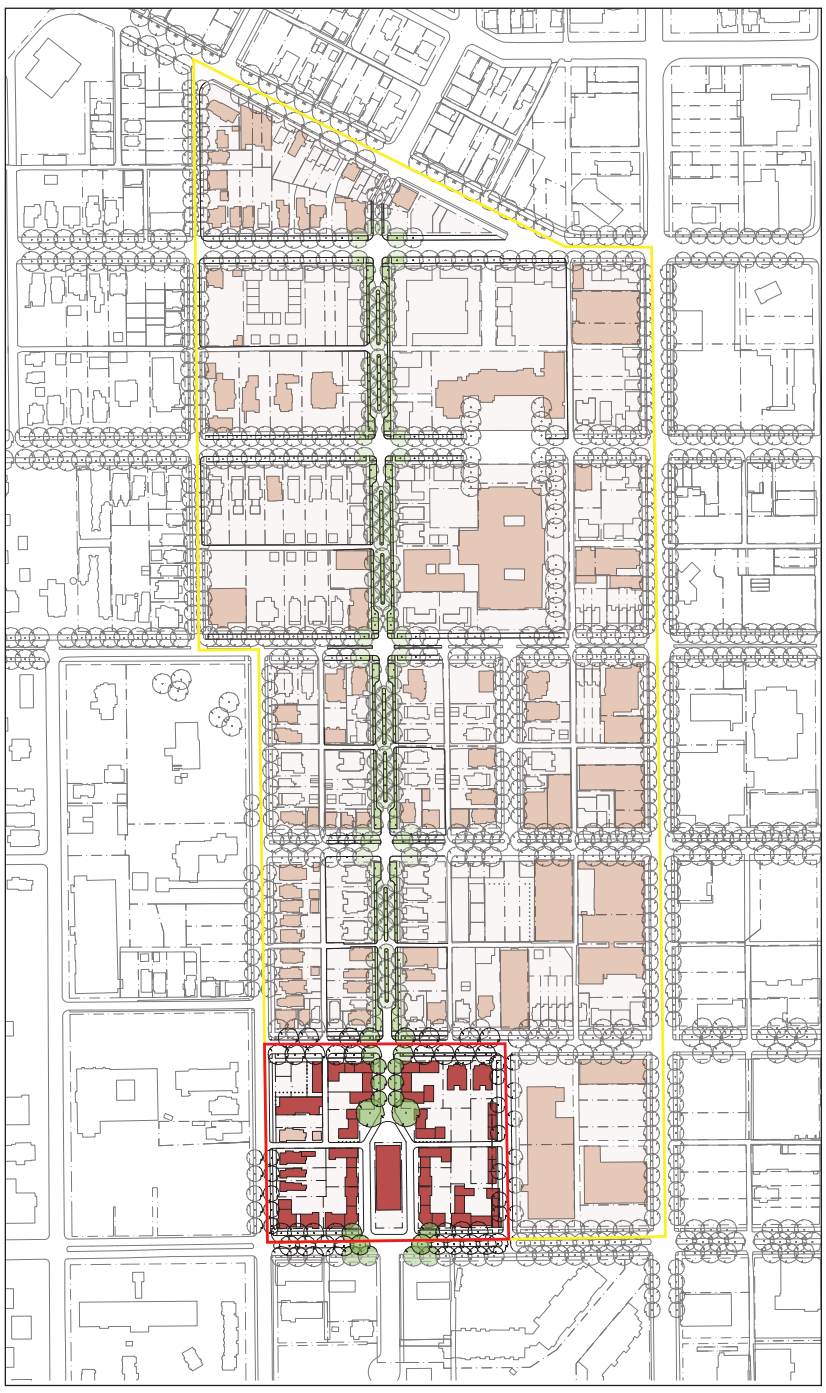


FIGURE 32: PHASE 2

The second intervention can take place while the transformation of William Street is under way. It consists of the issuing of a public RFP to redevelop the large city-owned parcel at the southern terminus of the project. This is a necessary and critical step for a variety of reasons. The city can expect and insist that a redevelopment strategy produce mixed-use housing that attracts urban pioneers to the city center. That it propose a diverse urban form by building type and include the market hall as a civic, city-wide destination on the west side of downtown; that at two- and three-stories, the building fabric of the project be sympathetic to the scale of the existing neighborhood; that it generate a beautiful public realm of streets and plazas; and that the individual buildings be diverse and appear more like an organic neighborhood fragment than a dull, repetitive project that overwhelms and diminishes the existing place and suggests that all historic buildings may be eventually replaced. This RFP-based project should illustrate that it is possible both to build new houses and housing in downtown South Bend, and, in the process, enhance the character of existing neighborhoods.

Estimated Residential Unit Count (all types)	**475 units**
Average units size 1,000 sq. ft.	
Estimated Residential Unit Mix (by % of type)	
Single Family	1%
Duplexes	10%
Four-Plexes	12%
Multiplexes	16%
Townhomes	4%
Cottage Court	2%
Apartments Over Commercial	55%
	100%
Estimated Ground Floor Commercial/Residential Flex	**170,000 sq. ft.**

Estimated Parking	
Residential: Single & multifamily	
Off street: On each lot	215 spaces (one per unit)
Residential: Over commercial	
Off street: Garage & surface parking in center blocks	260 spaces (one per unit)
Commercial	
Off street: Garage & surface parking in center blocks	200 spaces
On street parking	600 spaces

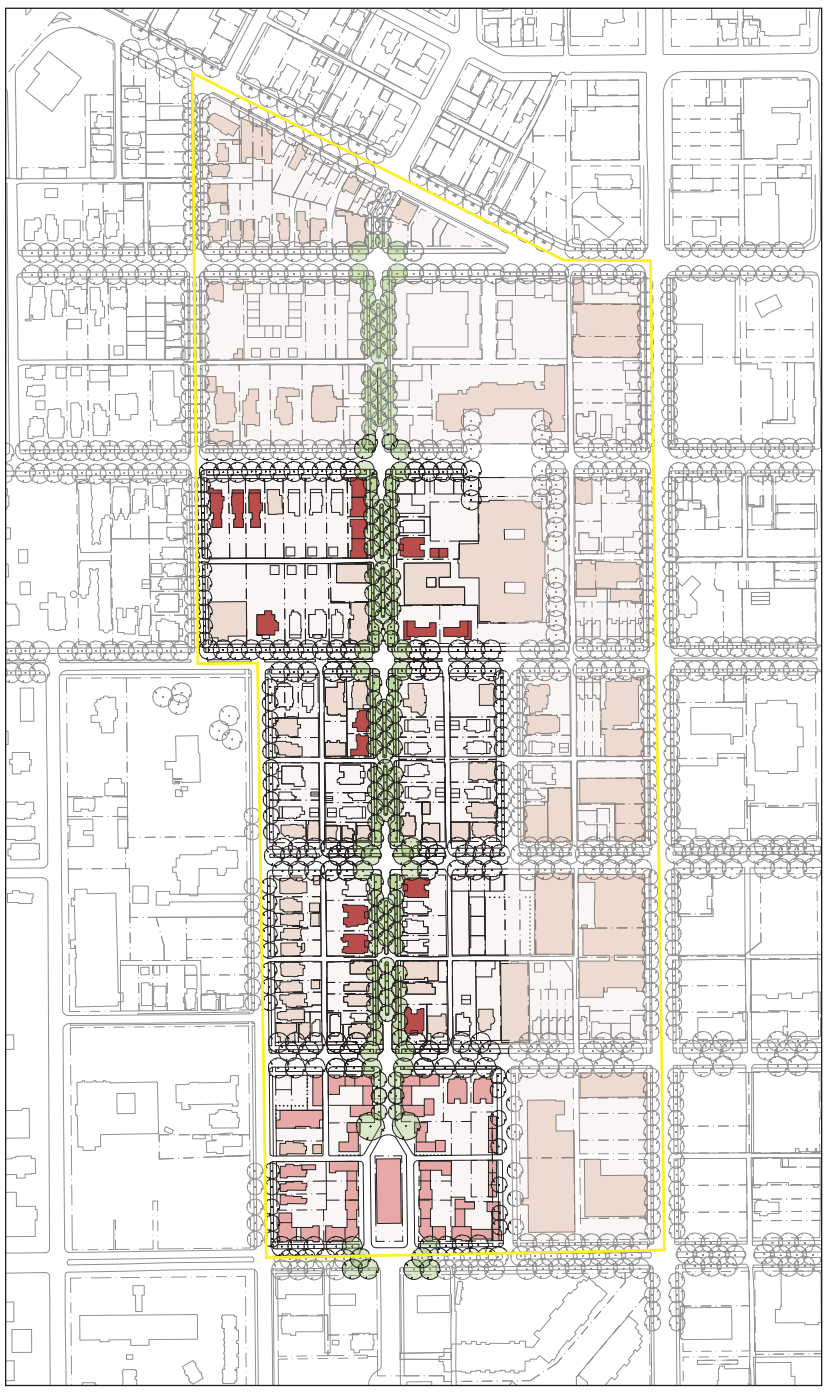


FIGURE 33: PHASE 3

PHASE 3—The third intervention can take place while the city-sponsored RFP project is underway. Individual private infill buildings can be designed and built with the confidence that what is now a frayed urban place could incrementally be completed to seamlessly connect the downtown and the Near West neighborhood. This development process should be small developer-based, infill existing empty lots, and preserve the character and fabric of existing buildings and landscapes. It should densify the area with single-family and multifamily types that are specifically designed toward a harmonious end form that completes each city block within the project area.

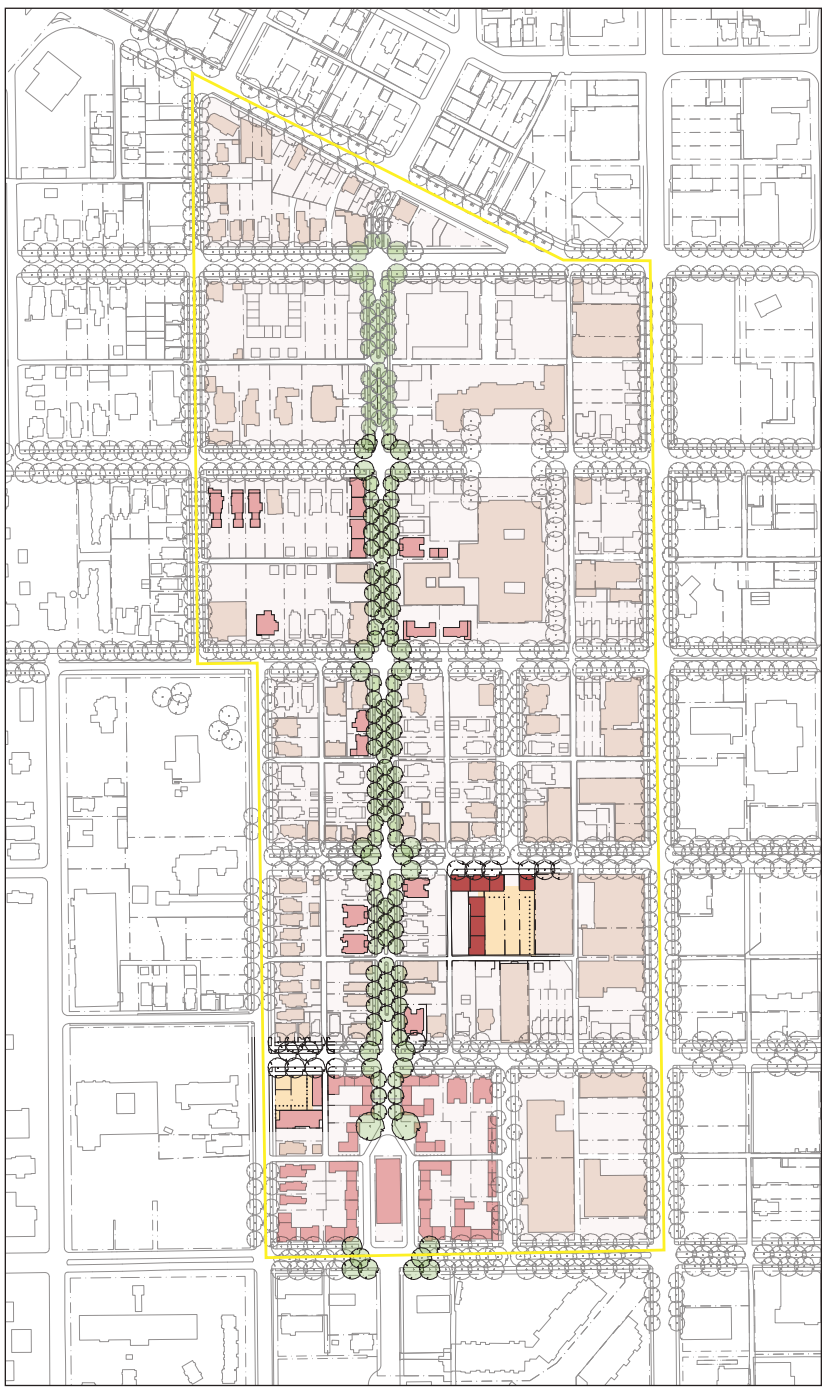
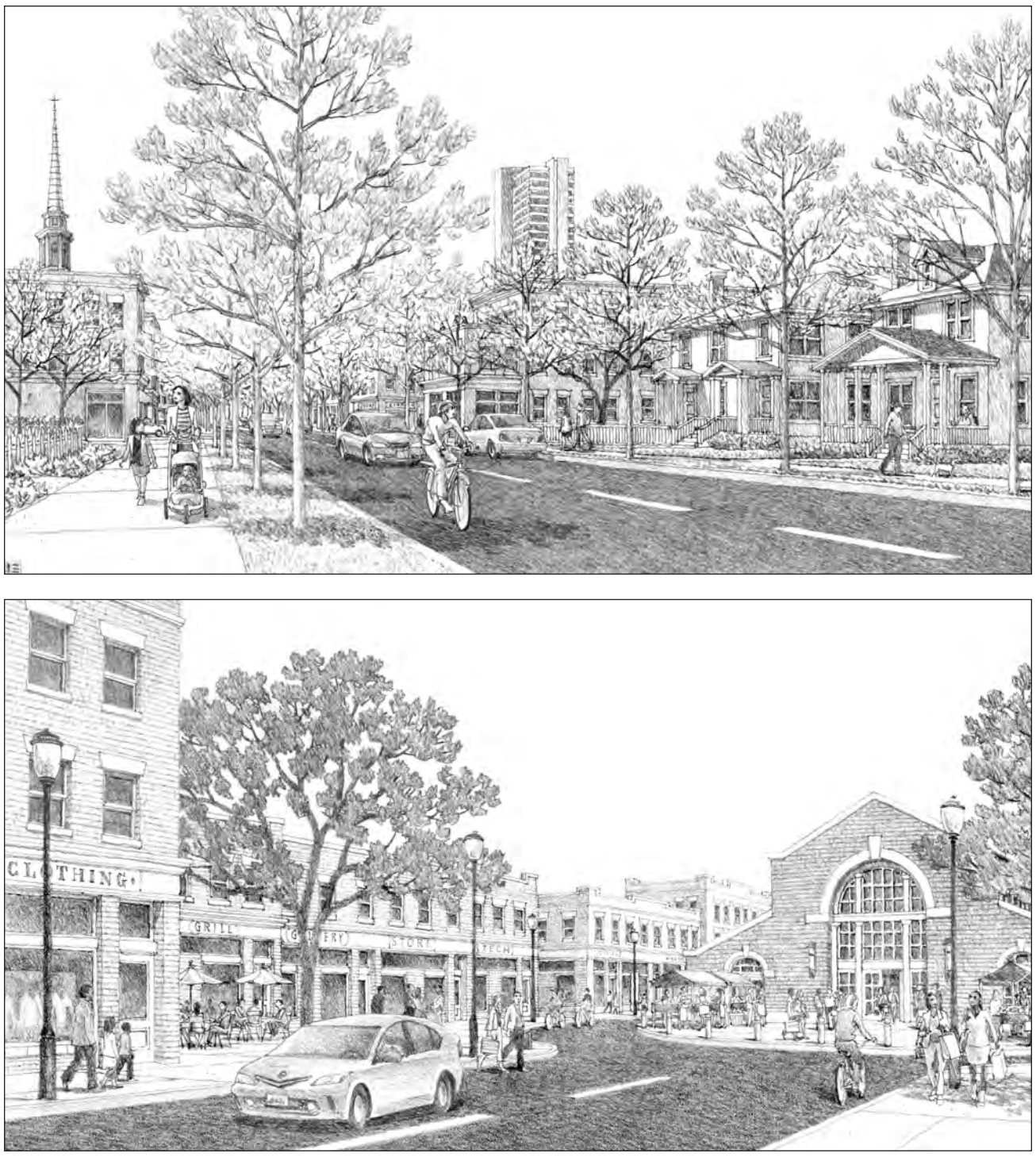


FIGURE 34: PHASE 4

PHASE 4—The fourth intervention can take place during the housing infill process. It is a joint public/private venture to generate a small plaza, daycare center, and an elementary school next to St. Patrick Church, and a mixed-use, small-scale community center and plaza off West Jefferson. These projects could be single-use or mixed-use. Other than their civic components, they could also include housing and the kind of neighborhood-scale office and retail components that could be offered to the market and help defray the cost of maintaining and managing these community facilities over time.



Proposed views illustrating a new vision for the William Street Seam.

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