

DEAN'S CHARRETTE #2

Farmers Market District

A Design Study for the Eddy Street Cloverleaf Removal and the Area Regeneration

Final Report

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...And all of the property owners, neighbors, and local stakeholders who participated in listening sessions and meetings.

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Walsh Family Hall of Architecture, University of Notre Dame

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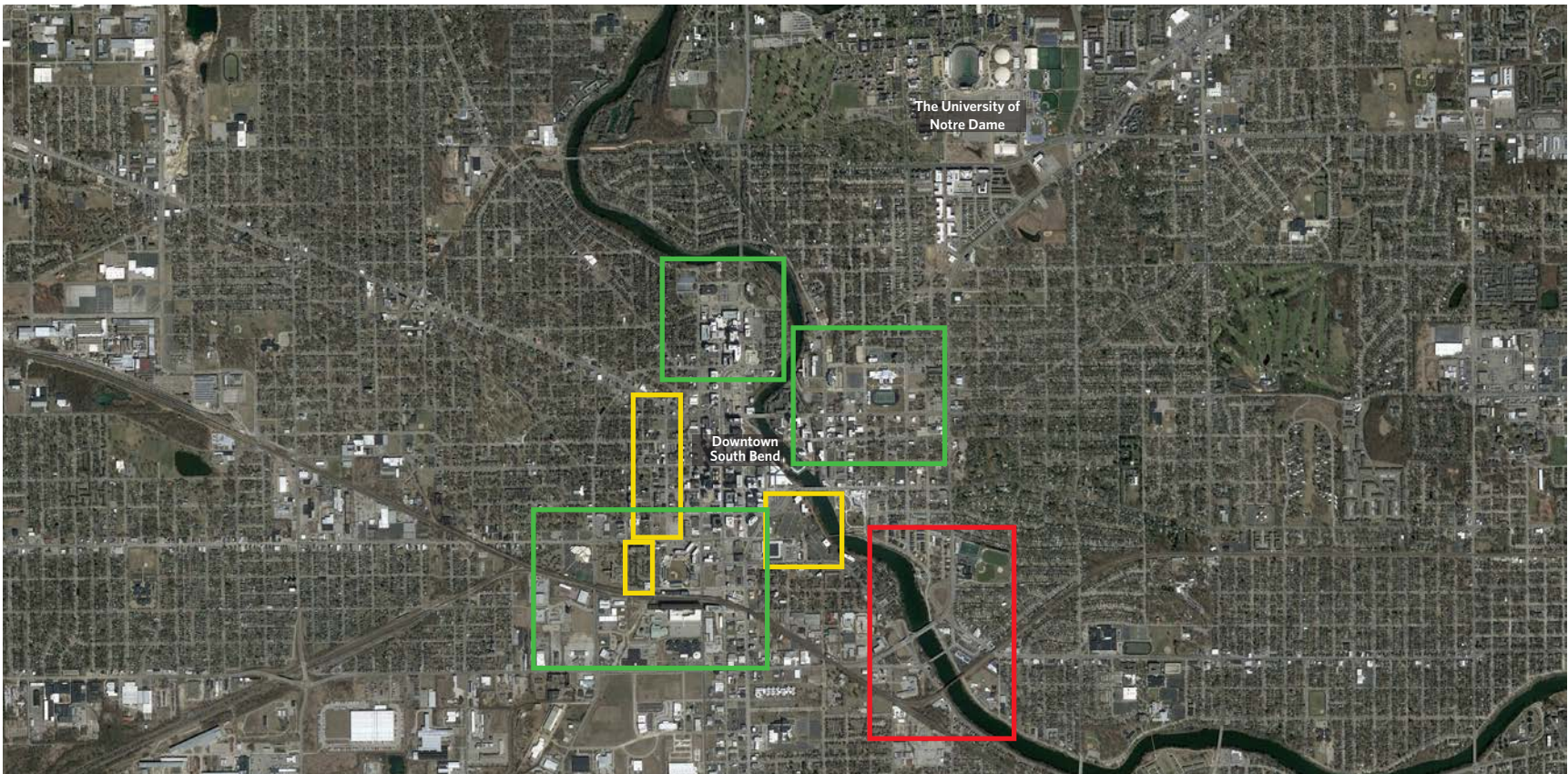


FIGURE 1: Study Location

The charrette study area, shown in red, is located in South Bend, IN along the St. Joseph River. The site is less than a mile southeast of downtown South Bend, and approximately 1.5 miles due south of the campus of the University of Notre Dame. This study is part of a series of design charrettes. Previous charrette locations are indicated in yellow. Potential future charrette sites are indicated in green.

INTRODUCTION

The Farmers Market District of South Bend, Indiana, is an area of stark contrasts. On one hand it's an emerging culinary and event district with beloved institutions such as the nearly hundred-year-old South Bend Farmers Market, a year-round destination for residents of South Bend and beyond, and Bamber's Superette Food Market, a neighborhood grocery store from the 1950s, recently joined by boutique establishments including a cheese shop, a local bakery, and a chocolate shop, as well as two event spaces, The Armory and The Brick.

And yet, despite this success, it's also an area scarred by urban renewal from the 1960s, when freeway-like ramps and bridges were imposed on the area. The stated goal of this infrastructure was to facilitate ease of movement for the Studebaker workers commuting to the factory. Ironically, the Studebaker factory closed in December of 1963, just as the ramps were introduced.

The impact of the ramps was immediate and severe. The infrastructure changed the grade of the street network, physically severing the district's connection to the adjoining neighborhoods. Large green freeway signs signaled to drivers to speed up on the local streets as they approached the ramps, making the area especially dangerous for pedestrians. Once thriving businesses closed one by one.

Today, both sides of the river are dominated by surface parking lots, abandoned buildings, and wide roads with speeding traffic. The ramps aren't freeway entrances, as their design indicates, but instead perform the function of intersections — a need that can easily be met with a series of stop lights, stop signs, and an occasional roundabout, rather than the grossly overscaled and outdated infrastructure.

It's this contrast between businesses surviving, despite the harsh conditions, and the vast amount of vacant and underperforming land, that make this district ideal for regeneration.

About the Study

The City of South Bend, in conjunction with the University of Notre Dame School of Architecture, has undertaken this exercise to study reversing the damage done with these freeway-like urban renewal elements from the 1960s. This report envisions strategies for repairing the neighborhood fabric and activating the riverfront through the incremental development of a mix of uses throughout the district. The catalyst for this

exercise is to position the City of South Bend to potentially attract federal funding from the Infrastructure Investment and Jobs Act, signed into law on November 15, 2021.

Ideas presented in this study are offered both as an overall vision for the district as well as a collection of individual concepts that can work independently. While the removal of the ramps is the big idea, seeing this vision realized will take many years and potentially may not happen. Regardless of what the future holds for the ramps, smaller concepts in this proposal can be implemented quickly, starting with the redesign of E. Mishawaka Avenue, the redevelopment of the YMCA property, and potentially the relocation of the Farmers Market.

A Vision for South Bend

This study is part of a larger series of design charrettes seeking to redefine what "might be" for downtown-adjacent areas of our city left behind by time. As a society, we've become numb to the sight of discarded parking lots and abandoned buildings. We drive by with blinders on, passing through these areas without notice, coming from and going to more prosperous areas of the city.

When you stop for a moment and look at these areas, they are filled with beautiful historic structures, local institutions like the Farmers Market and Bamber's, as well as all of the ingredients necessary to transform into prosperous and vibrant places. The greatest cities in the world thrive not because of their downtowns alone, but because immediately surrounding the city center is a network of neighborhoods and smaller centers, each with a unique character and personality.

This series of charrettes has two main goals: first, to act locally, and second, to inspire global emulation. Locally, the charrettes seek to give the residents of South Bend permission to believe a parking lot can transform into a place, and hopefully provide a framework that assists in realizing this vision.

And while there are immediate local applications, the issues we confront in South Bend are currently playing out in a variety of forms in cities throughout our region, across the county, and, to a certain extent, around the globe. It is our hope that this body of work can offer inspiration for communities everywhere seeking permission to believe in a better future for their city.

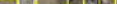
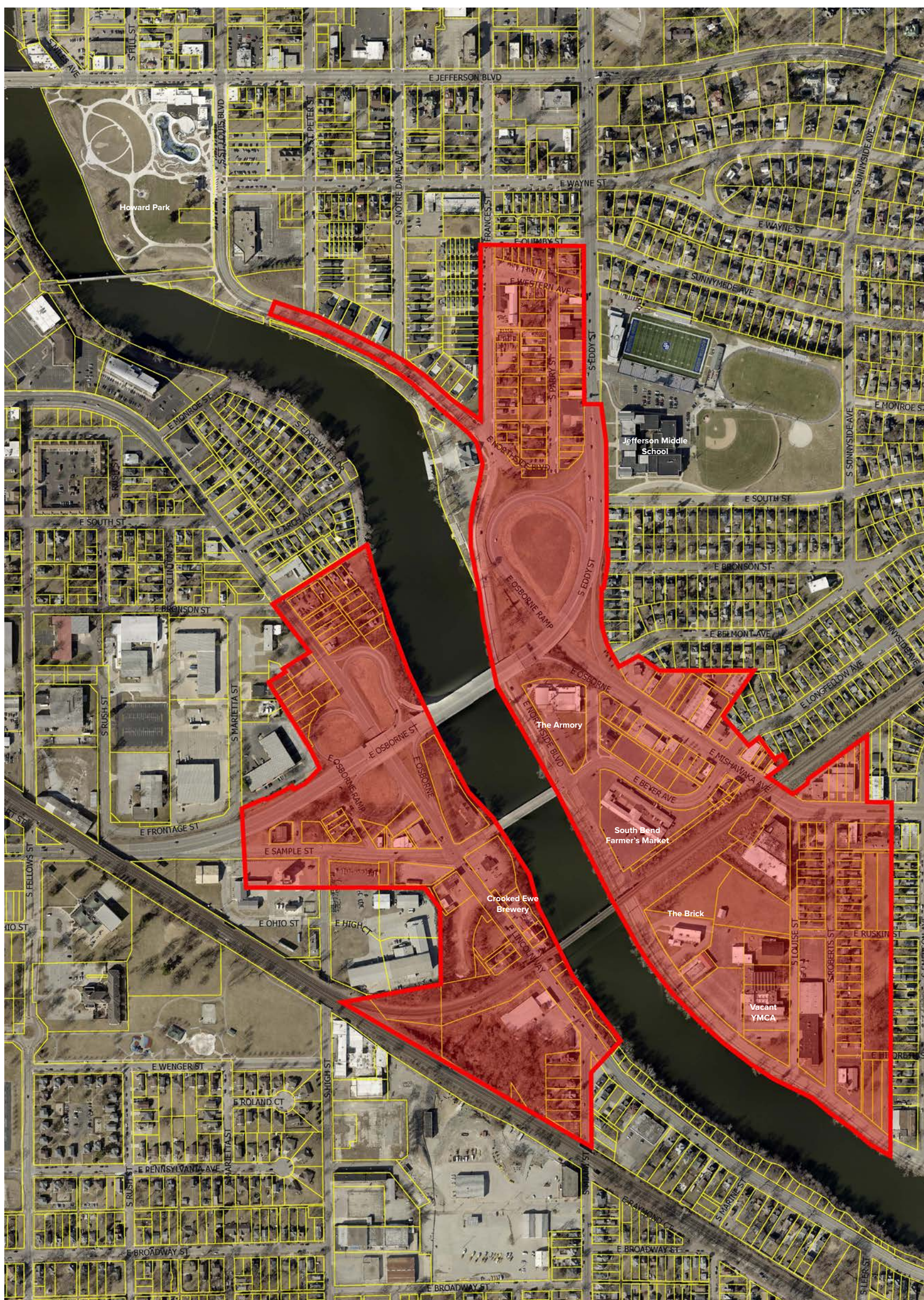


FIGURE 2: Study Area

The study area radiates out from the South Bend Farmers Market and the freeway-like intersections connecting S. Eddy Street and E. Mishawaka Avenue on the east side of the St. Joseph River and E. Osborne Street and E. Lincoln Way on the west side of the river. East of the river, the site extends up S. Eddy Street past Jefferson Middle School to E. Quimby Street; and south down E. Mishawaka Avenue past the vacant YMCA to include the undeveloped alley parcel east of S. Emerson Avenue. West of the river, the study area extends along E. Lincoln Way from the residential neighborhood just north of the existing cloverleaf down to S. Miami Avenue.



Dean Polyzoides working with charrette team members during the four-day charrette

PROCESS

The results of this study were developed using the charrette process. A charrette is a method of design collaboration developed by New Urbanist practitioners over several decades. At the heart of the process is a simple concept: complex design questions are best answered by assembling an interdisciplinary team of experts and stakeholders to participate in an intense workshop setting with a continuous loop of design collaboration and immediate feedback.

The charrette for this study was held at the School of Architecture at the University of Notre Dame from October 18–21, 2021. The team included School of Architecture faculty, leading industry professionals and experts, representatives of the City of South Bend, Notre Dame architecture students, as well as numerous visiting guests and local stakeholders.

Dean’s Charrettes are educational charrettes, which are a unique variation of the typical process. While the work and findings are professionally led, we employ the forum to educate the students who are working side-by-side as colleagues with faculty and visiting industry guests. Throughout the process, students are exposed to the dynamics of a real-world project, employ skills learned in the classroom, and have one-on-one tutorials with practicing experts in the field.

The process for this charrette started with a series of stakeholder listening sessions leading to a four-day charrette, and finally a follow-up period to assemble this report. The team participated in daily internal pinups and review sessions, as well as public presentations for stakeholder feedback. A detailed description of this sequence is outlined in the timeline below.

The goal of the charrette is to produce a result that is specific enough to offer concrete suggestions that can be implemented, while being broad enough to stand the test of time as the dynamics of the local conditions may shift. To do so, we depend on the reliability of base information and the expertise of our professional network. In this case, the consulting traffic engineers were especially critical to the process.

The concepts presented as a result of this process are intended to be a point of departure that inspire public and private investment in this district. Further design development will be required to bring these concepts to fruition.

STAKEHOLDER LISTENING SESSIONS

In the weeks leading up the charrette the design team held listening sessions to learn about the needs and aspirations of the local stakeholders, as well as frequent meetings with the City of South Bend to set goals for the study.



PRE-CHARRETTE

SITE TOUR, INITIAL CONCEPTS, & PUBLIC PRESENTATION

Day One kicked off with a walking tour of the site to understand context and existing conditions. Once back in studio, the team broke into small groups focusing on different areas of the site. The day wrapped up with a public presentation where transportation engineer Rick Hall explained principles of multimodal street networks and the design team presented preliminary concepts.



DAY ONE

DEVELOP CONCEPTS & CITY FEEDBACK

On Day Two the team continued to work together to develop concepts, presented preliminary designs to the representatives of the Farmers Market, and once again held a public presentation in the evening. Following this presentation, we received detailed feedback from the city.



DAY TWO



THE CHARRETTE PROCESS

Community Engagement

Meet with local stakeholders in and around the study area to listen to needs and aspirations.

Site & Program Assessment

Clearly understand the issues the design seeks to solve.

Iterations & Collaborations

Work as a team to generate design concepts and ideas, then continually revise these concepts in response to feedback.

Continuous Feedback Loops

Meet frequently, both internally with the design team and externally with stakeholders, to garner feedback regarding the designs.

Short & Intense Timeline

Maximize work product by using the short timeline and continuous feedback loop to produce a large volume of high-quality work in only a few days.

Education

Create a forum for students to engage with faculty and industry experts in a professional setting. This “teach by doing” method exposes students to experiences not possible in a classroom setting.

Professional Collaborations

Engage with industry experts and professionals to provide expertise in a range of disciplines including architectural design, urban planning, traffic engineering, architectural illustration, and finance.

PRODUCTION & COORDINATION DAY

With detailed feedback from the previous evening, the focus of Day Three was coordinating concepts and beginning the production of presentation drawings. Over lunch Tim Corcoran and Mike Divita from the City of South Bend presented the implementation of the city's new zoning code. This was the only day without a public presentation in the evening.



DAY THREE

FINAL PRESENTATION

The final day of the charrette, Day Four, was dedicated to drawing production and preparing for the final presentation. The presentation was attended by representatives from the city, the Farmers Market, as well as local stakeholders and neighbors.



DAY FOUR

ISSUE REPORT & STAKEHOLDER FOLLOW-UP

The final steps of the process are the production of this final report and follow-up with stakeholders to discuss the vision and outline potential next steps for implementation.



POST-CHARRETTE

EXISTING CONDITIONS

The Farmers Market District today, despite a handful of operating businesses and event spaces, is defined by the freeway-like infrastructure, unsafe local roads, surface parking lots, and vacant buildings.

Figure 3 highlights the scope of land that is potentially available for redevelopment, approximately 130 acres. The colored areas represent a range of conditions: land recaptured from the potential removal of the freeway-like infrastructure; the existing Farmers Market and its surface parking; vacant and dilapidated buildings; as well as empty land and surface parking lots.

The colored areas also include a handful of privately owned buildings currently in use. Careful consideration was given when proposing to remove existing buildings, but in these few cases the design team felt the overall goal of placemaking was greatly improved by these proposed changes. It is important to note that there may be buildings within the indicated developable areas that should remain. Due to the fast pace of a design charrette, detailed study of each of these properties was not possible. As such, future study is recommended.

The photos on this spread illustrate the eye-level experience of a pedestrian: often deserted streets.

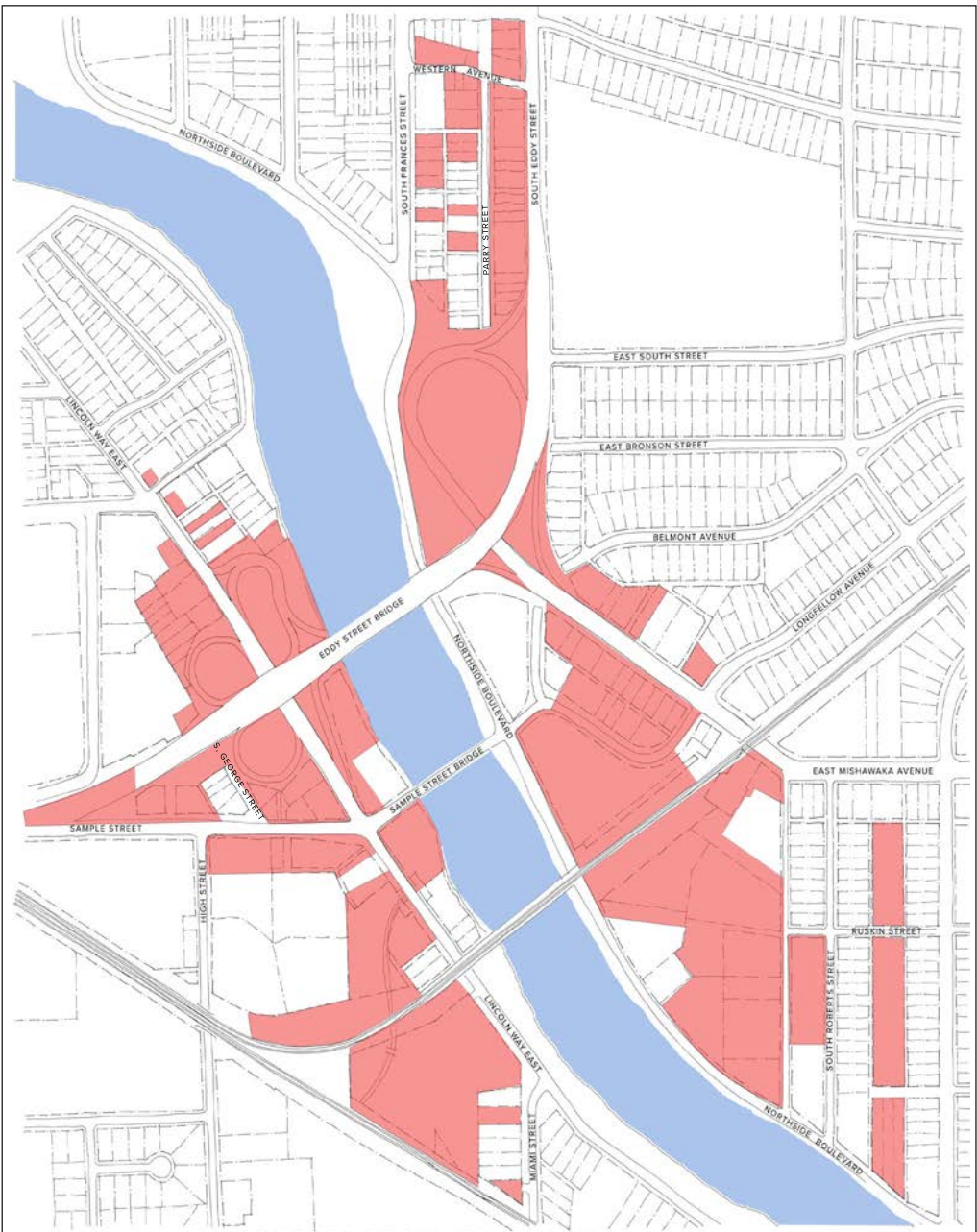


FIGURE 3: Potential Developable Land Area



S. Eddy Street ramp and Northside Boulevard looking south



South Bend Farmers Market on E. Beyer Avenue



Bamber's Superette Food Market



South Bend Farmers Market view from Northside Boulevard



E. Mishawaka Avenue looking north



Vacant YMCA



Aerial view of the existing conditions looking north. Source: Google Earth.



Aerial view of the existing conditions looking southeast. Source: Google Earth.



E. Sample Street bridge



Cloverleaf ramp at E. Lincoln Way



E. Lincoln Way looking north

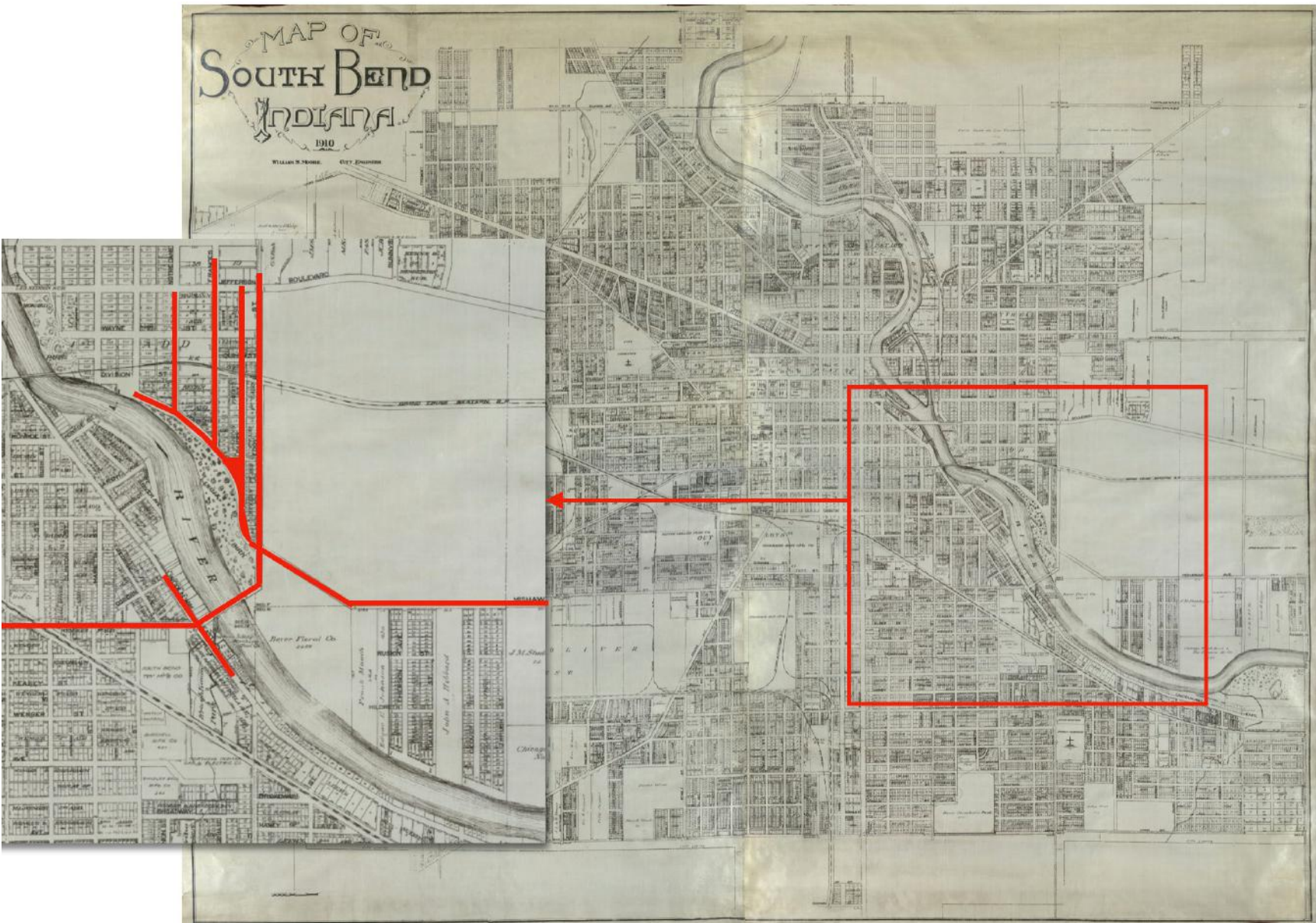


FIGURE 4: 1910 Map of South Bend, Indiana
In 1910, S. Eddy Street and E. Mishawaka Avenue marked the edge of development in South Bend. The street network at the time is highlighted in red above. This network converged at the intersection where S. Eddy Street transitioned into the E. Sample Street bridge to extend west across the river and S. Mishawaka Avenue connected to both S. Eddy Street going north as well as flowing onto Northside Boulevard along the river.

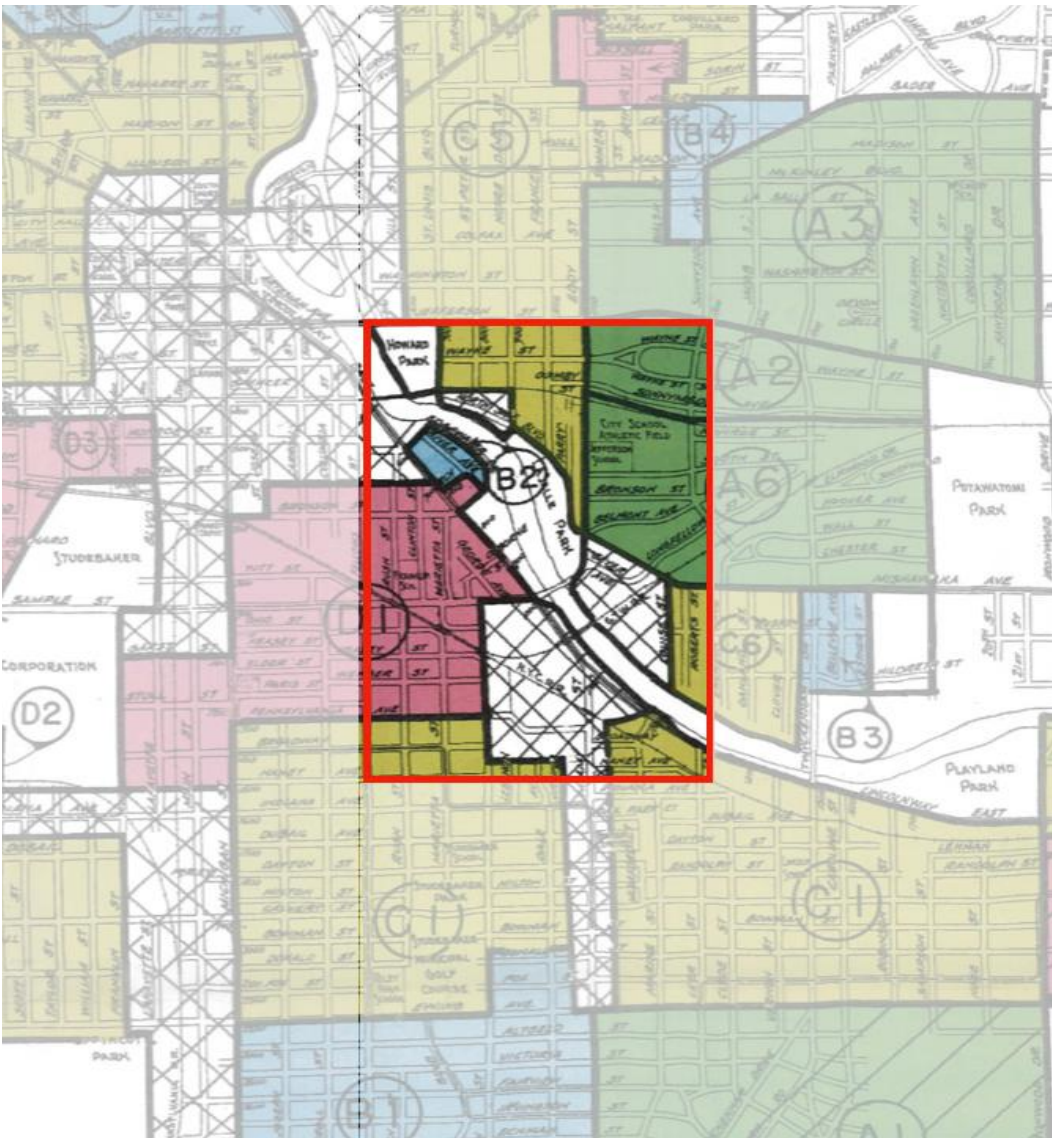


FIGURE 5: 1933 Redlining Map of South Bend, Indiana

In 1933, the federal government established the Home Owners' Loan Corporation (HOLC) as part of the New Deal to assess borrower risk in association with the newly created FHA loan program. Unlike today, when lending is determined by an individual's credit history, the HOLC assessed risk by neighborhood, and a neighborhood's risk was determined primarily by the race of its residents.

This study area includes all four HOLC color zones. The Sunnyside neighborhood to the northeast was designated green, "best," which meant residents of this area had full access to insured, low interest Federal Housing Administration (FHA) loans. As a result, this neighborhood remains fully intact and thriving today. The small pocket of blue on the west side of the river was designated "still desirable." These residents would also have had access to FHA loans. Like Sunnyside, this neighborhood remains in good condition today. The neighborhood east of the river to the west of S. Eddy Street was designated yellow, "definitely declining," meaning it would have been difficult to get an FHA loan. As a result this neighborhood was disinvested over many decades, leaving older dilapidated homes surrounded by empty lots. Recently, new investment in this area has brought new high-end development along the river adjacent to the study area.

Most of the study area on the west side of the river was designated "hazardous." No loans would have been available to the residents of this area. As a result, disinvestment led to blighted conditions and the destruction of this neighborhood during urban renewal in the 1960s. See Figure 7. Source: <https://dsl.richmond.edu/panorama/redlining/> (2021, Oct 15)



FIGURE 6: 1957 Aerial Photo of Study Area
This photo shows the study area just before the cloverleaf ramps were built. The street network remained as described in 1910 (Figure 4). The Farmers Market, originally build in 1924, can be seen in the image in its current location between the E. Sample Street bridge and the railroad. *Source: <https://stjocogis.maps.arcgis.com/apps/webappviewer/index.html?id=8c52647e683144c5b9f04c206cde23d4> (2021, Oct 15)*

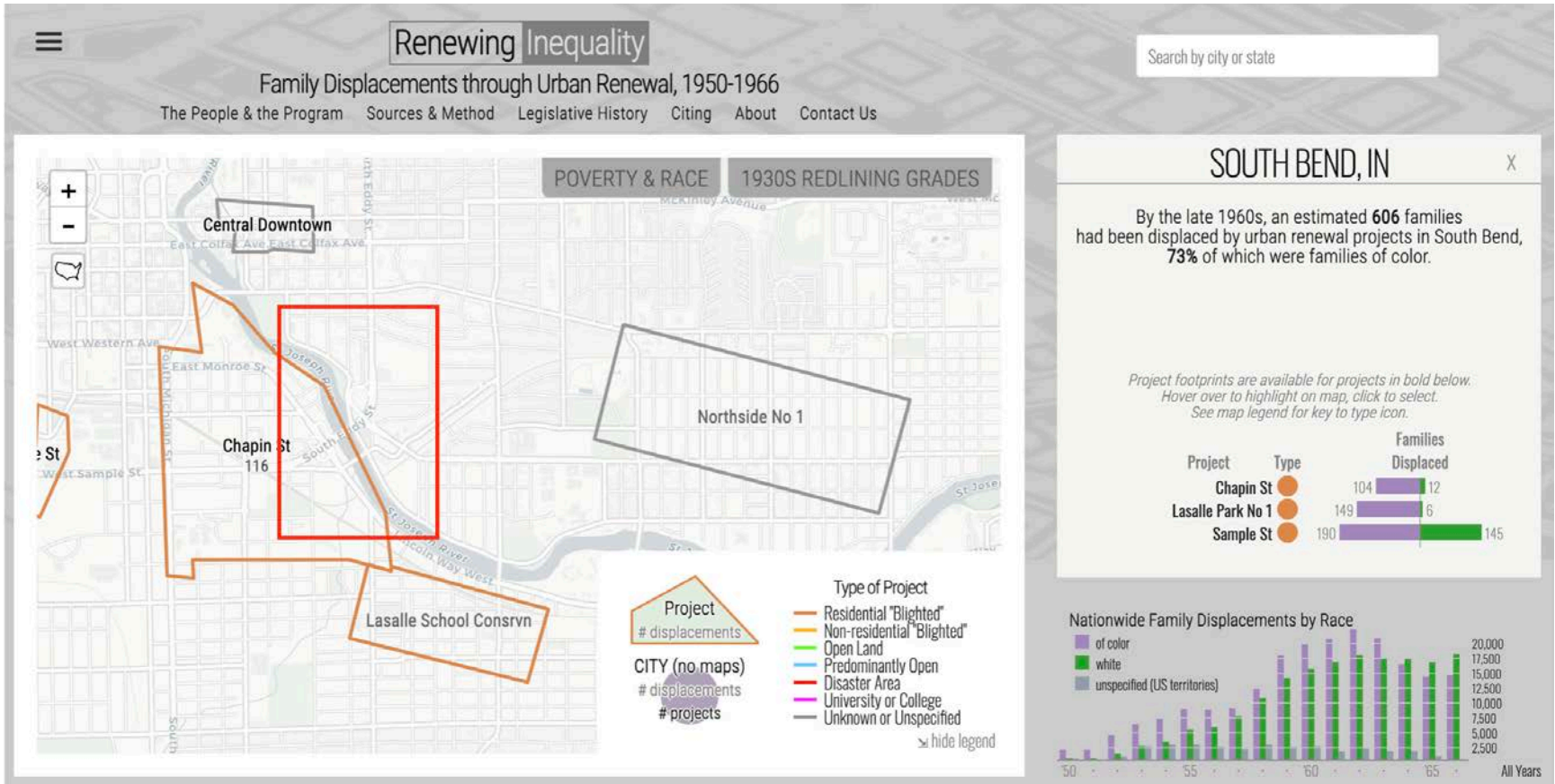
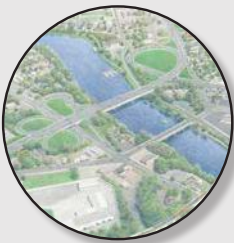


FIGURE 7: 1960s Urban Renewal
Following the redlining policies of the 1930s, described in Figure 5, the federal government created a program of urban renewal to remove blighted communities (primarily disinvested minority neighborhoods) and facilitate faster automobile movement from the downtown core to newly constructed suburban communities. The previously redlined community west of the river in the study area was demolished during urban renewal to open up the land for the imposition of the freeway-like ramps. *Source: <https://dsl.richmond.edu/panorama/renewal> (2021, Oct 15)*



CORNERSTONE IDEAS



1 Remove Barriers
Replace outdated freeway-like infrastructure with a network of pedestrian-friendly streets in order to prepare this portion of the site for new investment and physical regeneration.



2 Activate the River
Engage the riverfront with an enhanced riverside walk and pedestrian connections back into the adjoining neighborhoods.



Aerial view of proposed masterplan looking south



3 Support Businesses

Draw activity to the area that will bring customers to legacy businesses that survived urban renewal, as well as new businesses that have taken the risk to invest in this area.



4 Attract Mixed-Use Development

Create a regional destination that is built incrementally over time by introducing new businesses, residences, and a high-quality public realm of streets and parks

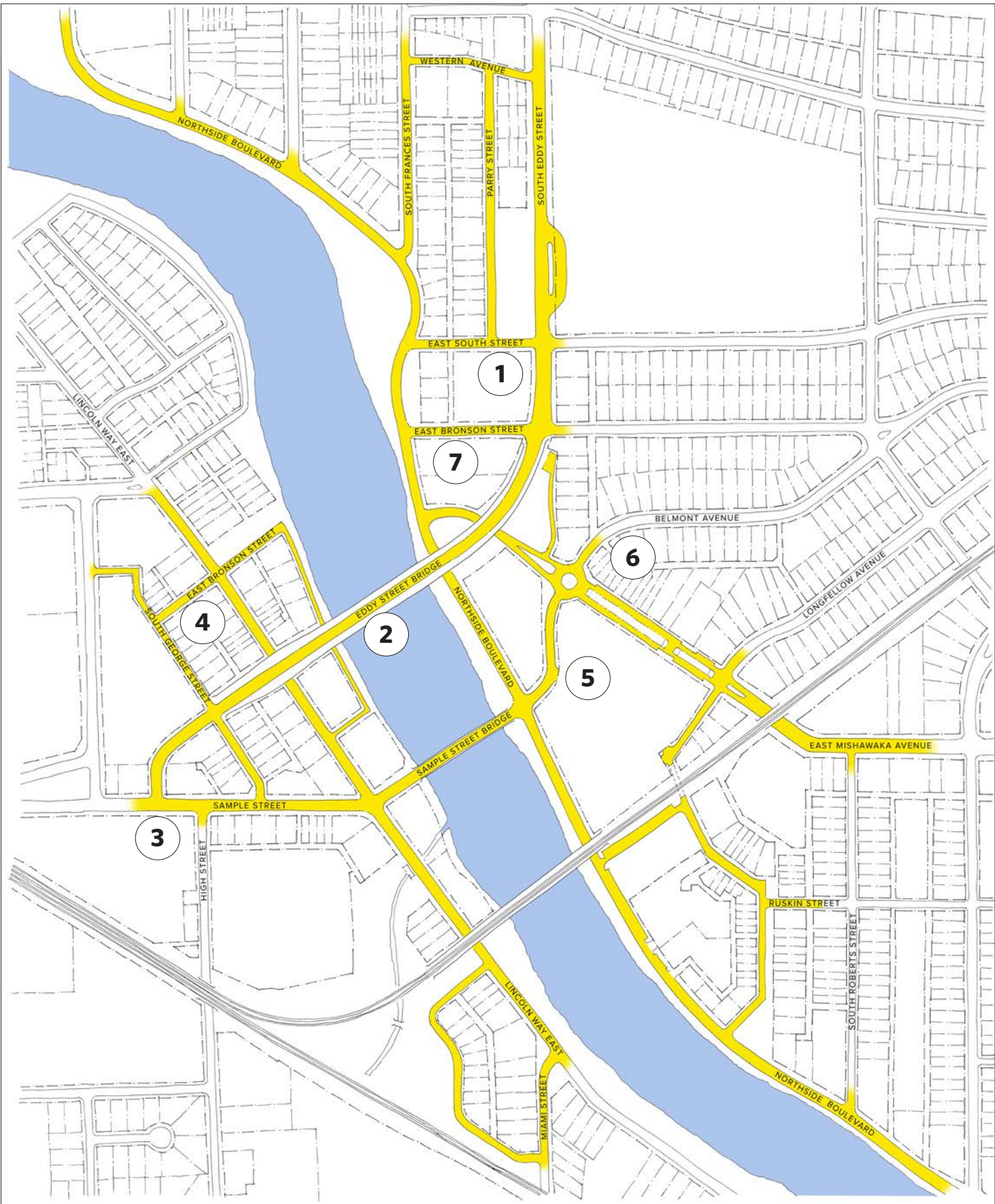


FIGURE 8: Proposed Street Network

STREET NETWORK

The goal of the proposed street network is not only to remove the existing free-way-like ramp infrastructure, but also to repair the damage to the surrounding streets caused by the intervention of the ramps. The existing streets in the study area are largely devoid of traffic until occasional cars speed through. The existing conditions are especially dangerous for pedestrians because:

- Wide lanes make it easier for cars to speed.
- Green freeway-like signage encourages drivers to speed up to merge into traffic, even when there is no traffic to merge into.
- Many streets lack protected sidewalks, meaning the few pedestrians in the area must walk directly next to speeding cars or even on the streets.

The proposed design addresses these issues by creating a network of narrow, interconnected, multimodal streets that are safe for both cars and pedestrians by:

- Narrowing the drive lanes so traffic naturally follows the speed limit.
- Offering several routes through the area so traffic is defused onto multiple streets.
- Providing protected sidewalks by adding on-street parking and street trees to separate people on foot from moving cars.

A specific set of interventions are outlined on the next page.



FIGURE 9: Existing Street Network



1

Replace the Ramp with a Network of Walkable Streets

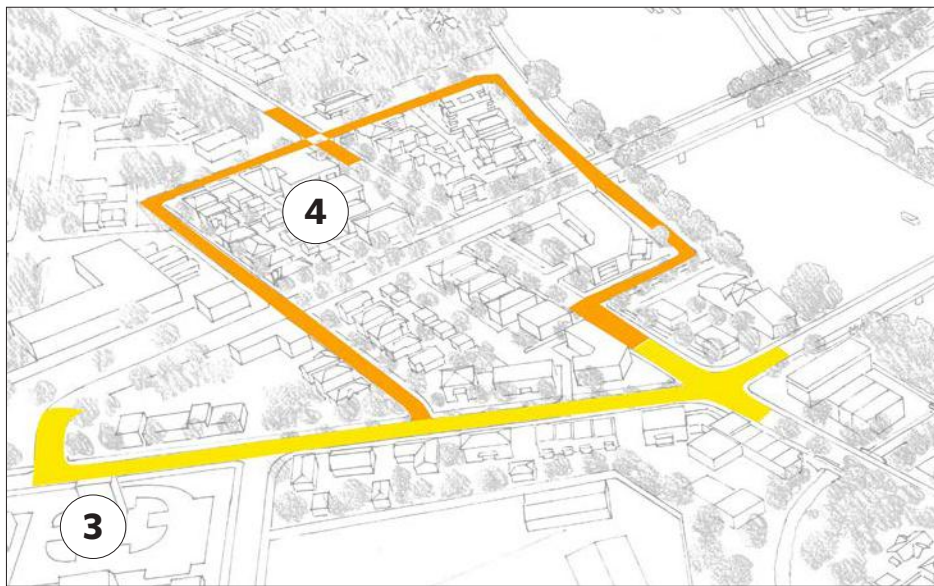
Traffic on S. Eddy Street heading to E. Mishawaka Avenue will follow a similar path as the current ramp. Starting with a new stoplight at the corner of S. Eddy Street and E. South Street, traffic will turn west toward the river, then south onto Northside Boulevard, and then turn onto E. Mishawaka Avenue and pass under the bridge.

The removal of the ramp in this area allows for the neighborhood streets of Sunnymede to the east to connect to the river. Returning E. South Street to its original location will require almost no grade changes. E. Bronson Street will slope down as it moves from east to west. Further study is required to determine if it is possible to connect across S. Eddy Street due to existing grade at this point.

2

Reduce Travel Lanes across the S. Eddy Street Bridge

The current width of the bridge and freeway-like design of the street encourage speeding. The proposed design leaves the flow of traffic and the infrastructure of the bridge intact but reduces it from four wide lanes to two narrower lanes. The captured space is given to tree planters, sidewalks, and protected bike lanes. Over time, as the area fills in, the extra width of the bridge might be converted into a public gathering place overlooking the river, drawing inspiration from the New York High Line.



3

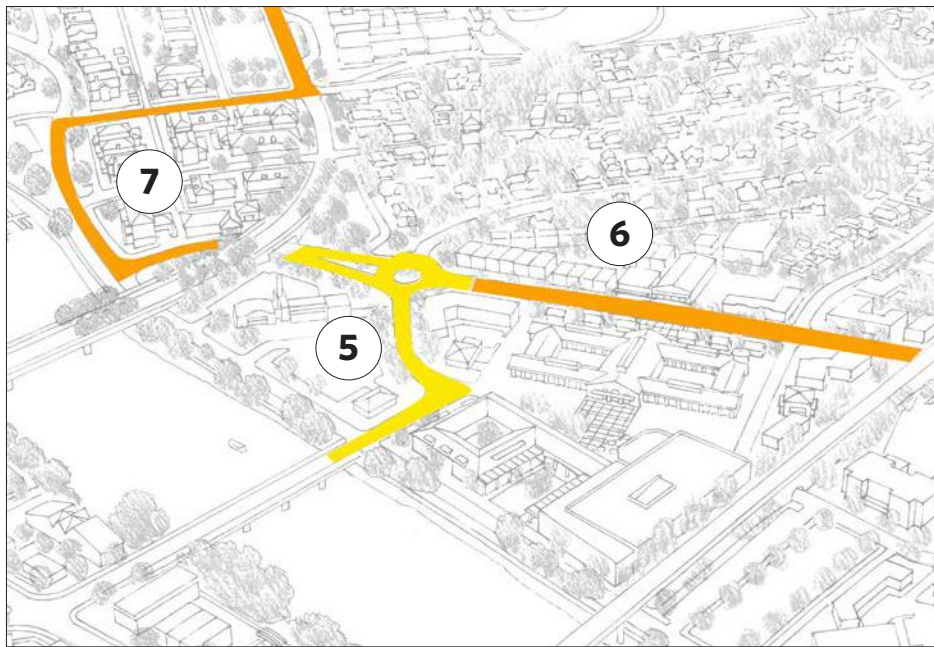
New Path to E. Lincoln Way

Rather than merging traffic directly onto E. Sample Street traveling west, the proposed design arrives at E. Sample Street in a T-intersection. This facilitates movement both east and west along E. Sample Street and connects back to E. Lincoln Way to replace the cloverleaf ramps.

4

Replace Previous Street Grid and a New Riverside Drive

Removing the cloverleaf intersection on the west side of the river allows the return of the original street grid. Before the cloverleaf was built, the residential S. George Street connected E. Sample Street to Marietta Street. Three homes remain from this time. This study proposes building a new network of residential streets, starting with reclaiming S. George Street, then cutting across E. Lincoln Way towards the river and along a new riverside drive and back up to E. Lincoln Way.



5

Redirect Speeding E. Beyer Avenue Traffic

When traveling from west to east over the E. Sample Street bridge, traffic currently speeds on E. Beyer Avenue in order to go east on S. Mishawaka Avenue. This creates dangerous conditions for pedestrians and those shopping at the Farmers Market. The proposed design closes E. Beyer to cut through traffic by pushing cars to a new roundabout at the corner of E. Mishawaka Avenue, then dispersing the traffic north under the bridge or east down E. Mishawaka Avenue.

6

Turn E. Mishawaka Avenue into a Distinct Place

The current stretch of E. Mishawaka Avenue from the railroad bridge to the S. Eddy Street bridge is designed to encourage drivers to speed up as they see the large green freeway signs. This has severely impacted the businesses along this stretch of E. Mishawaka Avenue. The proposed design calms traffic with the introduction of a tree-lined parking median and angled parking on the edges of the street interspersed with street trees. This design will not only calm traffic, making the street pedestrian friendly, but it will also add easily accessible parking to support new and existing businesses.

7

Connect North to S. Eddy Street via Northside Boulevard

Rather than speeding up to enter an on-ramp, the now slower northbound traffic will flow under the bridge, then continue north by either cutting back to S. Eddy Street along E. South Street or up Northside Boulevard. The study also strongly recommends the addition of street trees in bump outs within the parking lane along Northside Boulevard between S. Frances Street and S. St Louis Boulevard to slow traffic.

The design of a street determines the speed of its traffic flow, its parking offerings, and pedestrian safety. As a consequence, street design contributes to the potential successes and/or failures of adjoining businesses.

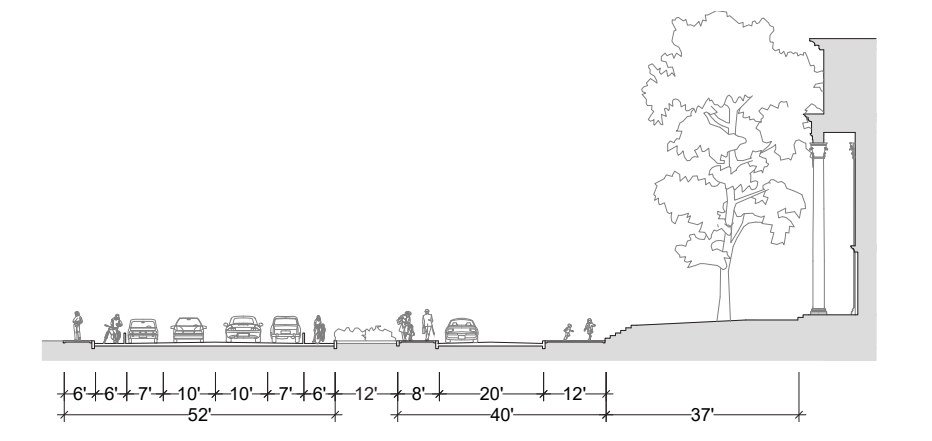
The street sections illustrated on the next few pages demonstrate how streets within the study area might be redesigned and combined to create a street network designed to calm traffic, invite pedestrians, and support local businesses.



Existing Conditions		Proposed Street Section	
Travel Lanes:	Four travel lanes, two in each direction	Travel Lanes:	Two travel lanes, one in each direction
Parking:	No parking	Parking:	Angled parking on each side of street and in median
Bike Lanes:	None	Bike Lanes:	None
Trees:	No street trees	Trees:	Bump outs with angled parking and in median
Sidewalks:	Sidewalks set back from street in some areas, but not all areas	Sidewalks:	Protected behind angled parking

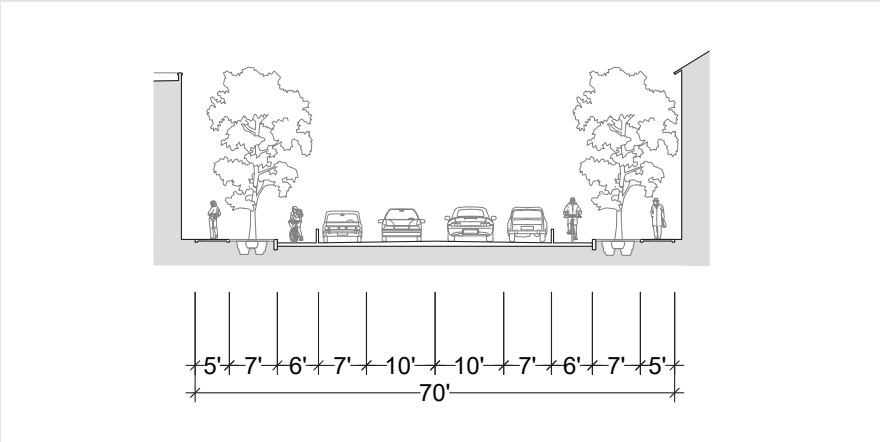


2. S. Eddy Street — Section at Jefferson Middle School



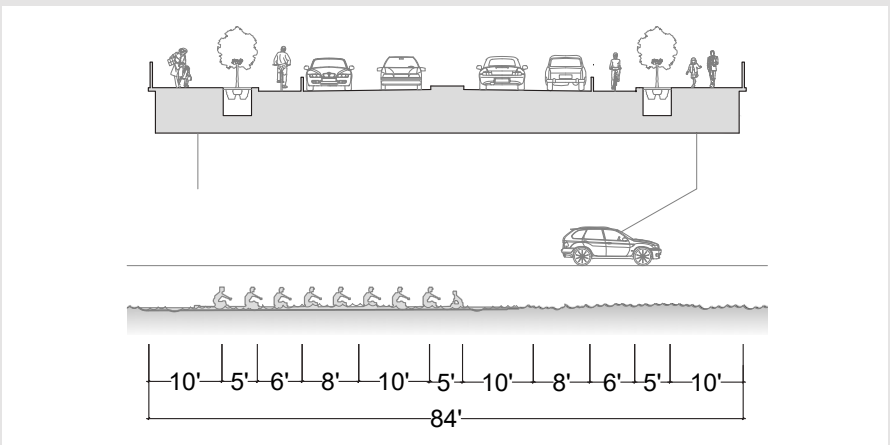
Existing Conditions		Proposed Street Section	
Travel Lanes:	Four travel lanes, two in each direction	Travel Lanes:	Two travel lanes, one in each direction
Parking:	None	Parking:	Add parallel parking lanes on each side of the street
Bike Lanes:	None	Bike Lanes:	Add protected bike lanes
Trees:	None	Trees:	Add in planting strip
Sidewalks:	Sidewalks setback from street in some area, but not all areas	Sidewalks:	Set behind street trees for protection

3. S. Eddy Street — Typical Condition



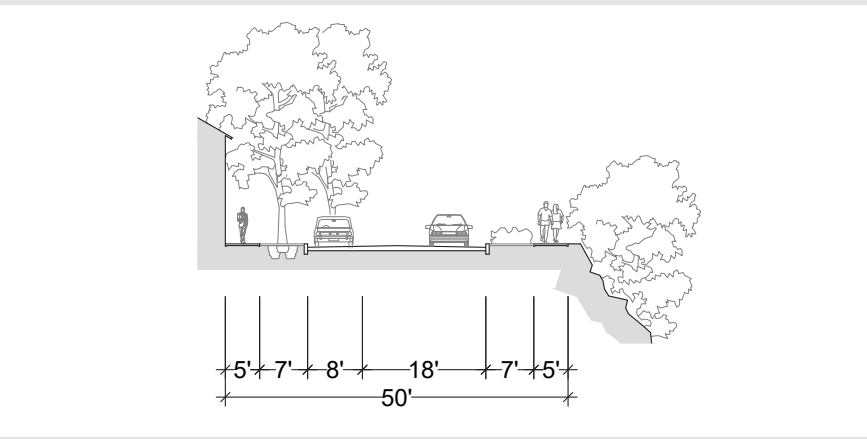
Existing Conditions		Proposed Street Section	
Travel Lanes:	Four travel lanes, two in each direction	Travel Lanes:	Two travel lanes, one in each direction
Parking:	None	Parking:	Add parallel parking lanes on each side of the street
Bike Lanes:	None	Bike Lanes:	Add protected bike lanes
Trees:	None	Trees:	Add in planting strip
Sidewalks:	Sidewalks set back from street in some areas, but not all areas	Sidewalks:	Set behind street trees for protection

4. S. Eddy Street / E. Osborne Street Bridge



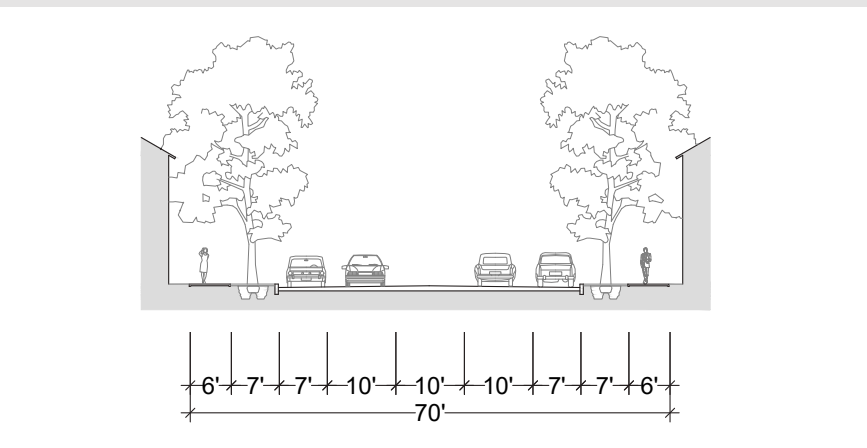
Existing Conditions		Proposed Street Section	
Travel Lanes:	Six travel lanes, three in each direction	Travel Lanes:	Two travel lanes, one in each direction
Parking:	None	Parking:	Add parallel parking lanes on each side of the street
Bike Lanes:	None	Bike Lanes:	Add protected bike lanes
Trees:	None	Trees:	Set in planters
Sidewalks:	None	Sidewalks:	Set behind street trees for protection

5. Northside Boulevard



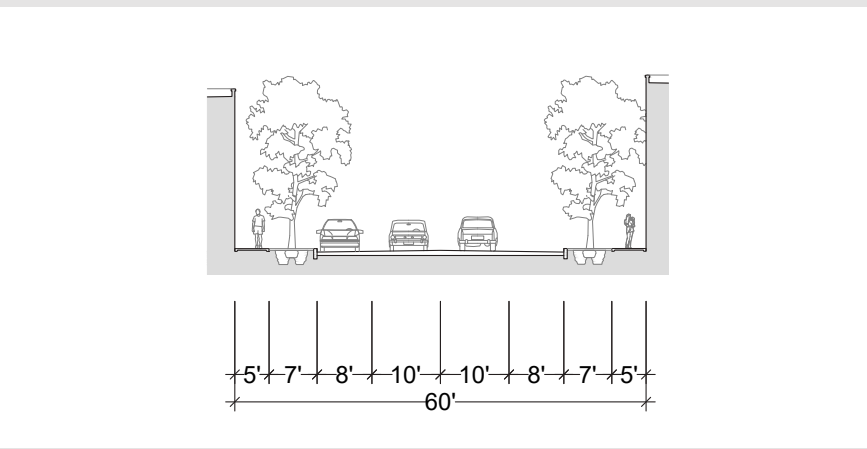
Existing Conditions		Proposed Street Section	
Travel Lanes:	Two lanes, one in each direction	Travel Lanes:	Two lanes, one in each direction
Parking:	None	Parking:	Add parallel parking on east side of street
Bike Lanes:	None	Bike Lanes:	None
Sidewalks:	Continuous path on river side, set back from street	Sidewalks:	Keep existing by water, add on east side of street
Trees:	Between sidewalk and river	Trees:	Add trees on the east side of the street

6. E. Lincoln Way



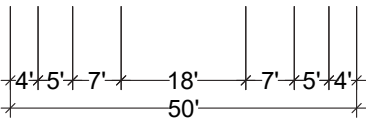
Existing Conditions		Proposed Street Section	
Travel Lanes:	Four travel lanes, two in each direction	Travel Lanes:	Three lanes, two travel lanes with center-turn lane
Parking:	None	Parking:	Add parallel parking lanes on each side of the street
Bike Lanes:	None	Bike Lanes:	None
Trees:	None	Trees:	Add in planting strip
Sidewalks:	Narrow sidewalk directly next to the street	Sidewalk:	Set behind street trees for protection

7. E. Sample Street

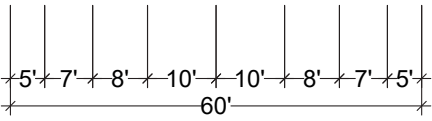


Existing Conditions		Proposed Street Section	
Travel Lanes:	Two travel lanes, one in each direction	Travel Lanes:	Two travel lanes, one in each direction
Parking:	No parking	Parking:	Add parallel parking lanes on each side of the street
Bike Lanes:	Two, unprotected on each side of street	Bike Lanes:	None
Trees:	No street trees	Trees:	Add in planting strip
Sidewalks:	Sidewalks set back from street in some areas, but not all areas	Sidewalks:	Set behind street trees for protection

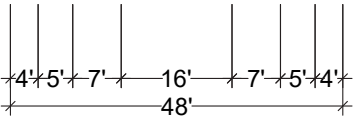
Typical Street Standards



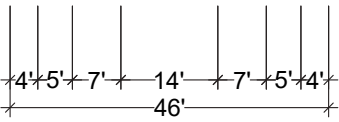
Residential Street — Typical



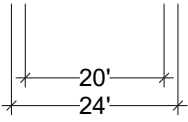
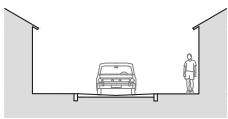
Commercial Street — Typical



Residential Street — Slow



Residential Street — Yield



Alley — Typical

Typical Street Tree Types



Resistant American Elm
(*Ulmus x*).



Ginkgo (*Ginkgo biloba*):
Choose male trees.



Tulip Poplar (*Liriodendron tulipifera*).



Resistant American Elm
(*Ulmus x*).



Sycamore
(*Platanus occidentalis*):
Select for white bark.



Red Maple cultivars
(*Acer rubrum* spp.):
Choose gray trunks only.



Norway Maple
(*Acer platanoides*).



Thornless Honeylocust
(*Gleditsia triacanthis f. inermis*):
Choose a large pre-1964 cultivar.

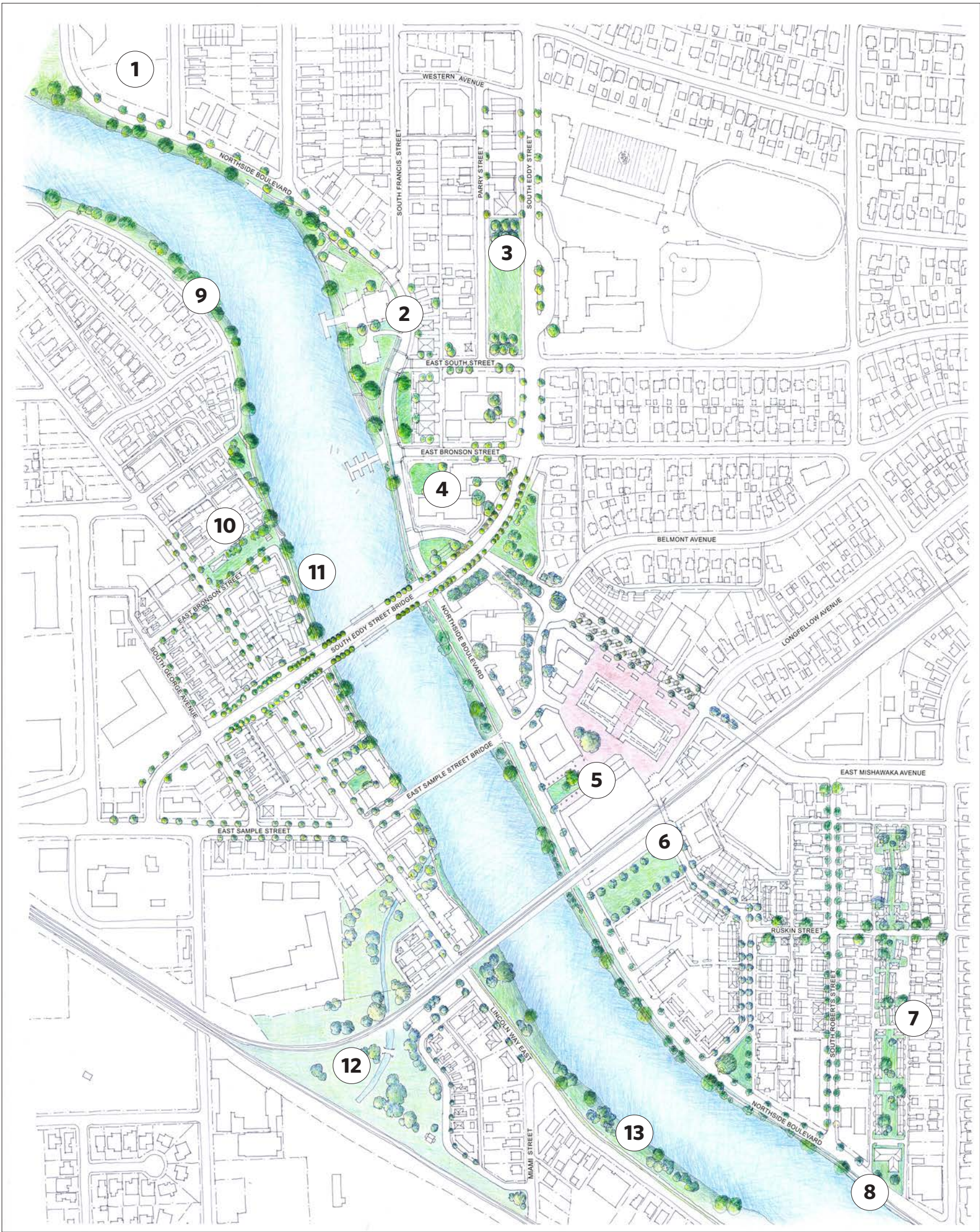


FIGURE 11: Proposed Greenbelt Plan

OPEN SPACE FRAMEWORK

The study area is located a short walk to the south of Howard Park, a recently redesigned amenity-filled riverfront park. Howard Park is the approximate midpoint of an existing riverwalk system that extends from Niles, Michigan, to the north through the city of South Bend and south to Mishawaka, Indiana. This masterplan builds on the existing trail and park system by introducing an open space network that extends along the river and pulls nature into the adjoining neighborhoods. This proposed network includes small pocket parks on both sides of the river, as well as a larger extended greenway at Bowman Creek on the west side of the river. The overall aim of the greening of this area is to offer visitors and residents full access to the river and its unique landscape.

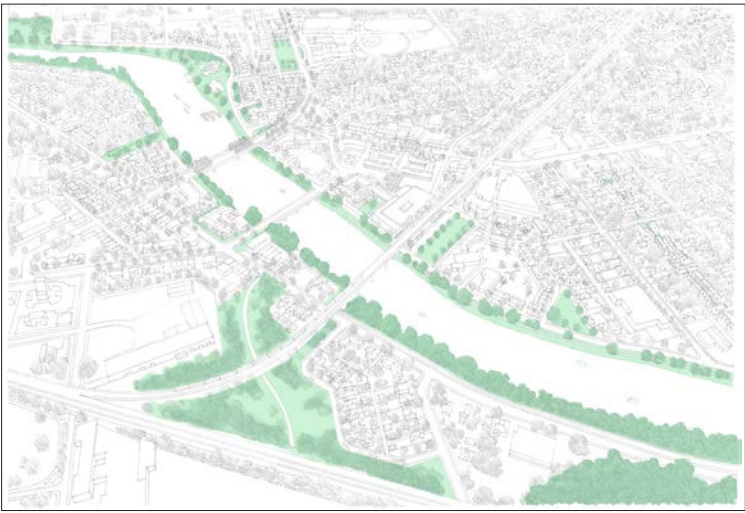


Diagram of Proposed Greenbelt Plan

EAST OF RIVER

- 1

Howard Park — Existing

Newly redesigned public park on the river with a restaurant, skating rink, and playground
- 2

Notre Dame Boathouse — Existing

Park and boat launch connected along the riverwalk path
- 3

Jefferson Middle School Park — Proposed

Public park across from Jefferson Middle School, short walk from the river
- 4

Pocket Parks — Proposed

Series of pocket parks along the river, interspersed with proposed apartment buildings
- 5

Market Plaza — Proposed

A plaza that is an extension of the main concourse of the Farmers Market
- 6

Event Space — Proposed

Park attached to The Brick providing event space when needed and a playing field for residents at other times

- 7

Mews Park — Proposed

Inner block liner park creating a pedestrian front for the mews homes
- 8

Riverwalk Path — Existing

Connection beyond to Mishawaka

WEST OF RIVER

- 9

Riverwalk — Existing

Path along river, crosses into street at some points
- 10

Pocket Park with Pavilion — Proposed

New park between the edge of the existing neighborhood and the proposed neighborhood
- 11

New Riverwalk — Proposed

Connection to existing path
- 12

Bowman Creek Greenway — Proposed

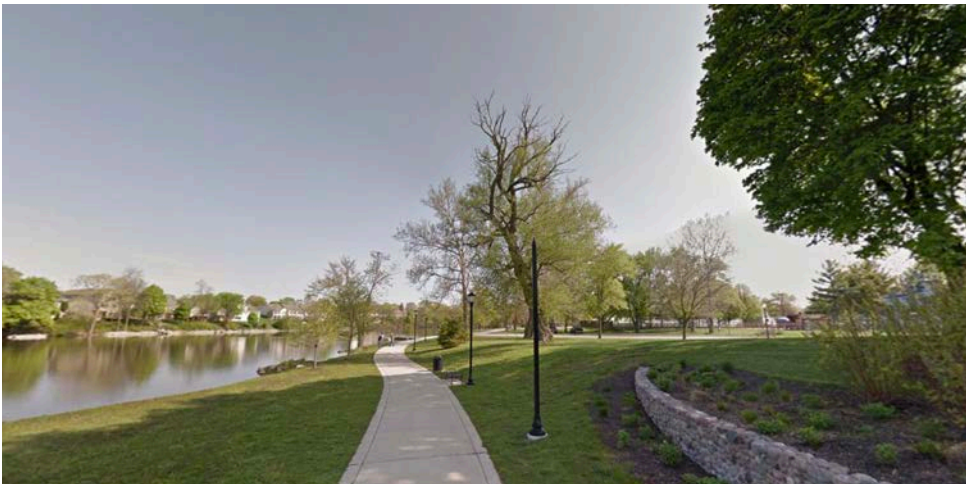
New park on both sides of the railroad along Bowman Creek
- 13

Riverwalk — Existing

Path along river



View of the St. Joseph River from Northside Boulevard on the east side of the river at the existing freeway-like ramp. Source: Google



Images of the Mishawaka Riverwalk illustrating the intended character of the proposed open space framework. Source: Google

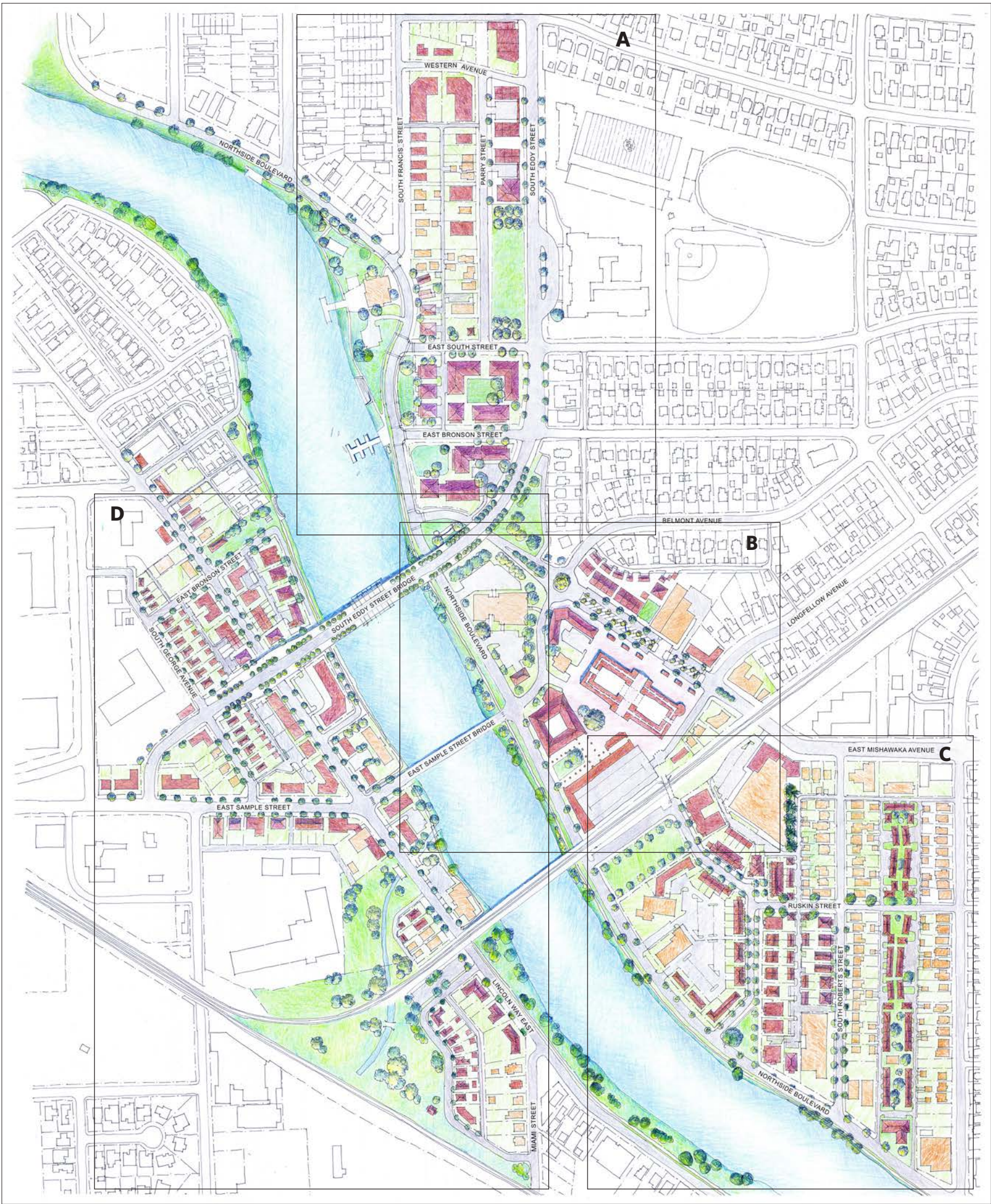


FIGURE 12: Proposed Masterplan: Building Framework

MASTERPLAN: BUILDING FRAMEWORK

The goal of this masterplan is to inspire a vision for what this district might become, in whole or in part, and hopefully leading to a future that heals the damage done by the district’s abandonment over past decades.

While this study was initiated to explore the removal of the freeway-like ramps, that change will require federal funding and take years, maybe decades, to realize, if it happens at all. Many of the concepts proposed in this report operate independently of the ramp removal and can move forward regardless of the eventual fate of the ramps.

The overall masterplan incorporates the proposed street network and greenbelt, described in the previous pages, with a series of smaller neighborhood-level design changes. The suggestions can be viewed together

as an overall composition, or as a series of ideas that work on their own. Our hope is that the design concepts on these pages will inspire action on one or more smaller interventions that can be a catalyst for additional transformative development over time.

As noted in the Potential Developable Land diagram on page 6, this masterplan proposes the redevelopment of several kinds of land parcels. Some of the land is currently occupied by the ramp infrastructure, other areas are city owned, but many of the proposed ideas are drawn on private property. When possible, we met property owners to discuss their specific needs. Throughout the design process, our aim was to save existing buildings when possible. But in some cases, the larger vision was stronger when certain areas were reimagined.



Aerial view of existing conditions looking north



Aerial view of proposed masterplan looking north

The masterplan is divided into four interconnected zones:

Zone A: Northeast Ramp

The northernmost area of the site extends west to east from the river to S. Eddy Street, and north to south from E. Quimby Street to the Eddy Street bridge. This site includes the ramp east of the river as well as the neighborhood across from Jefferson Middle School.

Zone B: Farmers Market

The central area of the site extends north to south from the Eddy Street bridge to the railroad trestle, and east to west from E. Mishawaka Avenue to the river. This site includes The Armory as well as the Farmers Market.

Zone C: The Brick

The southeastern corner of the site extends west to east from the railroad trestle to S. Emerson Avenue, and north to south from E. Mishawaka Avenue to the river. This site includes The Brick event space as well as the vacant YMCA campus.

Zone D: West Cloverleaf

The area west of the river extends north to south from E. Bronson Street to S. Miami Avenue, and west to east from S. George Street to the river.

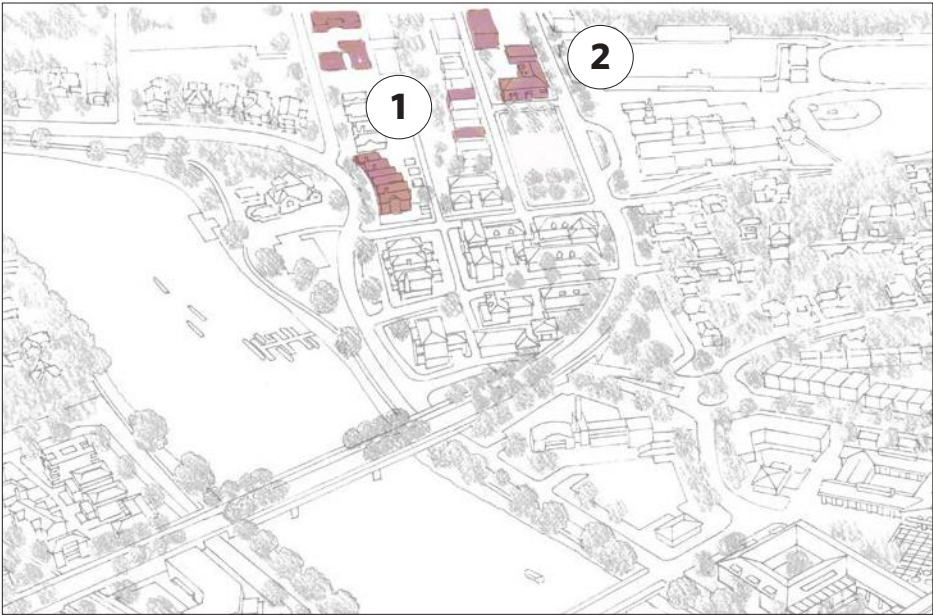
- 1. Existing Cloverleaf Ramp
- 2. Notre Dame Boathouse
- 3. Existing Ramp
- 4. Jefferson Middle School
- 5. The Armory
- 6. Sunnymede Neighborhood
- 7. Bamber’s Superette Food Market
- 8. South Bend Farmers Market
- 9. The Brick
- 10. Vacant YMCA
- 11. The Crooked Ewe Brewery



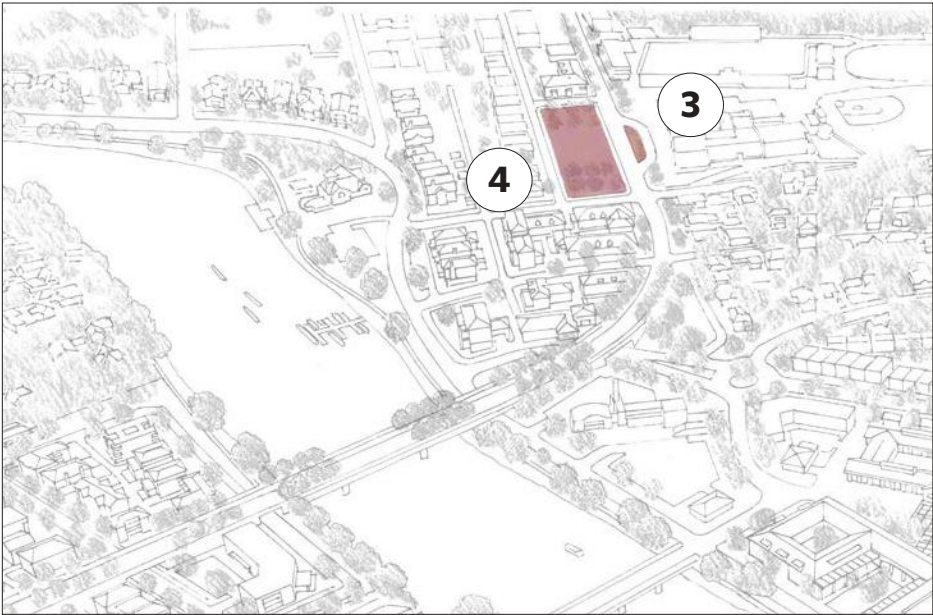
FIGURE 13: Proposed Masterplan — Zone A



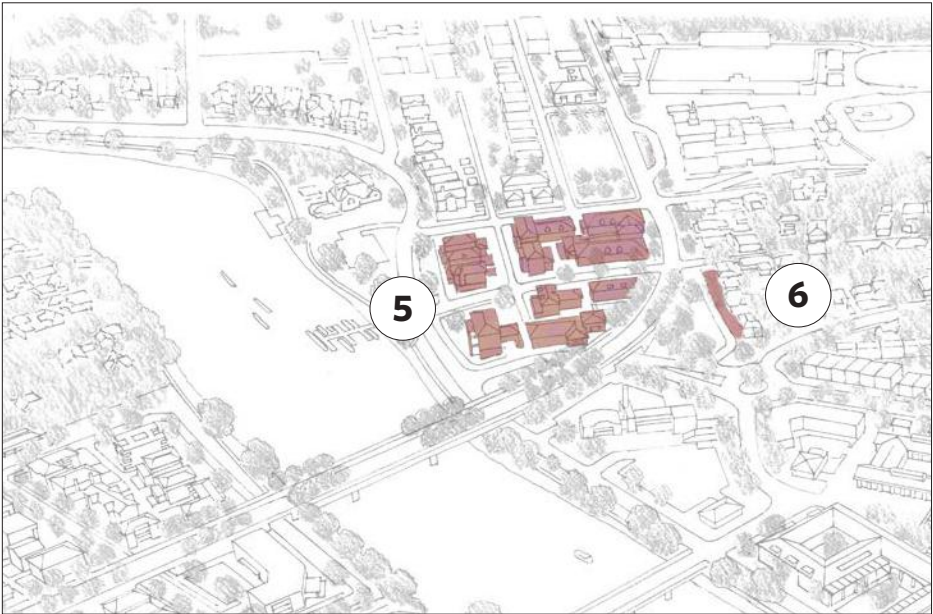
View of S. Eddy Street looking north with new proposed drop-off at Jefferson Middle School and new public park.



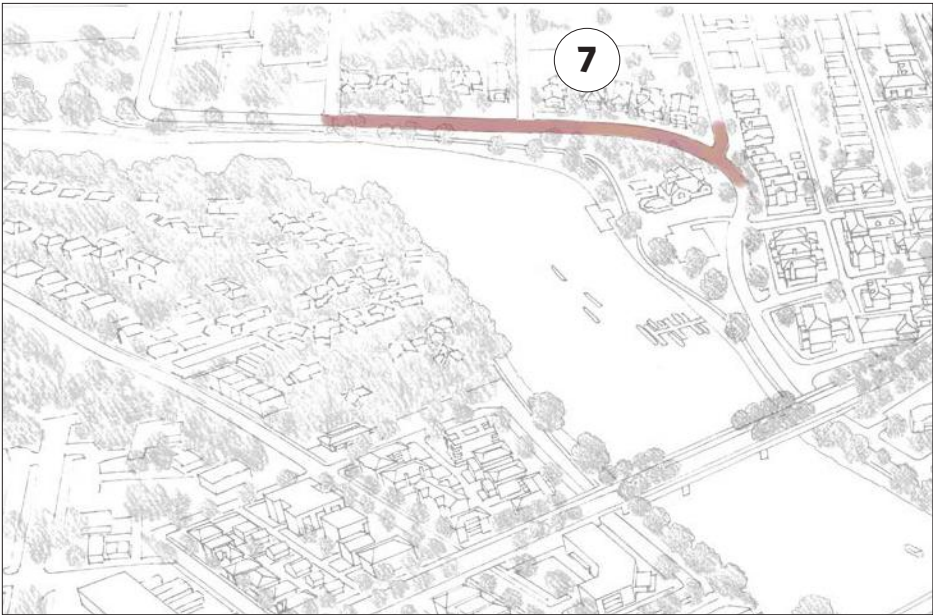
- 1 Infill Housing**
Proposed infill housing between S. Frances Street and S. Parry Street. Proposed apartment buildings framing a repaved E. Western Avenue, currently being used as a parking lot for trucks and equipment.
- 2 Narrow Block Housing**
The thin block between S. Parry and S. Eddy Street creates a front-back condition that currently results in the fronts of the homes on S. Parry Street facing the backs of the buildings that face S. Eddy Street. To address this conflict, this design proposes a row of townhomes framing courtyards with end units that face both S. Parry Street and S. Eddy Street.



- 3 New Drop-off Area for Jefferson Middle School**
Proposed new drop-off area in front of Jefferson Middle School, see rendering on Page 22. This drop-off creates a protected zone and connects to a new sidewalk, now set back away from the street to make it easier and safer for students to get to school.
- 4 Proposed Park in Front of Jefferson Middle School**
A new park frames Jefferson Middle School on the newly traffic calmed S. Eddy Street, creating a public amenity for neighborhood residents and students at the school.



- 5 Replace Ramp with Apartments**
This proposal shows the recaptured land from the ramp developed with a series of terraced apartments and parks maximizing views of the river. The existing ramp infrastructure changed grade in order to create clearances for the bridge. This proposal takes advantage of this grade change with a proposed underground parking structure, built in the already-excavated area in the center of the existing ramp.
- 6 Street Access for Existing Homes**
The construction of the Eddy Street bridge raised the grade of the streets, starting around E. Bronson Street. This left seven homes that were previously facing S. Eddy Street without street frontage, now only accessible from the alley. This proposal adds a small dead-end street connecting off E. Mishawaka Avenue to provide front access to these homes.



- 7 Traffic Calming along Northside Boulevard**
Northside Boulevard adjacent to the existing ramp is currently banked slightly as it curves by the Notre Dame Boathouse. This encourages traffic to speed as it flows in front of the recently constructed homes facing the river. The rarely used wide parking lane contributes further to speeding traffic in this area, as does the lack of street trees. We recommend leveling Northside Boulevard moving north as it approaches S. Frances Street, redesigning the intersection of S. Frances Street and Northshore Boulevard with smaller curb radii to make crossing safer for pedestrians, and adding trees bumping out into the parking lane along Northside Boulevard in order to slow traffic.

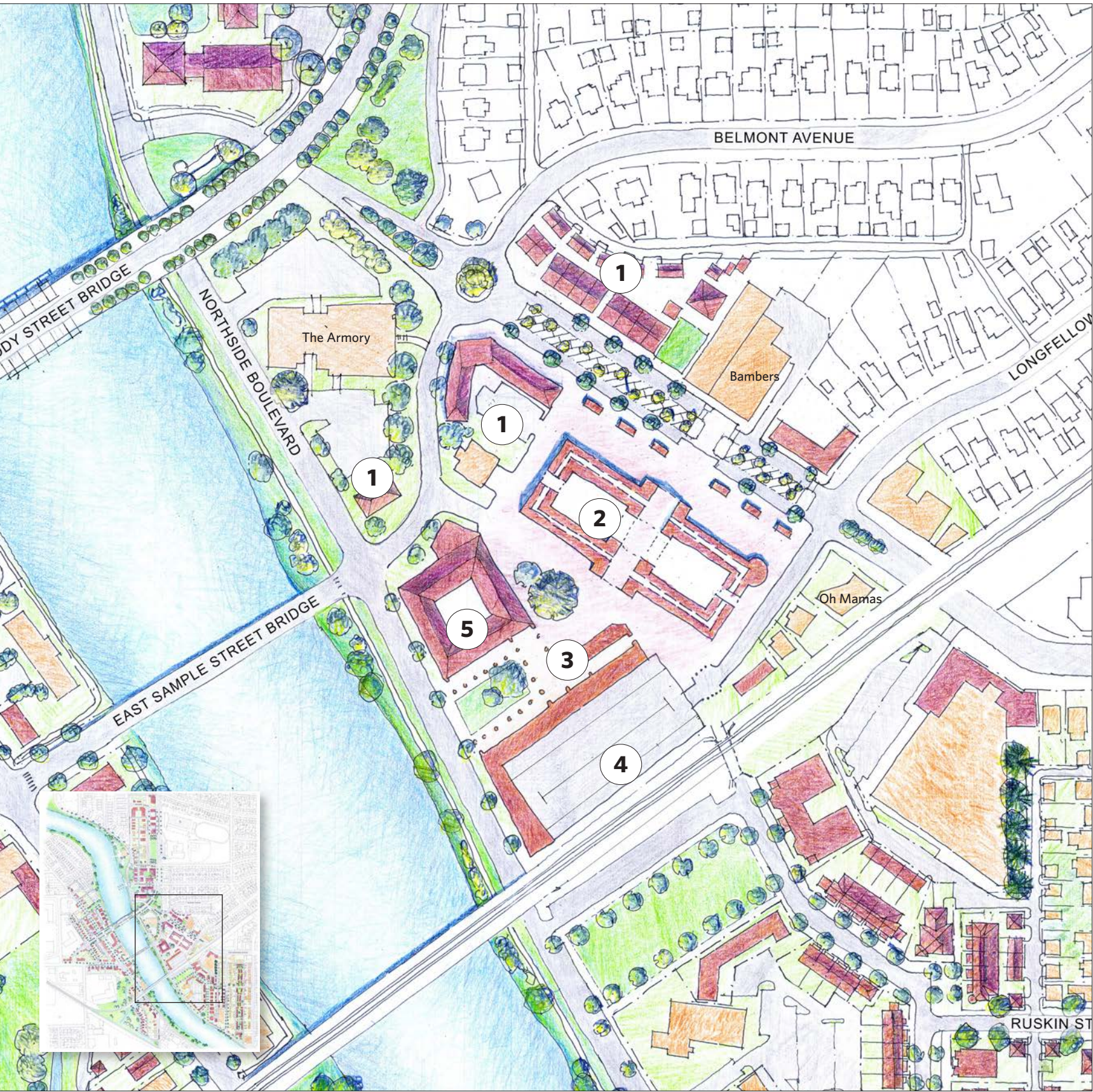
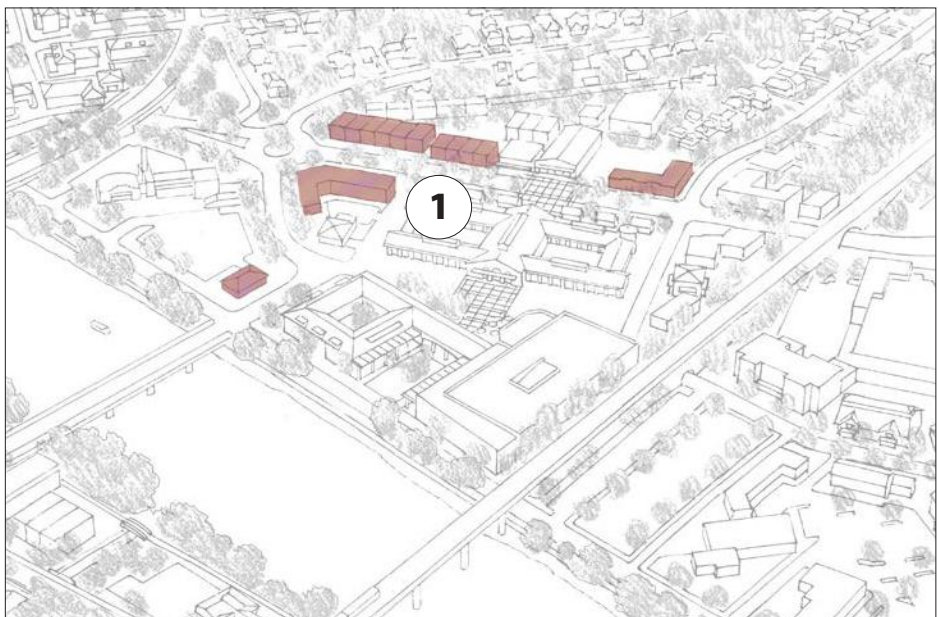


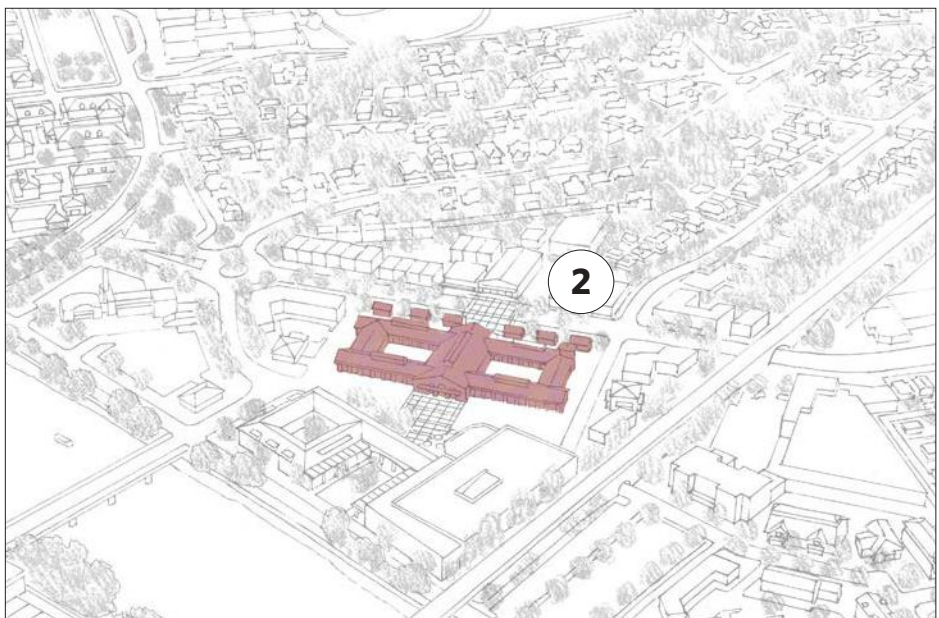
FIGURE 14: Proposed Masterplan — Zone B



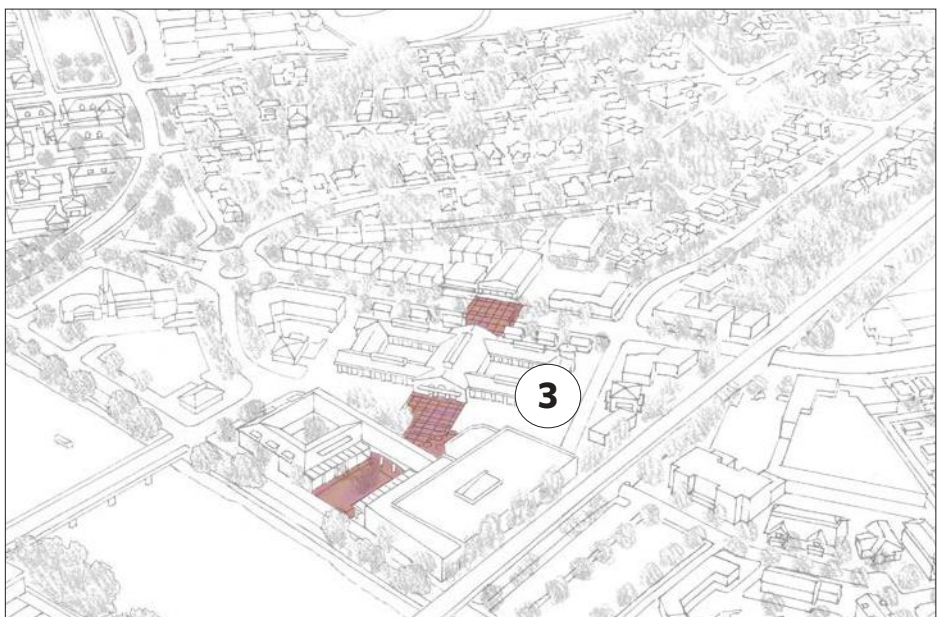
View of proposed South Bend Farmers Market from E. Mishawaka Avenue



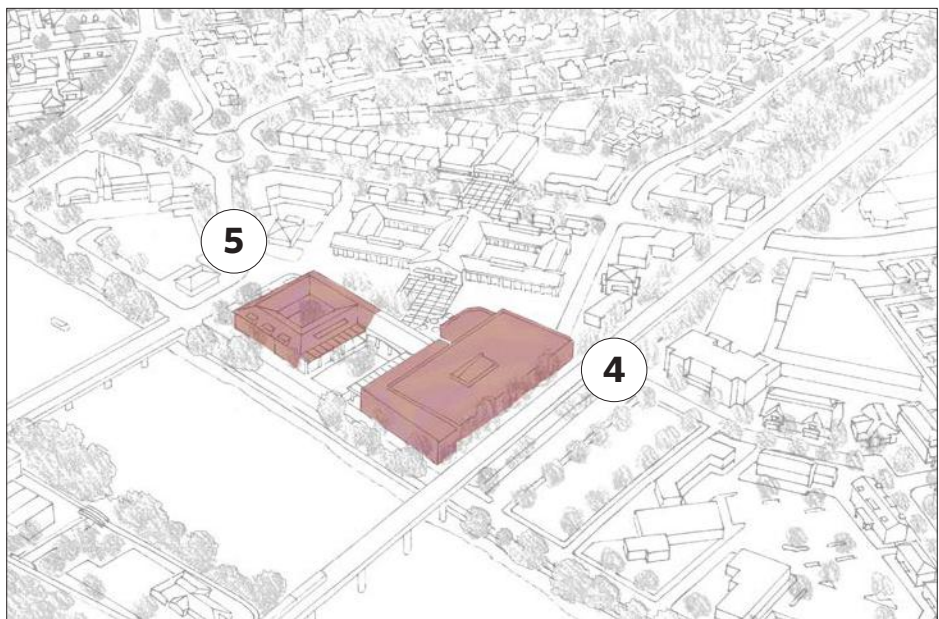
1 Mixed-Use Culinary District
The Farmers Market District is currently dominated by surface parking and local streets that oscillate between being completely empty or filled with speeding traffic. The first step in addressing these issues is to modify traffic flow by closing E. Beyer Avenue to traffic and re-routing up to the proposed roundabout on E. Mishawaka Avenue, as illustrated in Figure 8 on page 12. This move is reinforced by lining E. Sample Street and E. Mishawaka Avenue with mixed-used buildings that provide commercial uses on the ground floor and either offices or residences above. Since this area is already the location of not just the Farmers Market, but also Bamber’s Superette Food Market as well as several more recent boutique culinary shops, this is the ideal location for other businesses relating to the food industry.



2 New Location for the Farmers Market
While the Farmers Market is a beloved South Bend institution, the current market building is surrounded by surface parking lots, and the structure is in need of updates. This masterplan proposes relocating the market building to face E. Mishawaka Avenue in order to foster a closer connection to the retail core of the district. The main market building is shown set back behind a row of market kiosks that mask a service lane wrapping the market, which allows the farmers to back their trucks directly to their market stalls. Pages 26 and 27 illustrate the proposed market building in more detail.



3 Sequence of Public Places
In the middle of the proposed market is a large, vaulted concourse on center with Bamber’s on the east and opening onto a public plaza on the west. This plaza on the west is shared with the market’s service lane and can be partially or completely closed off for events and festivals. Beyond the plaza, through an open arcade, is a pocket park connecting to the greenbelt. This sequence connects E. Mishawaka Avenue, and the neighborhoods beyond, to the river.



4 Parking Structure Lined with Apartments
We are proposing a two-story structured garage adjacent to the railroad to serve the market, as well as the entire district: including the existing event spaces at The Brick and The Armory and the proposed apartments.

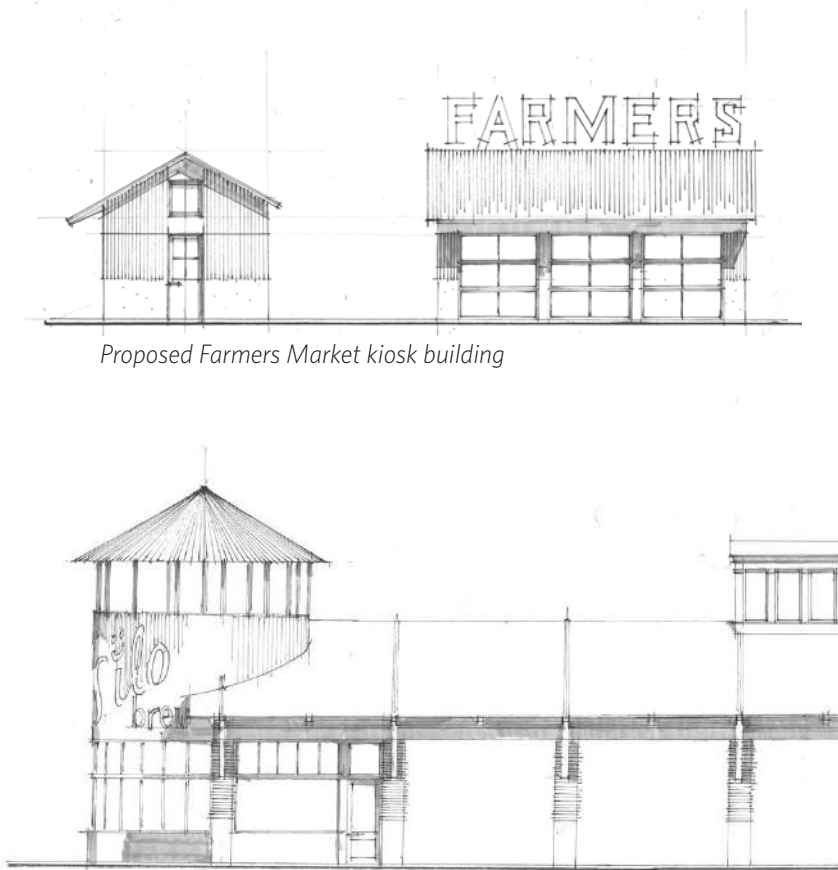
5 New Apartments
Holding the corner at the E. Sample Street bridge and Northside Boulevard is a proposed courtyard apartment building.

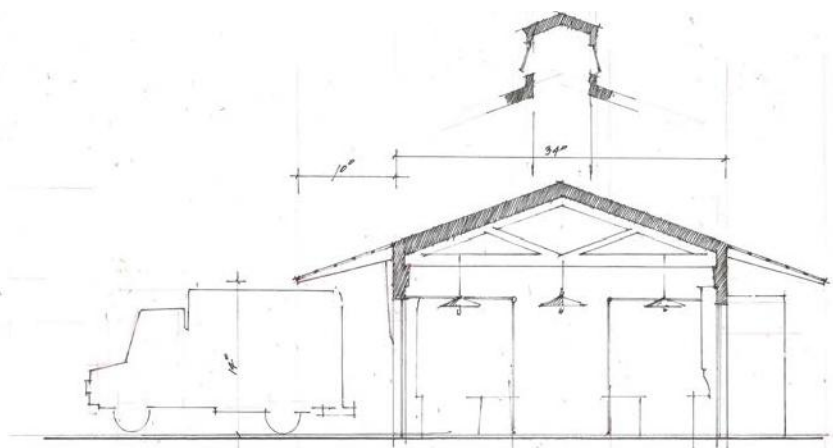


Aerial view of proposed Farmers Market looking southeast

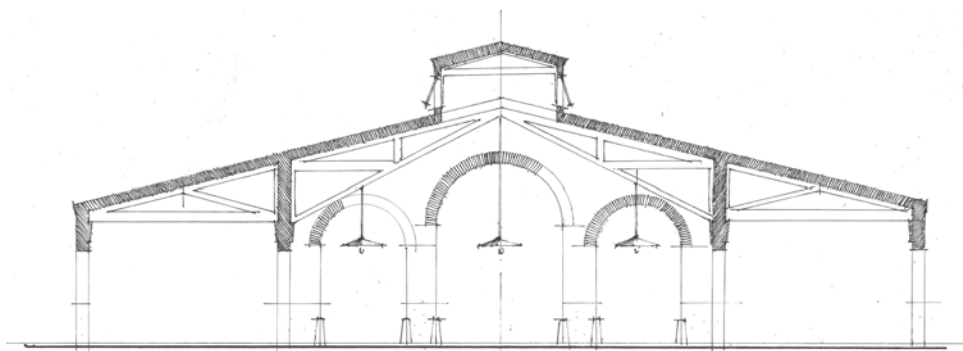


Original South Bend Farmers Market: built 1922, burned down 1971

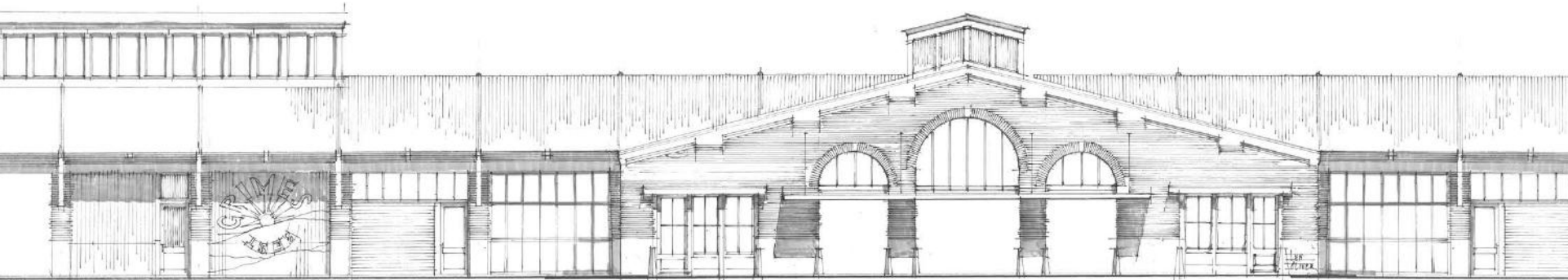




Proposed section of the new Farmers Market at typical wing



Proposed section of the new Farmers Market at the main concourse



Proposed elevation of the new Farmers Market (Design by Lew Oliver)



FIGURE 15: Proposed Masterplan — Zone C

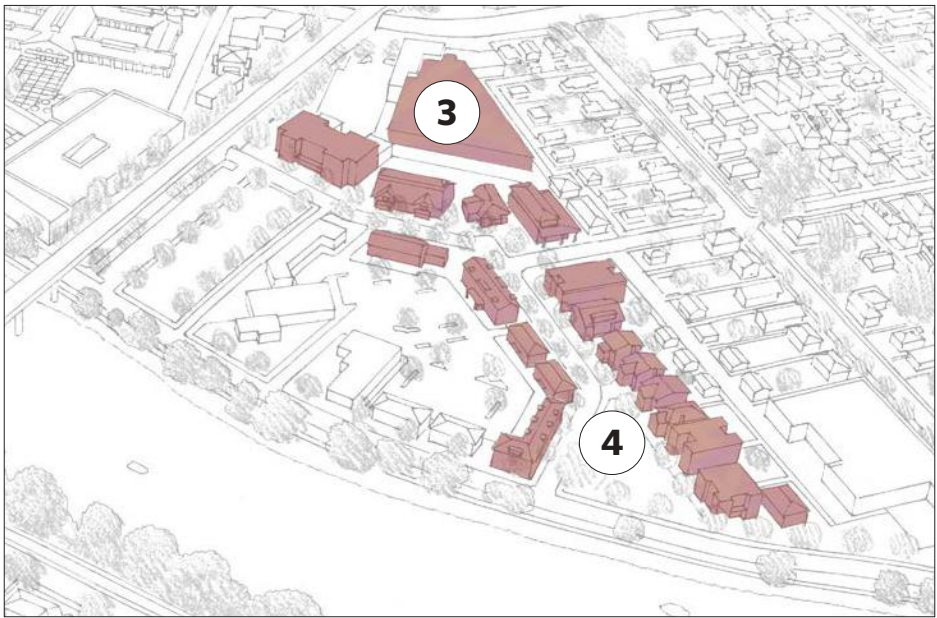


View of The Brick and proposed adjoining event space from Northside Boulevard



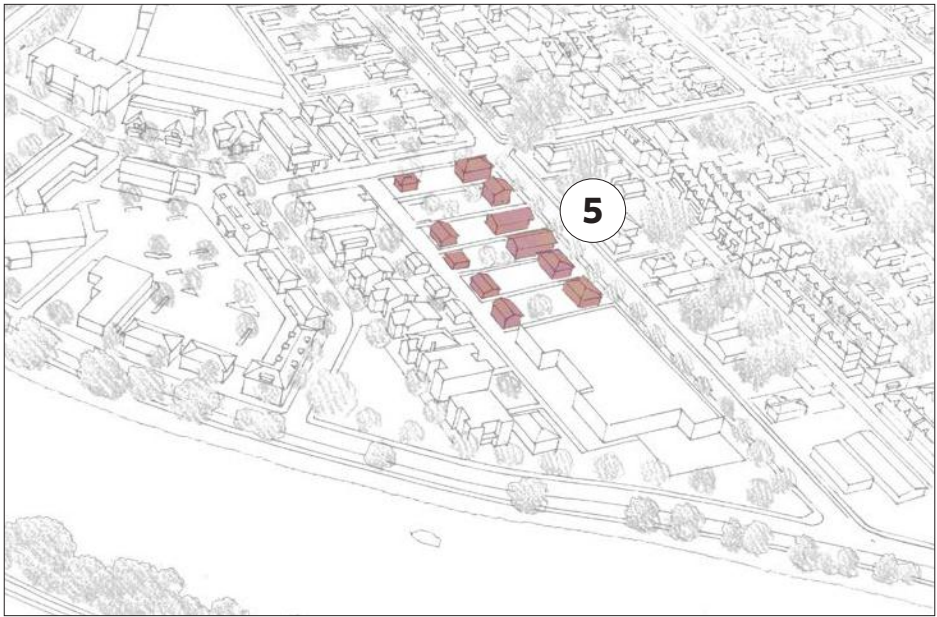
1 Connect a Pedestrian Passage under the Railroad
A proposed pedestrian passage under the railroad facilitates pedestrian access between the Farmers Market and parking garage on the north with the proposed residences and event space at The Brick on the south.

2 The Brick
Zone C is anchored by The Brick, an event space directly south of the railroad. Currently events overflow into the open fields behind the vacant YMCA. In order to maintain this functionality, while also adding infill housing, we have added a park between The Brick and the railroad, see rendering on page 28. Event parking is available in the inner block, in the parking garage next to the railroad, and on street throughout the area.



3 Renovate Vacant Buildings
The vacant industrial building on E. Mishawaka just south of the railroad is rich in architectural character. While the building is in severe disrepair and may require environmental mitigation, we strongly recommend making all efforts to repair and revitalize this structure.

4 Missing Middle Housing
The removal of the vacant YMCA opens this Zone up to the development of a full range of housing types. Apartments, townhomes, fourplexes, and multiplex apartment houses are shown lining a new street that turns in from Northside Boulevard by the railroad, then wraps around and comes back out onto Northside Boulevard near the location of the YMCA building. This street angles to transition the orientation of the railroad to the grid of the adjoining neighborhood. See rendering on page 30.



5 S. Louise & S. Roberts Streets
Similar to the condition in Zone A between S. Parry Street and S. Eddy Street, the block between S. Louise Street and S. Roberts Street is not deep enough to have fronts of homes facing both streets. As a result, S. Louise Street is currently fronted primarily with the backs of houses and garages. To address this, we have proposed changing S. Louise to an alley in order to give enough depth to the new street to the west and proposed infill housing facing S. Roberts Street.



6 Infill Mews Housing in Thin Alley Facing Block
Tucked in the neighborhood on the eastern boundary of the site is a narrow sliver of land surrounded completely by alleys. Building regular homes on this land would result in fronts of homes facing the backs of homes and garages, which is not desirable. This proposal takes inspiration from mews houses built in a new urban community in Utah with the design of thin, attached homes with tuck-under parking facing the alleys and fronts facing a pedestrian park on the inside of the block. See page 31.



Zone C: Street view rendering of Missing Middle Housing types along a proposed residential street at the current location of the vacant YMCA building

Examples of Missing Middle Housing Types Built in South Bend



Side-by-Side Duplex



Side-by-Side Duplex



Multiplex Apartment Building



Row of Townhomes



Zone C: Street view rendering of the pedestrian park in front of the proposed Mews Houses



Inspiration
Mews Homes by Opticos Design in Daybreak, a new urban community in South Jordan, Utah. Entry level homes facing a walkable public mews inside a larger block. *Image courtesy of Opticos Design.*

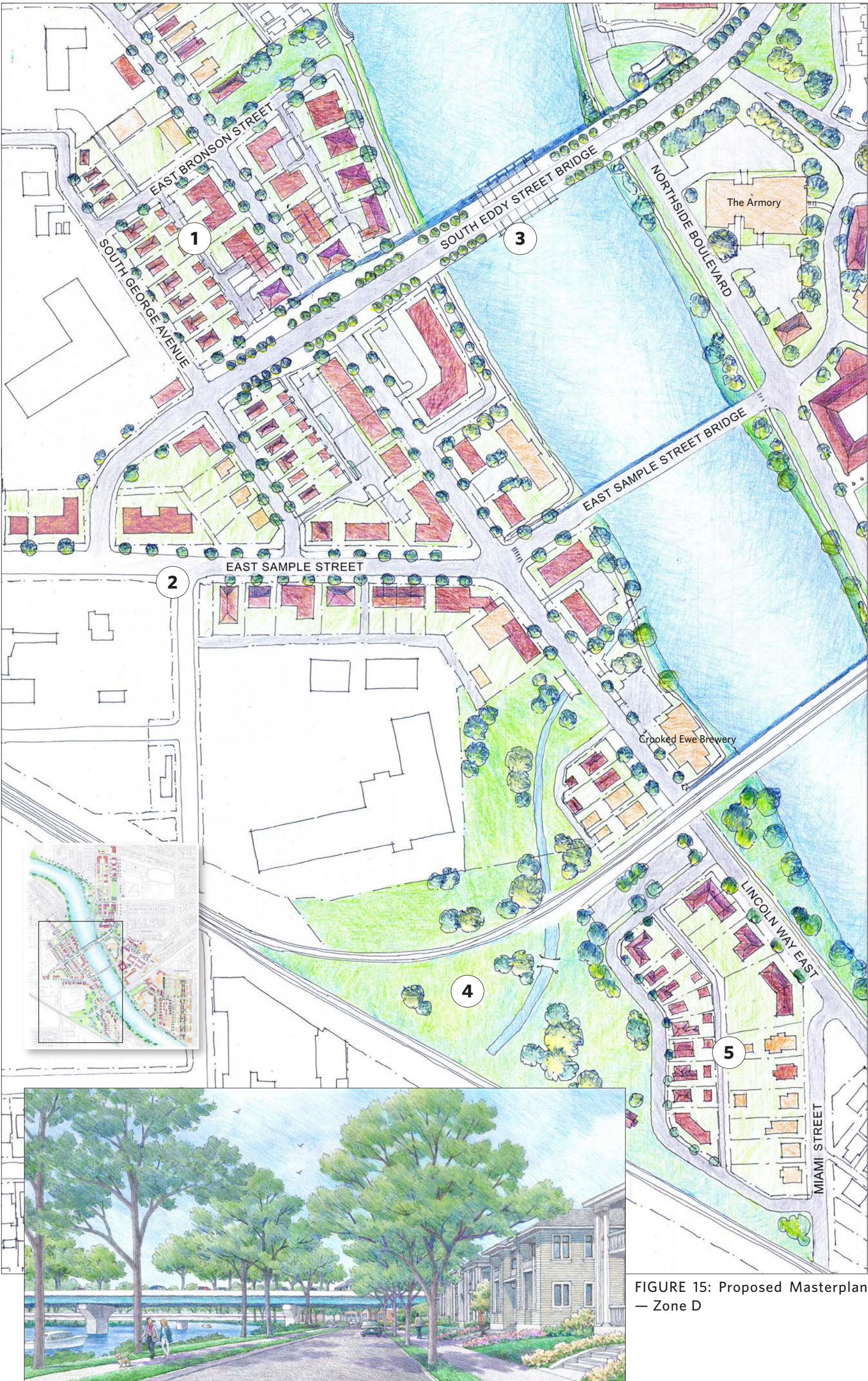


FIGURE 15: Proposed Masterplan
— Zone D

Zone D: Street view rendering of the proposed new riverside drive looking south on the west side of the river showing proposed fourplex and multiplex apartment buildings



- 1 Replace Cloverleaf with Mixed-Use Development**
The removal of the cloverleaf intersection on the west side of the river creates the opportunity to develop several blocks of housing and mixed-use buildings. This includes: various apartment types on a new street along the river; attached housing and commercial buildings along E. Lincoln Way; and single-family homes and duplexes along S. George Street.
- 2 Revitalize E. Sample Street**
E. Sample Street is currently lined with vacant buildings and empty lots. The masterplan proposes a mix of attached housing and mixed-use commercial buildings to line E. Sample Street.



- 3 High Line Inspired Park on the Bridge**
The current bridge is six lanes wide as it crosses the river, then increases to eight lanes with the addition of on- and off-ramps. This proposal, inspired by the High Line in New York, reduces the bridge down to two travel lanes, which opens up the rest of the width of the bridge for pedestrians, parking, bikes, and trees, as well as spaces for public use overlooking the St. Joseph River.



- 4 A New Park along Bowman Creek**
Drawing on a deep local interest in outdoor parks, this masterplan proposes creating a new park around a currently unengaged creek that runs south from the river toward the railroad. The park, located on both sides of the railroad, connects to the greenbelt riverwalk system and also provides overflow parking for local restaurants such as the Crooked Ewe Brewery across the street.
- 5 New Housing Facing the Park**
The depth of the parcel of land between the new park, E. Lincoln Way, and S. Miami Avenue allows for a new row of houses to front the park in order to activate the area.



- 6 Safer Intersection: E. Lincoln Way and S. Miami Avenue**
The intersection of E. Lincoln Way and S. Miami Avenue is currently unsafe due to the angle of the crossing streets. We propose new mixed-use buildings along E. Lincoln Way, which will help to slow traffic, as well as a new T-shape intersection to force cars to come to a complete stop before making a left or right turn.

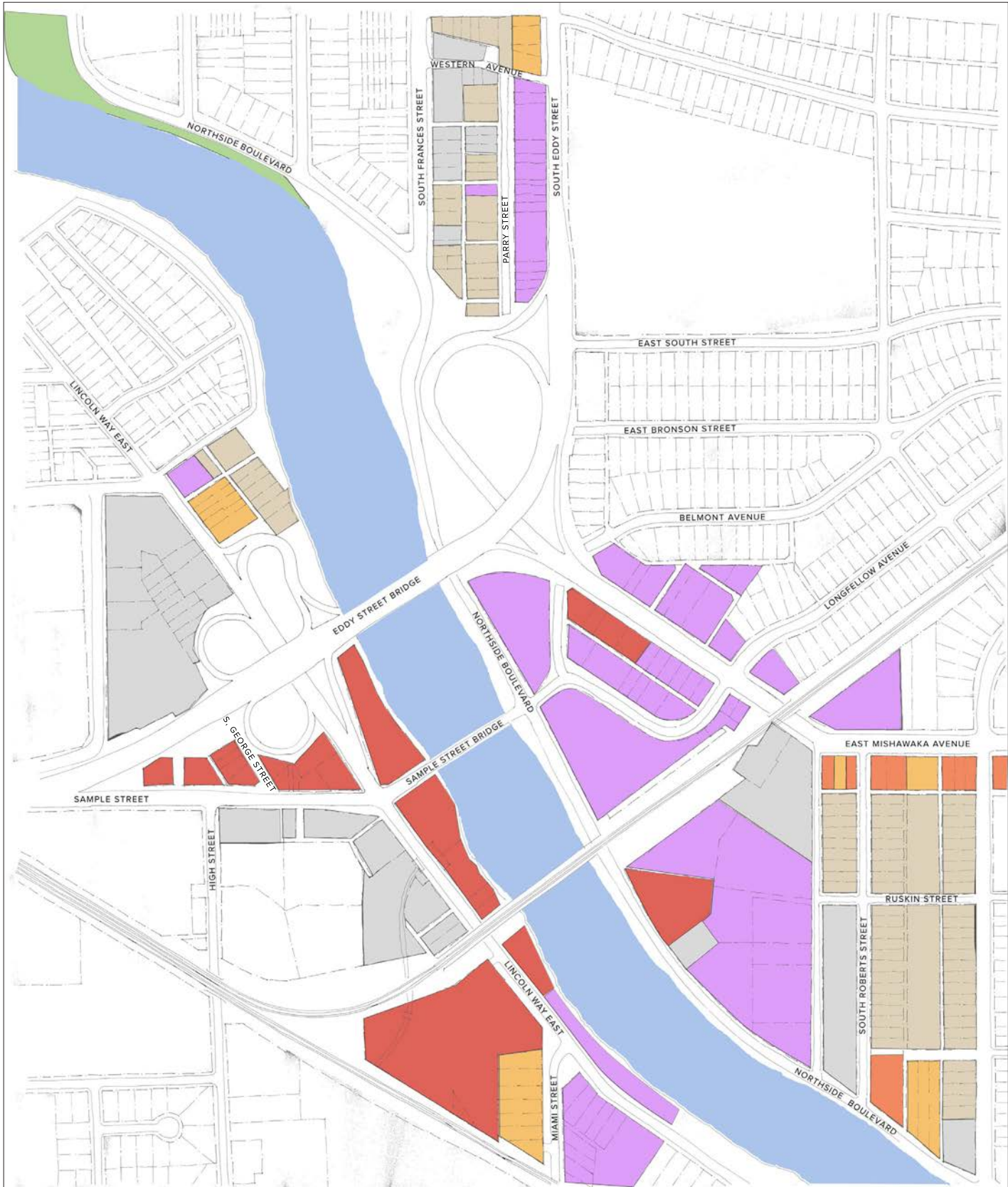


FIGURE 16: Existing South Bend Regulating Plan

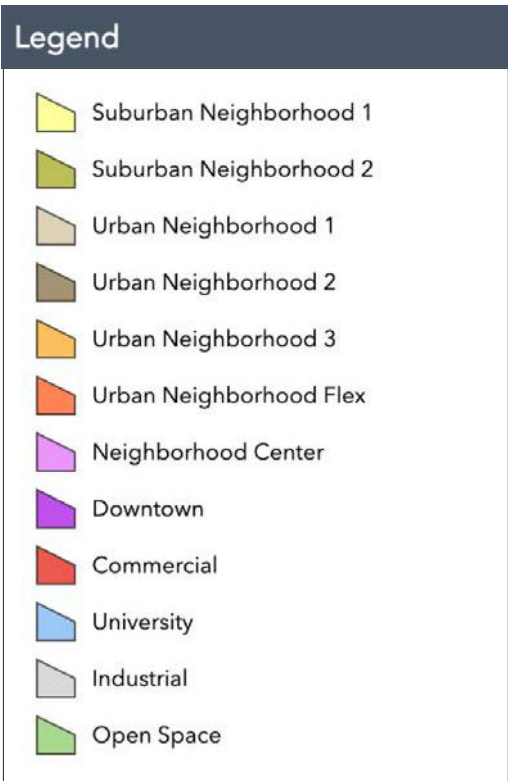
CODING & REGULATIONS

The plan above shows the City of South Bend’s recently adopted form-based zoning code. This code replaces the City’s previous use-based code. A form-based code regulates development by defining the form of a building (setback from street and building height) as well as a range of uses that can be built in each zone of the city. This is in contrast to a use-based code, which separates development by the use of each parcel of land and their buildings. Form-based codes encourage placemaking and generate a positive public realm.

Adopting a code of this scope through the public process requires working in broad strokes across the entire city, then setting up a system that allows the flexibility for the code to be calibrated and refined over time. Studies like this provide the opportunity to review the code at a neighborhood level and to identify areas that would benefit from adjustments.

One immediate observation in reviewing the code for the study area is that while the structure of the code is form based, the assignment of colored zones is done on a lot-by-lot basis, meaning that some areas operate on a use-based system.

To address this issue, we propose a revision to the zoning code for this district that sets zones by street and block rather than lot-by-lot. Further, we recommend edits to the definitions of building types to clarify the types permitted in each area.



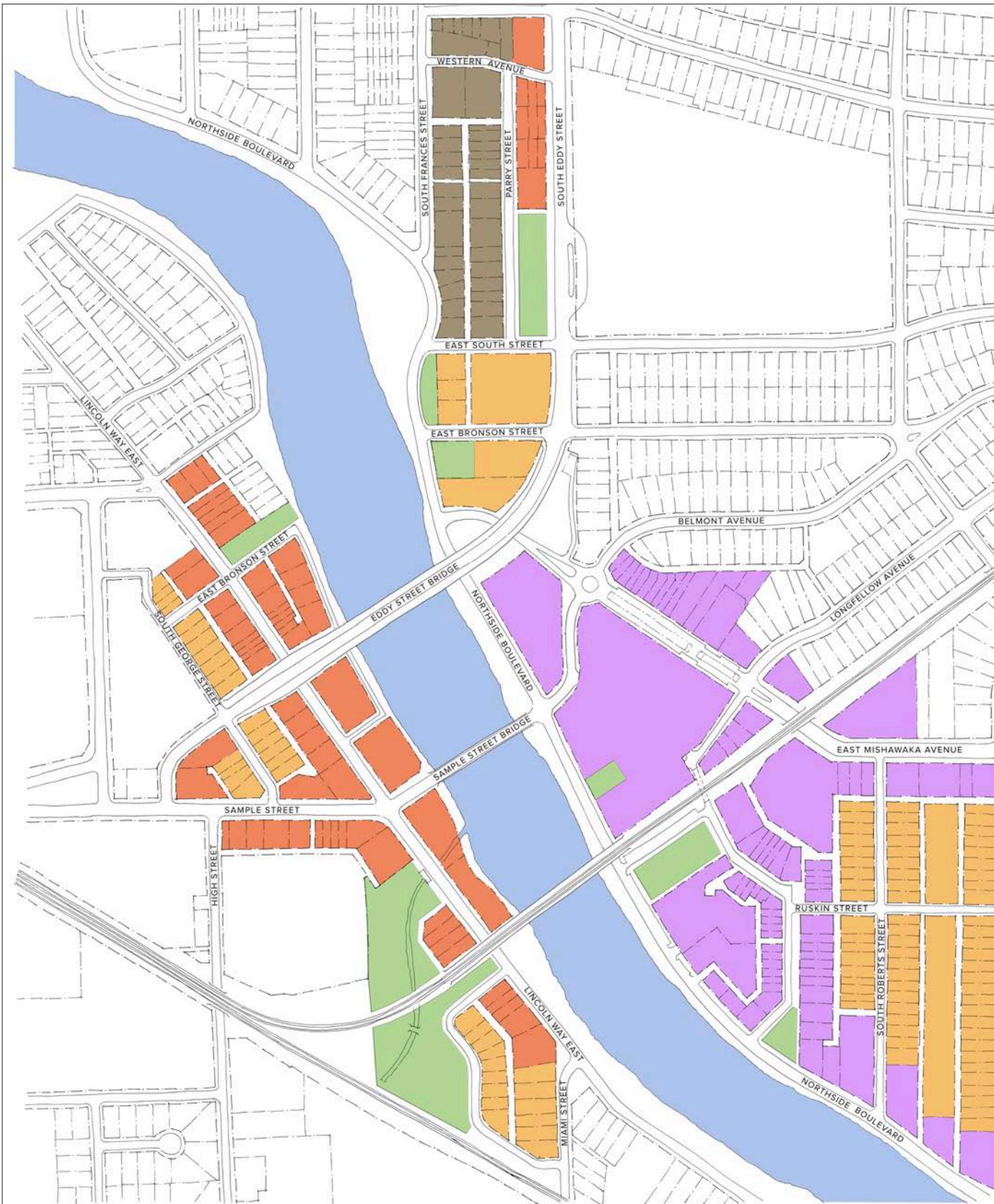


FIGURE 17: Proposed Revisions to the South Bend Regulating Plan

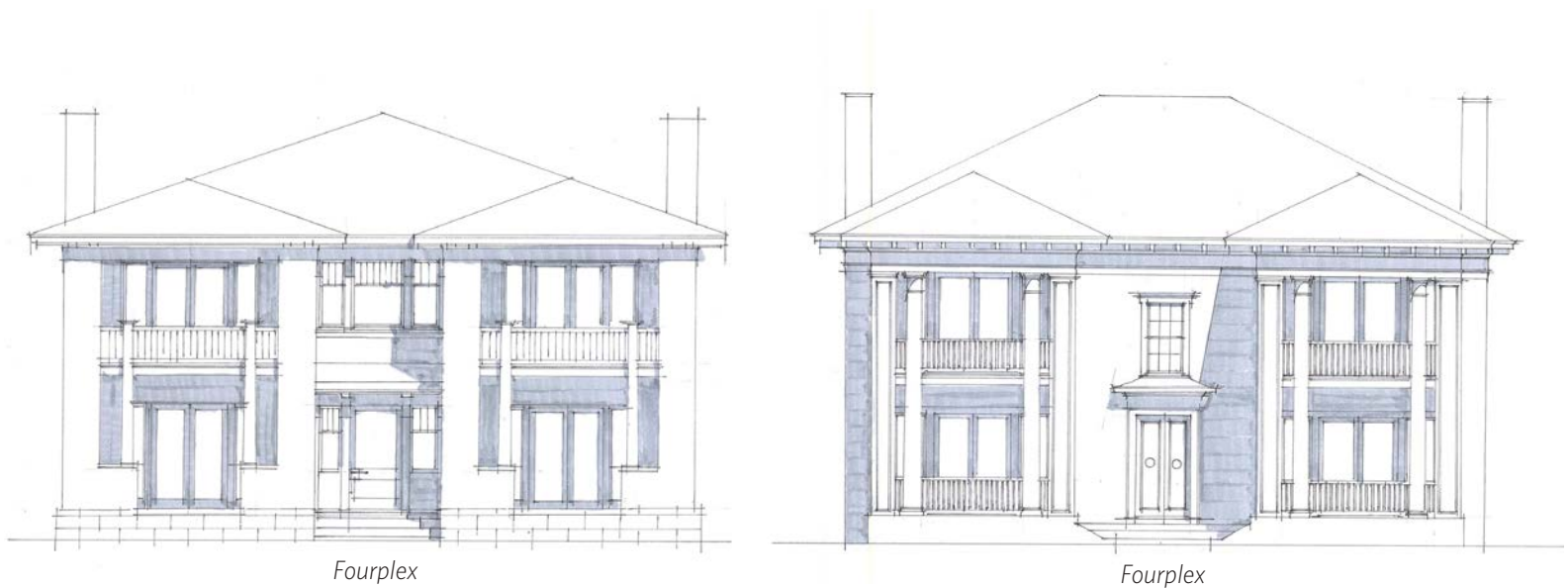
	U1	U2	U3	UF	NC	DT
	URBAN NEIGHBORHOOD 1	URBAN NEIGHBORHOOD 2	URBAN NEIGHBORHOOD 3	URBAN FLEX	NEIGHBORHOOD CENTER	DOWNTOWN
ALLOWABLE TYPES	Carriage House Detached House Duplex	Carriage House Detached House Duplex Apt-House Triplex / 4-plex Townhouse Cottage Court	Carriage House Detached House Duplex Apt-House 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 Multi-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 Recommneded Revisions Noted in Red

BUILDING TYPES

This proposal includes a range of building types aimed at attracting the widest possible mix of residents to this district. These types are commonly known as Missing Middle Housing. This term refers to the fact that, since the 1940s, these building types have been absent from the development market, eclipsed by single family houses and stacked flat apartments. Despite the fact that these housing types are rarely built new today, we know from historic examples of these types in South Bend that they are useful and beautiful in a variety of ways.

Missing Middle Housing is designed to accommodate different needs for people at varied life phases, economic means, and household size. These types can be composed interchangeably with each other within the zones outlined on Pages 34 and 35. When properly assembled, they can provide a beautiful, continuous fabric of urban housing and a robust public realm of streets and parks. (Prototypical housing types illustrated below designed by Lew Oliver.)



Designed to feel like a large house, these building types are very common throughout South Bend. They allow increased density and smaller unit types adjacent to single family homes without changing the character of a neighborhood. The examples above are only two of the many possible configurations for duplex, fourplex, and multiplex designs.



Historically, townhomes (units attached with shared walls) are less common in South Bend than the other Missing Middle Housing types but are included in this study because they are highly efficient and attract a resident interested in urban living without the responsibility for maintaining a freestanding home. Townhomes can range from entry level to high-end.



Single family homes are the mainstay of most American neighborhoods built in the last hundred years. While we see an increased demand for multifamily types, single family homes remain popular. The examples illustrated above show a range of sizes, including a 2, 3, and 4 bedroom homes. As family size shifts, smaller in some cases, larger in other cases, it's important to offer a variety of home sizes that matches a rapidly changing market.



Commercial uses, both retail and office, enhance a community by offering residents a way to meet some of their daily needs for work, shopping, and entertainment on foot, rather than by driving. The building types that support these activities are live-work units, based on a townhouse type, with ground floor commercial and residential above; and *commercial block* buildings, a catch-all term for a Main Street-type building that has retail or office on the ground floor and residential or office on the upper floors. These buildings are common throughout the historic neighborhoods of South Bend.



Aerial view of existing conditions looking south

PHASING & NEXT STEPS

The ideas presented in the report are offered both as an overall vision for the Farmers Market District, as well as a series of individual concepts that can be implemented independently of the larger masterplan. While the catalyst for this study, the potential removal of the urban renewal infrastructure, is a long-term goal requiring federal funding, much of the proposed regeneration of this district is shown on privately owned land, and therefore can move forward at a much faster pace. The following are the proposed immediate, short-term, mid-term, and long-term actions for realizing the urban regeneration of the Farmers Market District.

IMMEDIATE NEXT STEPS Adopt Proposed Zoning Code Revisions

The City of South Bend should engage in applying the refinements of the zoning code as proposed in this master plan and outlined on pages 34 and 35. Additionally, we recommend reducing parking requirements for this district.

Streetscape Redevelopment of E. Mishawaka Avenue

The City of South Bend is currently in the process of redesigning E. Mishawaka Avenue between S. Eddy Street and the railroad trestle. This public investment will act as a catalyst to draw more private investment into the district, as well as to become a regional destination. The goals of the new design are:

- Calm traffic to make the street safe for pedestrians to cross and to support businesses
- Seek design that works for current conditions as well as future potential development
- Provide district-wide parking to serve the needs of shoppers and visitors

The difficulty of this design is developing a solution that works today with the ramps in place, as well as being able to remain viable as portions, or all, of the larger vision is potentially implemented over time. The proposed street section for this stretch of E. Mishawaka Avenue is designed to strike the balance between working with both today’s reality and tomorrow’s potential. The key element is the large, treed median with parking to naturally slow traffic and facilitate easier pedestrian crossing. The entire width of the street is designed to be closed off for events and festivals.

We recommend a continued community engagement by the City of South Bend with neighboring businesses and stakeholders in finalizing the design for this significant street at the core of this district.

SHORT-TERM NEXT STEPS Navigating Federal Funding

The passing of the Infrastructure Investment and Jobs Act opens potential federal funding for preparing the project site for development. Navigating federal funding is a complicated and lengthy process that can operate in parallel to the implementation of the smaller projects, both publicly and privately funded. This is an initiative to be pursued by the City of South Bend.

Farmers Market Land Swap

The new design proposed for the Farmers Market will require public and private investment. Realizing this concept will depend on negotiating a deal that includes the purchase of properties along E. Mishawaka Avenue, the construction of a new structured parking garage, and swapping land to allow the Market to move up to E. Mishawaka Avenue and new apartments to be built overlooking the river. Sequencing of construction will be important so the existing Farmers Market building can remain in operation while the new market is being constructed. This initiative will involve cooperation between the City of South Bend, the Farmers Market, existing land owners, and future developers.

Private Development at the YMCA & Brick Sites

The abandoned YMCA property is a natural place to realize a piece of this masterplan in the short-term. While coordinating with The Brick to ensure sufficient outdoor event space as well as convenient parking, the Missing Middle Housing proposed for this site can be built as a privately funded project that will immediately help to engage the river, as well as adding new residents to the area to support existing businesses and help attract new businesses to the district. This is an initiative to be carried out by the owners of the YMCA property, a future developers, and the City of South Bend.

Traffic Calming on Northside Boulevard

The stretch of Northside Boulevard north of the Notre Dame Boathouse is especially dangerous due to the width of the street, unobstructive lines



Aerial view of proposed masterplan looking south

of sight, and sloping of the street as it banks into the curve to meet the ramp. We highly recommend a detailed traffic study of this street and the installation trees that bump out into the parking lane to calm traffic. This is an initiative to be carried out by the City of South Bend.

MID-TERM ACTIONS
Incremental Development on E. Mishawaka Avenue

The Farmers Market District is emerging as a culinary destination in South Bend. The streetscape project on E. Mishawaka Avenue is an incremental improvement that will encourage regeneration. We recommend a continued dialog between businesses and the city to identify additional areas that will help to support small-scale mixed-use development and new businesses.

Incremental Development in the Neighborhood across from Jefferson Middle School

The neighborhood west of Jefferson Middle School, just north of the S. Eddy Street ramp, contains many vacant lots. While we encourage infill development in this area, care must be taken not to displace existing residents. Rather than large single-family homes, we recommend the inclusion of duplex units as well as fourplex and multiplex apartments to make sure a range of price points is available to new and existing residents. This is an initiative to be carried out by private developers with coordinated planning entitlements provided by the City of South Bend.

LONG-TERM ACTIONS
Replace Ramp Infrastructure with Street Network

While the independent actions described in this report will activate the Farmers Market District, truly realizing the vision of this study will require the removal of the barriers created by the freeway-like infrastructure. It is our hope that in time we will be able to walk down new streets built in the memory of the ones lost to urban renewal. This initiative will be realized through the actions of the City of South Bend.

Build Public Parks & Enhance Trail System Along River

Continued support of the public riverwalk trail system and installation of new public parks will offer ongoing support for incremental private development and provide a means of access to the district for visitors to arrive on foot or by bike, thus reducing traffic on the roads. This initiative will be realized through the actions of the City of South Bend.

FINAL THOUGHTS

It’s all too easy to speed through the Farmers Market District and assume empty parking lots and overscaled infrastructure are a given. We hope this study offers a reason to believe that we can remove barriers and engage the river, that cars can share the streets with pedestrians, that businesses can thrive, and new residents will move to the area. The images above illustrate the contrast between “what is” and “what might be.” This vision is offered with the hope that, in time, “what might be” will become a reality.

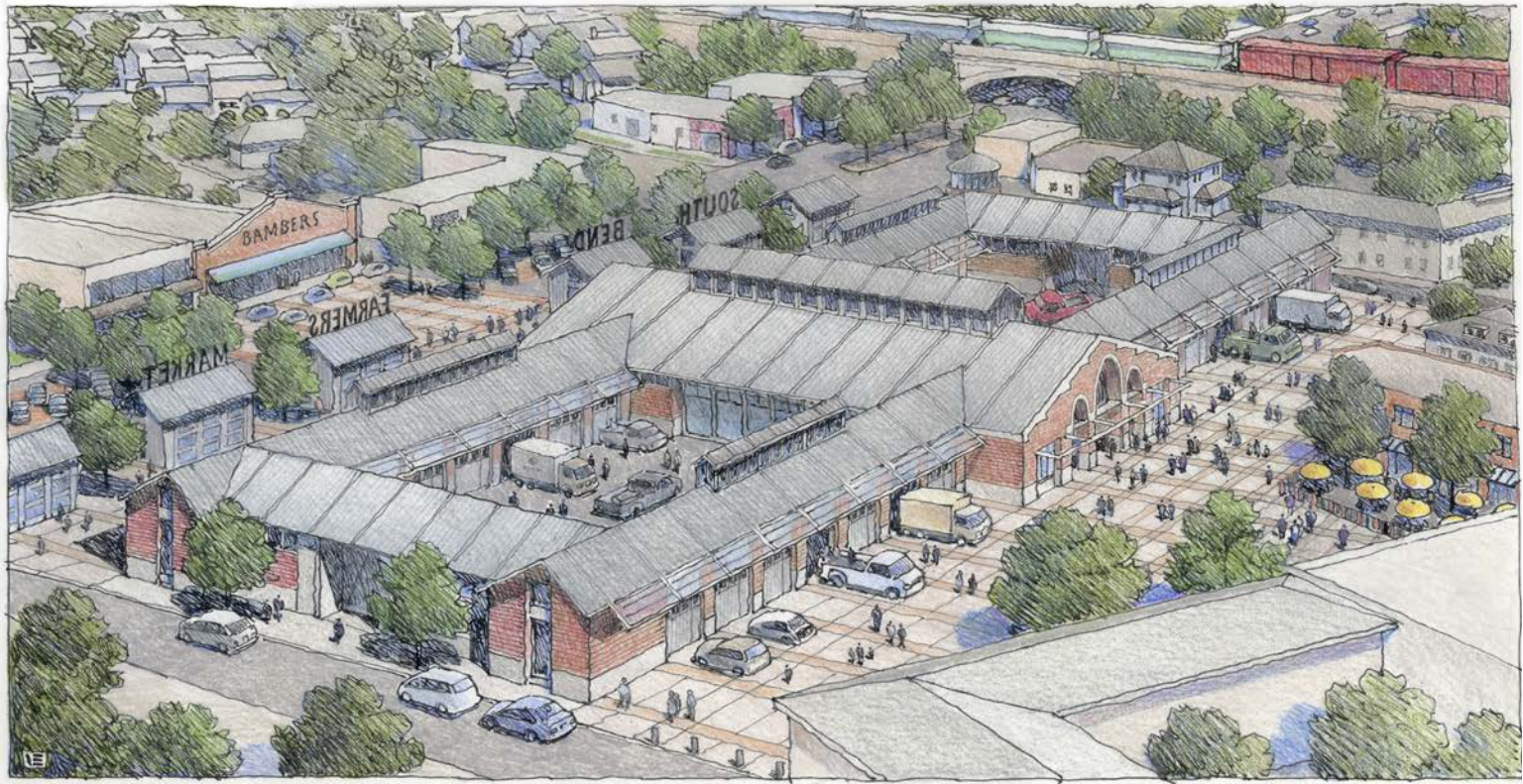
Estimated Residential Unit Mix	Zone A	Zone B	Zone C	Zone D	Total
Single Family	0	0	0	24	24
Duplexes (# of units)	14	0	12	14	40
Fourplexes (# of units)	8	0	16	48	72
Multiplexes (# of units)	180	40	54	60	334
Townhomes	12	0	26	20	58
Mews Houses	0	0	52	0	52
Apartments Over Commercial	6	60	0	24	90
TOTAL (Average unit size 1000 sq. ft)	220	100	160	190	670
Estimated New Ground Floor Commercial	10,500 sq. ft.	69,500 sq. ft.	0	30,000 sq. ft.	110,000 sq. ft.

**Includes 35,600 sq. ft. Farmers Market*



Aerial view of proposed masterplan looking north





Aerial view of proposed Farmers Market looking southeast