



WEST SIDE MAIN STREETS

THE REVITALIZATION PLAN FOR LINCOLN WAY, WESTERN AVENUE, AND
WEST SIDE NEIGHBORHOODS

 City of South Bend - Department of Community Investment | Urban Enterprise Association of South Bend
 Torti Gallas and Partners, Inc.





ACKNOWLEDGMENTS

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1. Executive Summary

This strategic revitalization plan is for two corridors, Lincoln Way West and Western Avenue, that have had an important historic role in the life and economy of South Bend, Indiana. Over the past several decades, these two streets have seen an erosion from a walkable character to an auto oriented character. At the same time, the neighborhoods have seen a loss in population, a rise in commercial and residential vacancy, and a rise in crime. This strategic revitalization plan seeks to restore the historic walkable development pattern allowing Lincoln Way West and Western Avenue to reassert themselves as vital primary streets that give new life to the neighborhoods they run through. At the same time, immediate and long-term urban design, retail, residential, industrial, and economic development strategies are defined that can revitalize the West Side Corridors Study Area.



Context Diagram

1.1 GENERAL STRATEGY

In seeking a strategy to revitalize the West Side corridors, four things must happen at the same time:

1. The streets themselves must be reframed.

Lincoln Way West and Western Avenue must transform their character and connect their neighborhoods, rather than maintain their current character as state roads that carry commerce throughout the state. This is a transformation from state highway to walkable neighborhood connector.

2. The corridors must focus uses and create destinations.

Transforming from undifferentiated sprawl and disconnected uses to concentrated retail/commercial nodes with gathering places that create a strong identity will both improve retail viability and create a gathering place that attracts residents and visitors.

3. The residential neighborhoods must be revitalized.

City and private sector efforts must insure that every existing family that wants to stay on the West Side will have a decent home and a thriving neighborhood.

4. The neighborhoods must attract new residents.

Families from other parts of the city and the region must come to live on the West Side. The West Side is currently at less than one-half its capacity. It was once one of the best-looking neighborhoods in South Bend and it can be that again. It has a great built environment. More people, with a greater diversity of age, race, and incomes, will make the West Side better than it ever was and one of the best neighborhoods in the city.



Active Mixed-Use Street Precedent



Residential Square Precedent

LINCOLN WAY WEST AND WESTERN AVENUE AS CITY STREETS

Historically, three state roads—Lincoln Way West, Western Avenue and Michigan Street—have connected South Bend to the region and points beyond in all directions of the compass. South Bend’s population has been in decline for the past 50 years. More recently, the St. Joseph Valley Parkway (US 20/31 Bypass) has allowed these three major roads to be reclassified from state routes carrying a large truck traffic load through the city to city streets that carry no through truck traffic. This change has, by

definition, made Lincoln Way West and Western Avenue gentler, at least in the type and amount of traffic. Their scale, however, is set for another time and much more intense usage. How to restore the role of the streets is a primary charge of this plan. We have here an exciting opportunity for change. The streets themselves are the connective tissue of many neighborhoods and are the defining public spaces that can be “sad and gray as they are today,” or can be symbols of the good and prosperous neighborhoods they connect and symbols of the city they represent.



Street with Bike Lanes Precedent

LIFE IS MORE THAN ONE HOUSE DEEP: THE NEIGHBORHOODS ALONG THE CORRIDOR

Together, Lincoln Way West and Western Avenue represent over six miles of major corridors that run through most of the West Side of South Bend. While impossible to paint the West Side with a single stroke, the following are some of its characteristics:

- Historically, the West Side contained the great industrial engine that ran South Bend: Studebaker, Singer Sewing, and Bendix were a few of the great industries that were the heart of South Bend's economy.
- With most of the factories located on the West Side, one could also find there the beautiful, well-kept, blue-collar neighborhoods and residents that filled the area and worked in those factories.



Former Bendix Factory

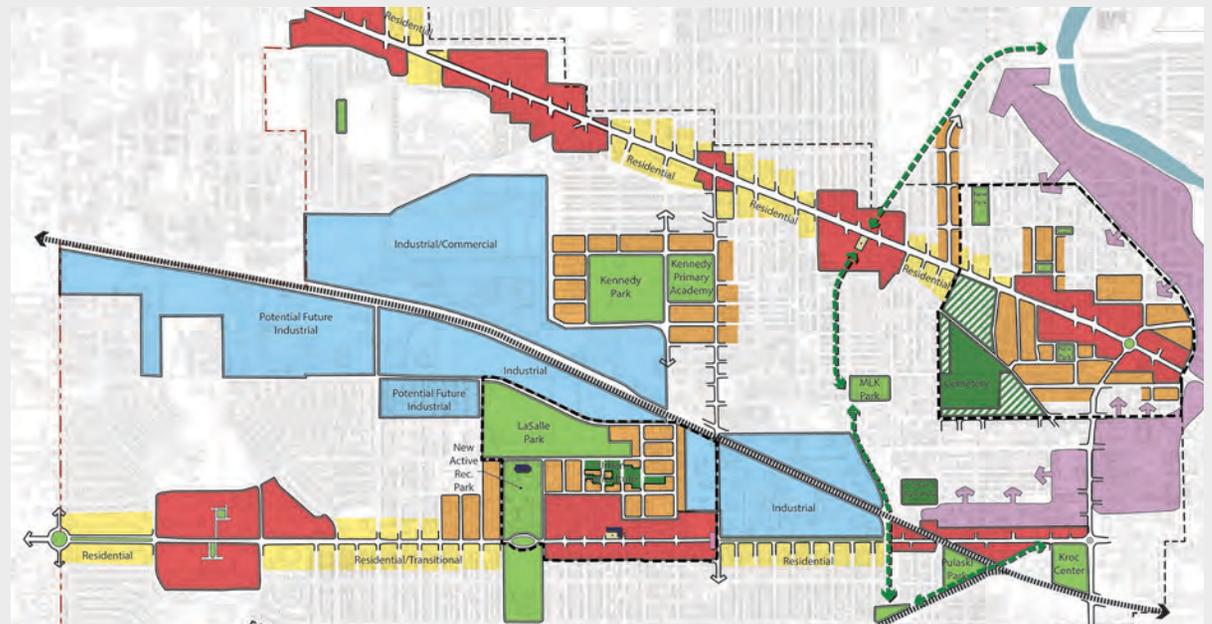
- On the east end of the West Side exists one of South Bend's best historic neighborhoods. Just northwest of this West Washington historic district lie neighborhoods that contain residents in poverty, the largest amount of vacant homes and the largest number of homes slated to be demolished.
- The South Bend International Airport is located on the west end of Lincoln Way West at the city limits.
- The existing rail lines that divide the West Side reinforce a Lincoln Way West set of neighborhoods to the north of the tracks and a Western Avenue set of neighborhoods to the south of the tracks.



Residential Neighborhood Precedent

1.2 SUMMARY OF GENERAL PROPOSALS FOR THE WEST SIDE NEIGHBORHOODS

- Differentiate Between North of Tracks and South of Tracks, as well as Between the Lincoln Way and Western Avenue Corridors
- Build on and Encourage Airport Related West End Uses
- Build on Historic Nature of Lincoln Way
- Create an Arts and Design District at the East End of Western Avenue and Connect to the West Washington Historic District
- Create Destinations and Focus Retail into Nodes Rather than Strip Development
- Enhance and Connect the Historic Neighborhoods and Create the “Downtown West District”
- Create a New and Infill Housing Focus around Kennedy Academy



West Side Neighborhood Plan

- Expand City Cemetery, Provide Improved Visibility, Provide Distinguished Entry, and Reduce Number of Vacant Parcels (North of Tracks)
- Consolidate Properties Along Tracks to Meet Needs of New Industrial Tenants to Leverage Proximity to Rail in Order to Bring New Jobs to the Area (South of Tracks)
- Expand LaSalle Park (South of Tracks)

- Create Magnet Schools Priority for Qualifying Students Living in Focus Zones Through a “Reverse Commute” Strategy
- Create West Side Greenway Recreational Path Linking the Riverside Trail/St. Joseph River at Angela Boulevard to the Western Avenue Arts and Design District
- Acquire and Consolidate Vacant Parcels and Homes to Create Larger Development Parcels that will Attract New Home Devel-

opers, Address Recreational Needs, and Provide Urban Agriculture opportunities

- Address Crime Through Additional Programs
- Reconceive Lincoln Way and Western Avenue by Reconfiguring Road Lanes, Adding Bike Lanes, and Improving Sidewalks with Pedestrian Streetscapes Including Street Lights, Benches, and Street Trees



Farmer's Market Precedent



Trail Precedent

1.3 SUMMARY OF PROPOSALS FOR LINCOLN WAY WEST CORRIDOR

The character of Lincoln Way West has historically been a tree-lined, residential street with houses set far back from the street and retail nodes at major intersections. The plan for Lincoln Way West is to reinforce the historic pattern of residential with retail nodes. The primary difference is that the new residential coming to Lincoln Way West should be slightly higher density, such as townhomes or small four-unit, manor home condominiums.

- Re-stripe Lincoln Way West for its entire length to include a turn lane in the center,

one lane of traffic in each direction, bike lanes in each direction, and curb parking for its entire length.

- Add street trees along the entire length of Lincoln Way West.
- Using volunteer and bicycle club members, paint the bike lanes green to increase safety and to visually make the street section appear more narrow and more human scaled.

- Dr. Martin Luther King, Jr. Drive Node: This node and the neighborhood to the north comprise the pilot project area for Lincoln Way. A roundabout at Lincoln Way West and Dr. Martin Luther King, Jr. Drive is created to address this complicated intersection. Leveraging the construction of the roundabout, at the same time, residential incentive programs should be implemented to connect the Chapin Park (Park Avenue) Historic District to the north and the West Washington Historic



Outdoor Dining Precedent



Illustration of MLK Node

District to the south of Lincoln Way West. The high vacancy area north of Lincoln Way, west of Dr. Martin Luther King, Jr. Drive, and east of Harrison Avenue should be targeted for lot acquisition and consolidation in preparation for private sector development. Once the “eastern front” is established, a westward thrust for revitalization should be easier. Streetscape improvement along Lincoln Way West should be implemented. Lots along Lincoln Way should be acquired and consolidated for multi-family rental development. This program will prove the point that homeownership with mixed-income, mixed-race and mixed-aged families can coexist amicably in the same area and will act as a catalyst to move revitalization to the north, south, east, and west.

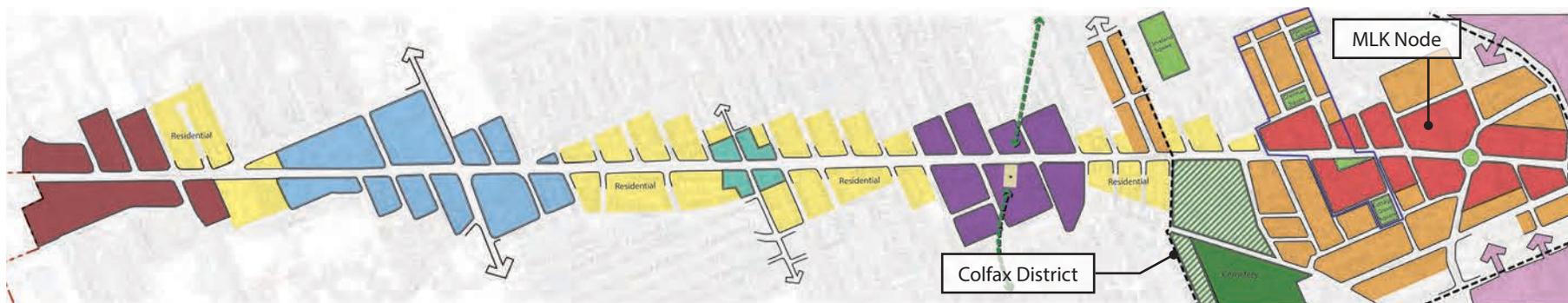
- **Diamond Avenue:** Take advantage of the recently completed street and streetscape improvements along Diamond Avenue from Lincoln Way West to Portage Av-

enue. Implementing a program to help residents rehab houses along that street will be a great demonstration of how the rest of the neighborhood can look in time.

- **Wilber Street Node:** This node along Lincoln Way West is possibly the most complex and, at the same time, has the most potential. It is the confluence of Holy Cross Church and School, the abandoned railroad line, an underutilized and historic brewery, and other retail buildings along Lincoln Way West, and several blocks of small-scale industrial uses south of Lincoln Way West. Better development parcels can be created by combining blocks. The future recreational path should be leveraged and could be a great location for a bike shop.
- **Revitalize the Olive Street Node:** This node is important because of its north to south connection to the rest of the city via Olive Street. Historically, this has been,

and should continue to be, a retail node. The existing suburban retail/commercial along Lincoln Way should provide landscaping along the streetscape to screen parking lots.

- **Bendix Node:** In this area the character changes from traditional urban to suburban. A stronger streetscape is required that also screens parking, along with an evergreen buffer around large industrial parcels.



Lincoln Way Corridor Plan

1.4 SUMMARY OF PROPOSALS FOR WESTERN AVENUE CORRIDOR

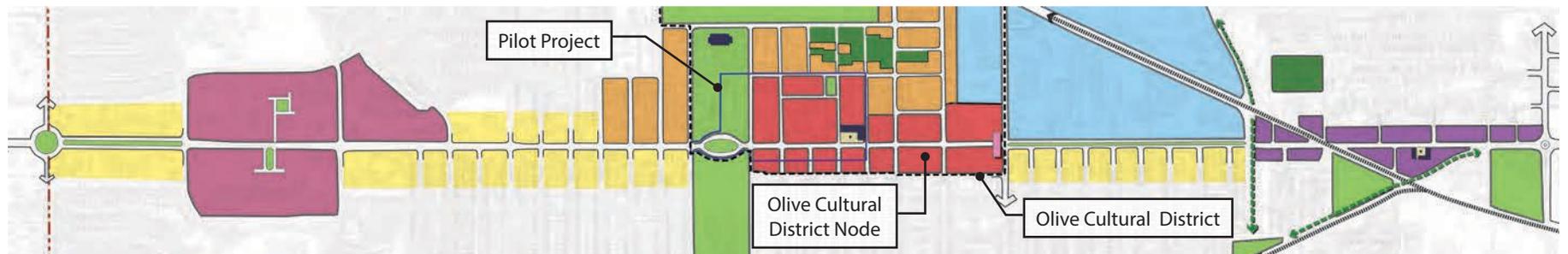


Interactive Fountain Precedent

- Re-stripe Western Avenue for its entire length to include a left-hand turn lane in the center, one lane of traffic in each direction, bike lanes in each direction as the street widths allow, and curb parking for its entire length.
- Add street trees and corner accessible ramps along the entire length of Western Avenue. In the most narrow section of Western Avenue where buildings are very close to the curb, some curb work will be required to create street tree islands between on-street parking stalls.
- Paint the bike lanes green using volunteer resident and bicycle club assistance.
- Olive Cultural District Node (Location of Pilot Project): Extend LaSalle Park to Western Avenue to include new recreation fields and courts, create an elliptical median to act as a gateway and to calm traffic, build a gathering space on Western Avenue that will include a splash fountain that will allow activities for the multi-cultural population in the area. The

perimeter of the space should include restaurants. This Square will be a central focus for the neighborhood. “Behind” the corridor, lots should be consolidated to provide a larger development parcel for private sector development.

- Arts and Design District: Establish an arts and design district east of the viaduct near Walnut Street. Allow for parking on the half-block to the north and south of Western Avenue. This area should also be linked to the other existing historic districts.
- Belleville Place Node: Repurpose the former K-Mart building at the Belleville shopping center for another use, such as an indoor hydroponic farm or charter school. Alternately, demolish that building to provide space for a larger commercial user, such as an expanded grocery store/ pharmacy. In the long term, the excess parking lots and land can be used to create a town green with new retail buildings surrounding it and opportunities for multifamily residential development.



Western Avenue Corridor Plan



Illustration of Liberty Square

1.5 IMPLEMENTATION TOOLS

The revitalization of the West Side Corridors, and the West Side in its entirety, is challenging as evidenced by the last 50 years. Implementation tools are required to make many of the recommendations possible. Recommended tools include:

- Land Consolidation
- TIF (Tax Increment Financing)
- Tax Abatement
- Tax Credits
- Development Subsidies
- Individual Rental Subsidies
- Individual Homeownership Subsidies
- Employee Assisted Housing - Institutional Development District
- Employee Assisted Housing - Police, Firefighter, and City Employee Geographic Subsidies
- Facade Grants
- Brownfield Redevelopment Assistance
- Small Business Development Assistance



Land Consolidation through Home Relocation



Plaza Precedent



Neighborhood Square Precedent



Urban Agriculture Precedent

2. Public Process

2.1 PROCESS

Building on previous planning efforts, the City of South Bend is currently focused on developing a market-based strategic revitalization plan for the West Side Corridors that will generate private investment dollars and that will improve the lives of current and future residents. While Lincoln Way West and Western Avenue are distinct corridors, each with their own character, a coordinated West Side plan is key to the West Side's success. An open and transparent process was created to include as many residents, agencies, and departments as possible. The input is summarized in this document and the input in its entirety can be accessed on the City web site. The key steps in the process are enumerated below:



Community Presentation

1. Stakeholder & Advisory Committee Meetings	Feb. 5-6, 2014
2. Neighborhood and Demographic Analysis	Feb. 5-April 17, 2014
3. Streets Analysis	Feb. 5-April 22, 2014
4. Retail, Office, Industrial, and Residential Market Analysis	Feb. 5-April 16, 2014
5. Public Charrette	
a. Place Making Presentation & Community Intake Sessions One for Lincoln Way West, One English Speaking for Western Avenue and One Spanish Speaking for Western Avenue	April 23, 2014
b. Stakeholder Meetings	April 24–25, 2014
c. Work Sessions	April 24–25, 2014
d. Preliminary Plan Presentation	April 26, 2014
e. Community Feedback	April 26, 2014
6. Draft Corridors Plan	June 2014
7. Community Presentation of Draft Final Plan	June 24, 2014
8. Final Corridors Plan and Design Guidelines	August 2014

In addition to the general community, meetings were held with the following stakeholder groups:

- City of South Bend
 - Public Works
 - Mayor and Staff
 - Police
 - Code Enforcement
 - Building Department
 - Community Investment
- South Bend Heritage Foundation
- South Bend Housing Authority
- South Bend Community Schools – Facilities Management
- Area Plan Commission
- Transpo
- Council Member Oliver Davis
- Local Developers
- Near Northwest Neighborhood, Inc.

An Advisory Committee, comprised of business owners, institutional representatives, elected officials, and neighborhood residents, was formed in order to provide representation for the West Side, the Lincoln Way Corridor, and the Western Avenue Corridor. This committee has:

- Provided information and insight into existing conditions
- Provided ideas that have been incorporated into the Revitalization Plan
- Provided advice regarding priorities
- Encouraged public participation in the planning process, including sharing details about the progress of the planning process with their respective organizations, and
- Championed the development and adoption of this plan.

2.2 STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS

A summary of strengths, weaknesses, opportunities, and threats for the corridors is found below. This summary is compiled from community input via City Voice (phone survey) and public meetings.

LINCOLN WAY



West Side Neighborhoods and Lincoln Way West Map

STRENGTHS

Location

Proximity to airport; Gateway from airport; Corridor connects airport to Downtown and nodes along the way

History

Historic Lincoln Highway; Historic architecture on east end

Community

People who are here want to stay

WEAKNESSES

City

Entire City needs help, not just the West Side; Lack of programs or lack of knowledge about programs to assist businesses

Physical Condition

Lack of maintenance of properties; City resources should be used on the West Side

Community

Residents have moved to Granger and other areas – How do you get them to move back?; Not a strong belief in the viability of revitalization

Tax Sales

Process is complicated and should be simplified; Currently most sales are for individual parcels and there is no way to consolidate larger parcels for a larger scale redevelopment

Streets

Need to provide bicycle lanes and/or paths; Sidewalks are needed

Snow Removal

Paths and sidewalks for bikes and pedestrians are not well cleared so one cannot bike or walk in the winter – Suggestion that City plow bike paths and sidewalks on Lincoln Way

OPPORTUNITIES

City

Concentrate and coordinate efforts rather than piecemeal, pool resources; Teach how to maintain and improve homes; Continue community outreach; Provide programs to support housing and businesses

Housing

Improvement of existing housing conditions

Community

Keep current residents who may choose to move to other areas; Institutions could participate/assist in revitalization

Physical Condition

Create development at nodes and infill “behind” in neighborhoods; Improve commercial buildings; Replace unused asphalt with grass/park/market

Hire Local

Hire local labor to support community jobs

History

In concert with historic Lincoln Highway, keep theme of diversity and unity

Streets

Should not be a highway – Should be slow speed, have parking, and have sidewalks

Retail

Establish bike shop on Lincoln Way West

THREATS

City

Revitalization will be a long-term process and will need sufficient attention from the City; Cheap housing or other development – new development should be upscale

Amenities

LaSalle Branch Library closing would leave a desert of community space

Displacement

People being displaced as a result of tax sales is a concern – Where will they go? Goal should be minimum relocation

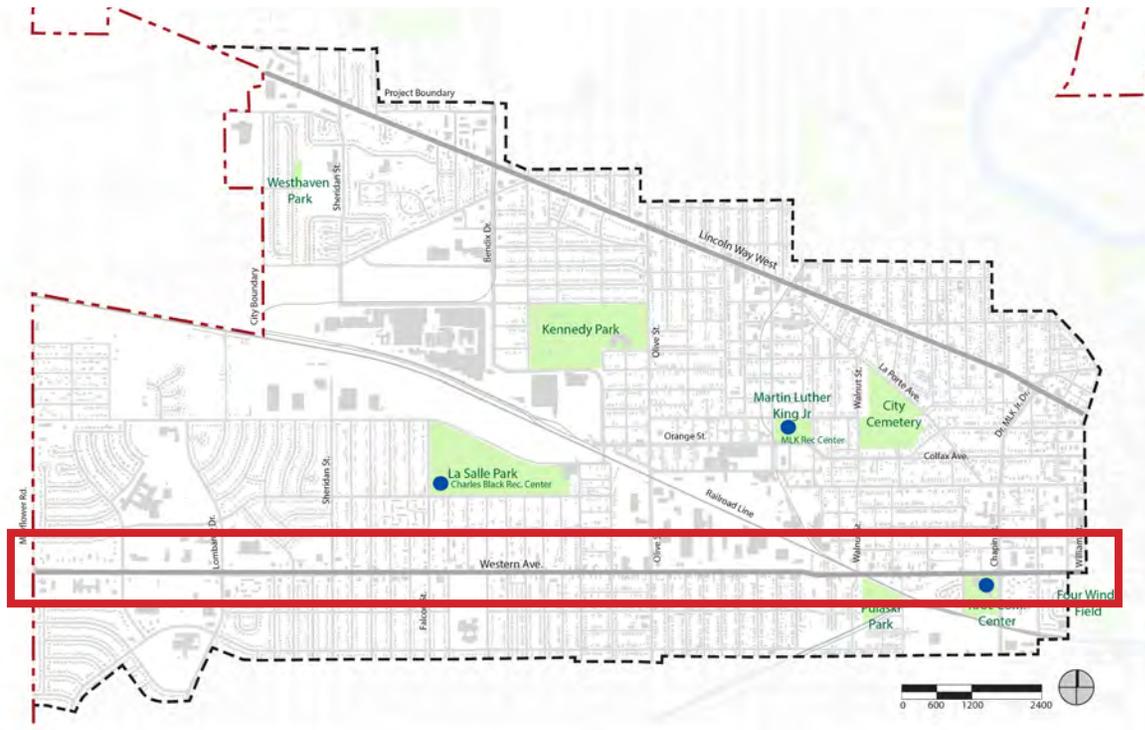
Perception

Perception of area is a problem – Doesn’t always match reality

Safety

Crime is a threat and consistent Police presence should be provided

WESTERN AVENUE



West Side Neighborhoods and Western Avenue Map

STRENGTHS

Institutions

Schools, Notre Dame, IUSB, Ivy Tech; Churches and their ability to mobilize the community; Libraries; Airport

Community

Diversity (provides both richness and conflict); Sense of community and pride; Children

Housing

Available/vacant land; Affordable; Variety of housing types and prices; Historic buildings

Retail

Variety; Convenient fast food; Spending power of community

Location

Proximity to highways and airport

Abandoned Railroad

Potential to transform into a recreational path

WEAKNESSES

Physical Condition

Many car lots; Condition of properties – Need to demolish some; Little greenery; dirty, trash; lack of maintenance; Lack of code enforcement, Lack of retail diversity; Limited parking; Large trucks park on Western Ave.; Unclear traffic patterns (no striping); No “Main Street” atmosphere; No destination with multiple things to do; lack of walkability (no density and mix of uses); Lack of pocket parks/ neighborhood parks; Disconnect created by cul-de-sacs

Housing

Concentration of public housing on west side; Vacant and abandoned homes; Lower resale values due to context; while housing is affordable, it is not of a high quality

City

Lack of attention by City; Limited resources to improve existing structures; When improvements are made then higher taxes result

Crime

High crime rates; Negative attitude toward West Side

Amenities

Kroc Center is very expensive; there are few opportunities for winter recreation; LaSalle has no water for bathrooms, etc.; No parking at Pulaski Park

OPPORTUNITIES

Housing

Homeownership Grants; Tax credits for home rehab.; Homeowner assistance to buy vacant lots

City

New administration appears to be interested in corridor; Business owners need help in understanding approval process for improvements; Communication with code enforcement

Investment

Build on success of Four Winds, Kroc, Studebaker by starting there and moving west; Tap corporations like KFC, McDonald’s to help; Build on investment at Martin’s shopping center

Community

Spend shopping dollars on West Side; Community belief/inspiration; Seek out age 18-35 representation; Have a “Taste of Western”

Physical Condition

Change zoning to prevent car lots/undesirable uses; Create small pockets of dense uses to create a destination/draw; Fitness center on Western with indoor walking in winter; Plaza as gathering space; Indoor soccer; Celebrate heritage with gathering space; Splash Park

Streets

Add bus stops and shelter with English and Spanish; Add way-finding signs; provide lighting; Clarify viaduct movements (provide better signage); Make more bike-friendly; Add landscaping; Add striping

THREATS

Community

Drugs; No belief that things can change; Self-interest among business owners; Overgrowth of vacant lots; Trash dumping (code enforcement not effective)

Jobs

Concentration in industrial jobs and lack of professional jobs; “Brain Drain” – There is no reason for young people to stay/return; Not enough focus on employment for West Side residents; Unfair hiring practices

City

Property taxes collected from West Side are spent elsewhere; City needs to make an honest effort; Insufficient police presence/ response; Cumbersome approval process

Mishawaka

Competition; They are more business-friendly; West Side community goes to shop in Mishawaka

Physical Condition

Sample Street potholes/condition; Western is a key entry/exit – need to address traffic needs; Semi-trucks at Olive

Housing

Homes are transitioning from ownership to rental

2.3 CITY VOICE

City Voice is a community sharing and feedback platform developed by the City of South Bend and Code for America. Designed as a phone-based call in system, City Voice allows people in the community to be heard on a variety of important issues. For the West Side Corridors study, citizens responded to a number of questions about both their current use and interactions with Lincoln Way and Western Avenue, and what they wished to see in the future. A summary of the input and answers to the questions follows:

Feedback Summary

- Survey active for one month
- 52 people called in
- 221 people visited the website
- 1,200 page views of the website

WHAT DO YOU CURRENTLY DO?		
	YES	NO
<i>Do you eat at restaurants along Western Avenue?</i>	23	17
<i>Do you shop along Western Avenue?</i>	25	15
<i>Do you do any other leisure or recreational activities along Western Avenue?</i>	17	23
<i>Do you eat at restaurants along Lincoln Way West?</i>	27	13
<i>Do you shop along Lincoln Way West?</i>	21	19
<i>Do you do any other leisure or recreational activities along Lincoln Way West?</i>	12	28
<i>What shops, restaurants, or other activities do you visit along Lincoln Way or Western Avenue?</i>		
<i>Restaurants</i>		
<ul style="list-style-type: none"> ▪ Pizza Hut, Long John Silvers, Volcanos, Lacopo, Taco Bell, Arby’s, McDonalds, JJ’s Fish, Sunrise Café, Rosales, King Gyro, Burger King, Chicos, Taste of Chicago, Lincoln Way Grill, Lincoln Way Café, Little Caesars, Taqueria Chicago, Taste of Mexico, Bendix Family Restaurant, Subway, Pariso Tropical 		
<i>Stores</i>		
<ul style="list-style-type: none"> ▪ Dollar Store, Martins, Gene’s Camera, TCU, Auto Zone, O’Reilly, Auto Repair, Walgreens, Gas, Consignment, DC Auto, Sherman Beauty Supply, CVS 		
<i>Other Activities</i>		
<ul style="list-style-type: none"> ▪ WUBS, Airport, Charles Martin Center, Colfax Center, MLK Center, South Bend Heritage, Kroc Center 		

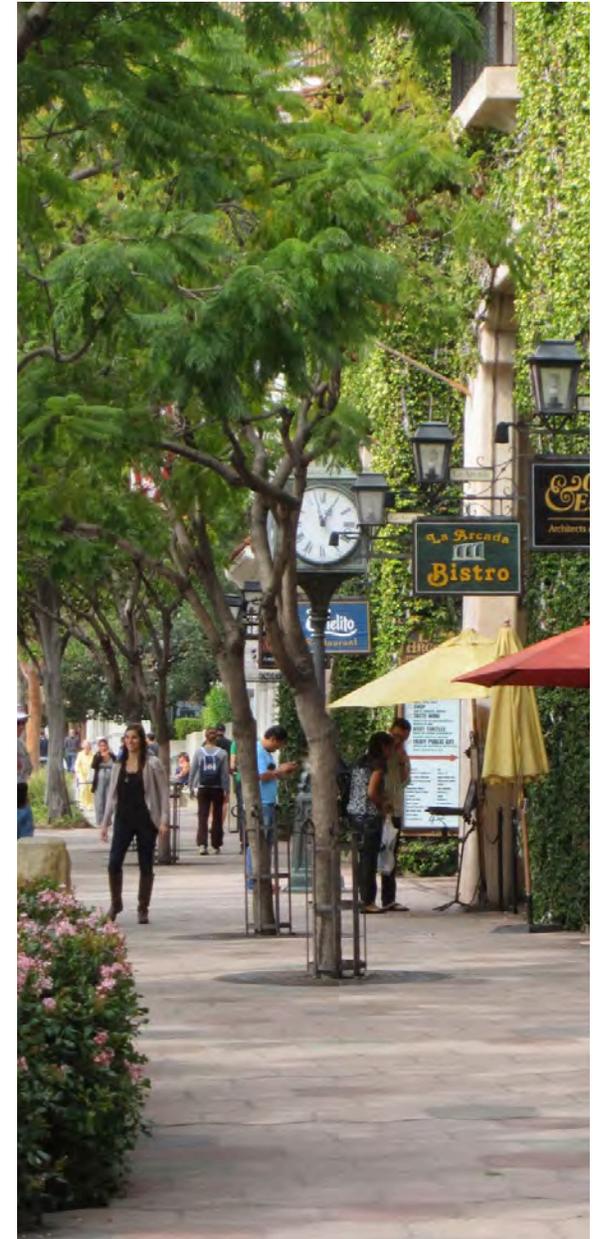
WHAT WOULD YOU LIKE TO SEE?

What shops, restaurants, or other activities do you want to bring to Lincoln Way West or Western Avenue?

- Restaurants: Cracker Barrel, Casual Dining, Family Dining, Golden Corral, White Castle, Old Country Buffet, Fine Dining
- Stores: Farmer's Market, Clothing Store, Grocery Stores, Family Fun Center/Chuck E. Cheese's, Athletic Shop, Dry Cleaner, Pharmacy, Mini Outlet Mall, Chic Boutiques, Pawn Shops, Massage Parlor, Bike Shop, Athletic Gym, Hair Salon, Anchor Stores, Walmart, Movie Theater, Home Improvement, Laundromat, Rite Aid, 7-11
- Other: Bus Shelters, Bike Path, Parks, Trees, Art, Art Studios, Youth Activities, Skating Rink, All Age Activities, Arcade, Social Services Locations, Make destination cultural centers based on existing cultural communities, Fewer chains and more local restaurants, Smaller than big box stores, Chapin could be an arts district

What other ideas do you have to improve Lincoln Way West or Western Avenue?

- Themes: Streetlights, Storefront/façade improvements, Crack down on dumping, Bike Lanes, Remove vacant houses along corridors, Pedestrian improvements, Bus shelters, Farmer's Markets, Children's Amusement Amenities, Improved Western Avenue Traffic Flow
- TIF or Tax Abatement to Rehab Houses, Public Artwork, Rehab Historic Buildings



3. West Side Neighborhoods

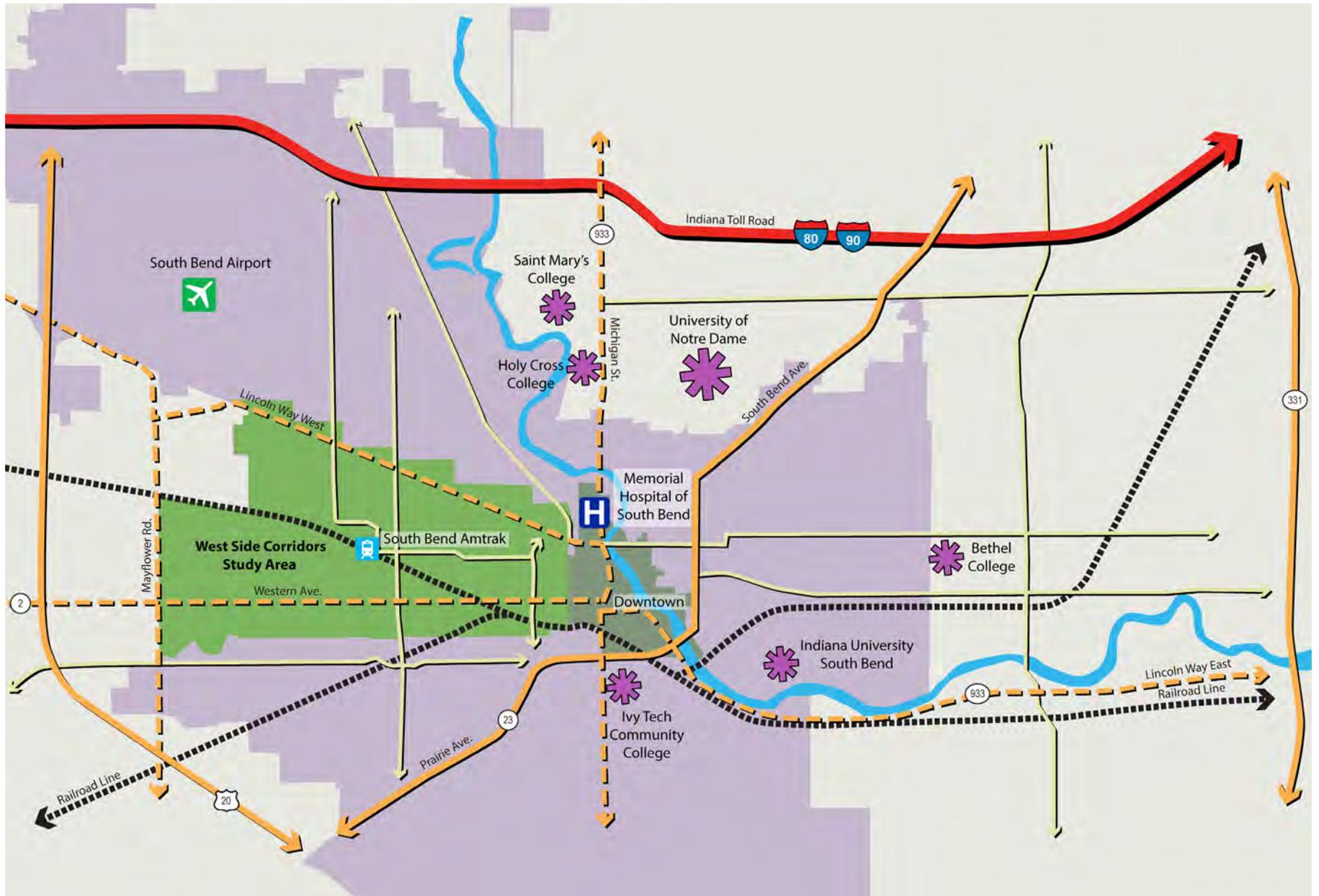
3.1 REGIONAL AND CITY ANALYSIS

The west side has a rich cultural history and has always been a working class neighborhood intermingled with industrial employment. Part of the reason for the industrial is the proximity to the Norfolk Southern Railroad line that continues to serve the existing industrial space on the west side. This rail line is crossed only in a few places by Chapin Street, Walnut Street, Olive Street, Meade Street, Grandview Avenue, and Mayflower Road (of which Walnut Street, Meade Street, and Grandview Avenue are indirect connections and/or minor streets). As a result, the rail line is a neighborhood divider. While no line is absolute, the area north and east of the tracks is primarily African American, the area south and southwest has transitioned from Polish to predominately Latino.

The areas at the edge of Downtown are historic in nature. Moving west, the homes transition from 1950's to 1970's to 1980's. While the majority of the area is characterized by traditional urban neighborhoods, the westernmost areas are characterized by conventional strip retail and suburban housing patterns. The eastern areas have suffered many years of disinvestment and this is reflected in high retail and residential vacancy rates, with residential vacancy creeping westward as time passes. In addition, an oversupply of retail space has resulted in vacant large format retail on the west ends of both corridors. The eastern areas have some of the highest crime rates in the City.



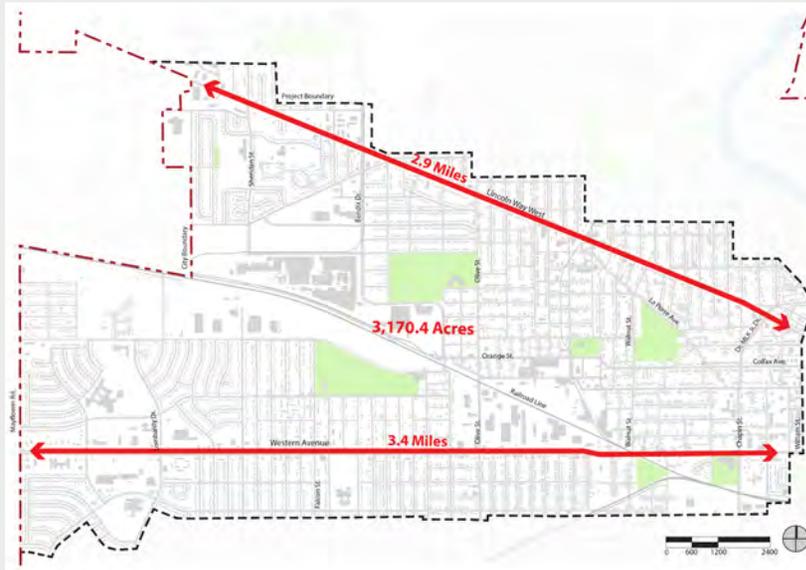
Regional Analysis Map



Context Analysis Map

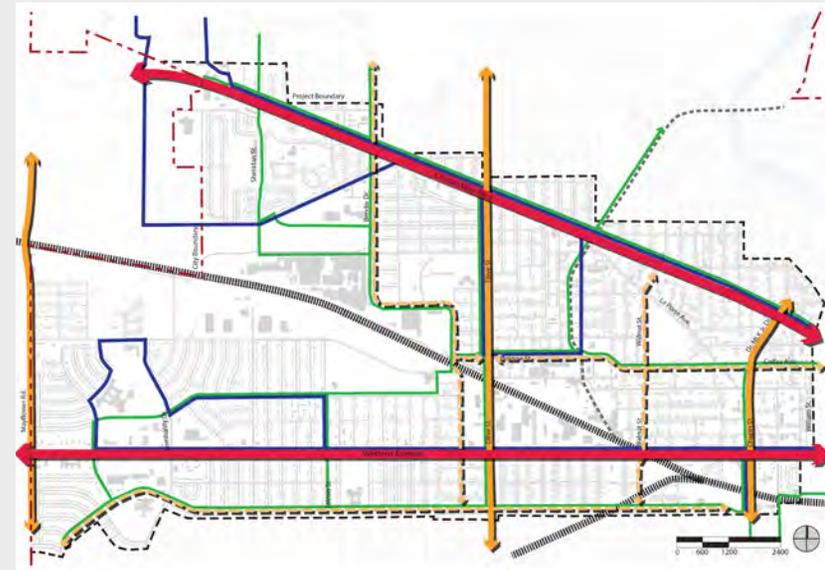
3.2 STUDY AREA ANALYSIS

CORRIDORS



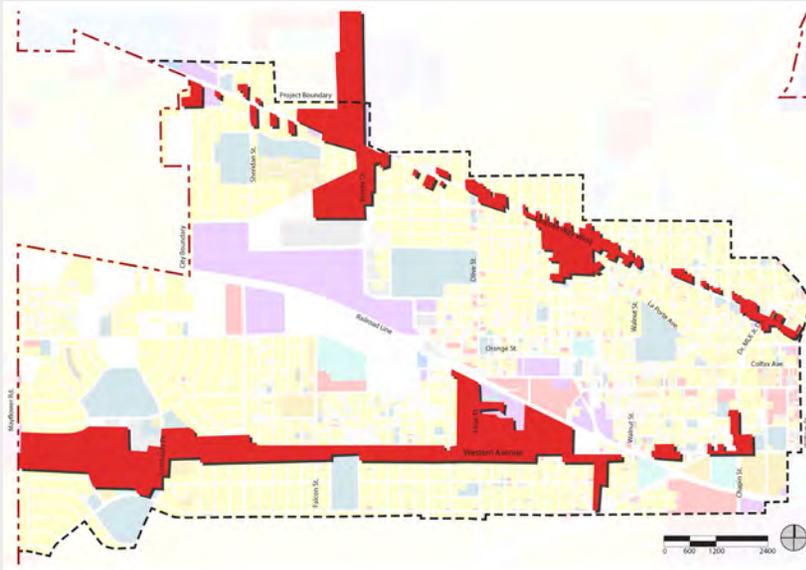
- The West Side Neighborhoods study area is +/- 3,170 acres
- The Lincoln Way corridor is 2.9 miles long, measured from the South Bend city limits at the west to William Street at the east
- The Western Avenue corridor is 3.4 miles long, measured from the South Bend city limits (Mayflower Road) at the west to William Street at the east

TRANSPORTATION



- The railroad line divides the area in two.
- Lincoln Way and Western Avenue are the main east-west connectors
- Mayflower Road, Olive Street and Dr. Martin Luther King, Jr. Drive/Chapin Street are the main north-south connectors
- Secondary roads such as Bendix Drive, Sheridan Street, Orange Street, and Walnut Street are an important part of the neighborhood's framework
- Bus routes serve Lincoln Way and Western Avenue. There is a need for bus stops and bus shelters along the corridors
- Existing and proposed bike lanes are an essential part of the transportation system in the West Side Neighborhoods area

LAND USE



- The West Side Neighborhoods area is mostly residential. The neighborhood is composed of mostly single-family houses
- Industrial uses extend along the railroad line
- Lincoln Way has a mix of residential and retail uses
- Retail is the predominant use along Western Avenue
- Both corridors have suburban retail on the western end; the retail becomes more urban as it gets closer to downtown
- The area is well served with schools, parks and civic uses such as libraries and recreation centers

VACANCY



- There are areas of vacant homes along Lincoln Way and Western Avenue
- The highest vacancy areas are located south of LaSalle Park, north of Lincoln Way between Olive Street and Dr. Martin Luther King, Jr. Drive and south of Lincoln Way between Olive Street and Cottage Grove Avenue
- High vacancy areas have high crime rates and are unsafe for residents. Programs need to be developed to stabilize these areas

3.3 OPPORTUNITIES AND CONSTRAINTS

NEIGHBORHOODS

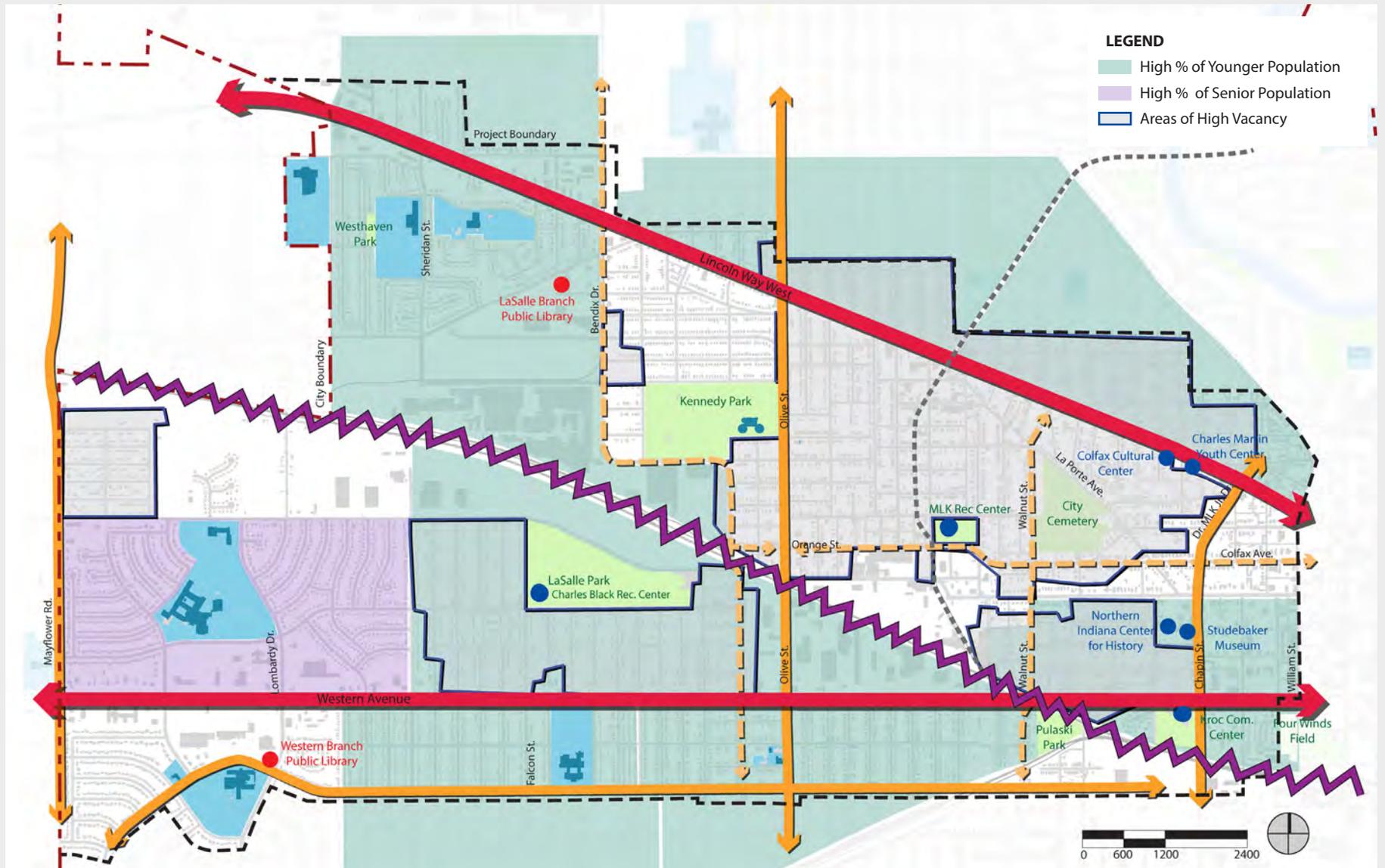
Constraints

- Railroad is a neighborhood divider, only a few streets provide a north-south connection
- Areas of high vacancy have a negative impact on property values and make neighborhoods unstable
- Vacant industrial uses have a negative impact on the neighborhoods
- Several Industrial Parcels are too small to meet contemporary needs
- Some areas are not within walking distance to a park
- Areas with a high child population may be underserved for their needs
- Areas with a high population approaching senior age may be underserved for their needs
- Sidewalks missing in some areas

Opportunities

- High vacancy areas provide opportunities for new housing, urban agriculture, and additional parks

- Vacant industrial uses provide opportunities for redevelopment and employment
- Vacant industrial buildings provide opportunities for business incubators and low rents for new enterprises
- Existing industrial uses provide employment opportunities
- Pocket parks should be considered in areas that are not within walking distance to a park
- Areas with a high percentage of children provide opportunities for amenities and activities tailored for this segment of the population
- Areas with a high percentage of senior citizens provide opportunities for services tailored to this segment of the population
- Magnet schools provide a community asset
- Civic buildings such as libraries and recreation centers provide a community asset
- Diversity provides opportunities to celebrate cultural heritages
- Amtrak station is an asset for the neighborhood



Neighborhoods Opportunities and Constraints Map

3. WEST SIDE NEIGHBORHOODS

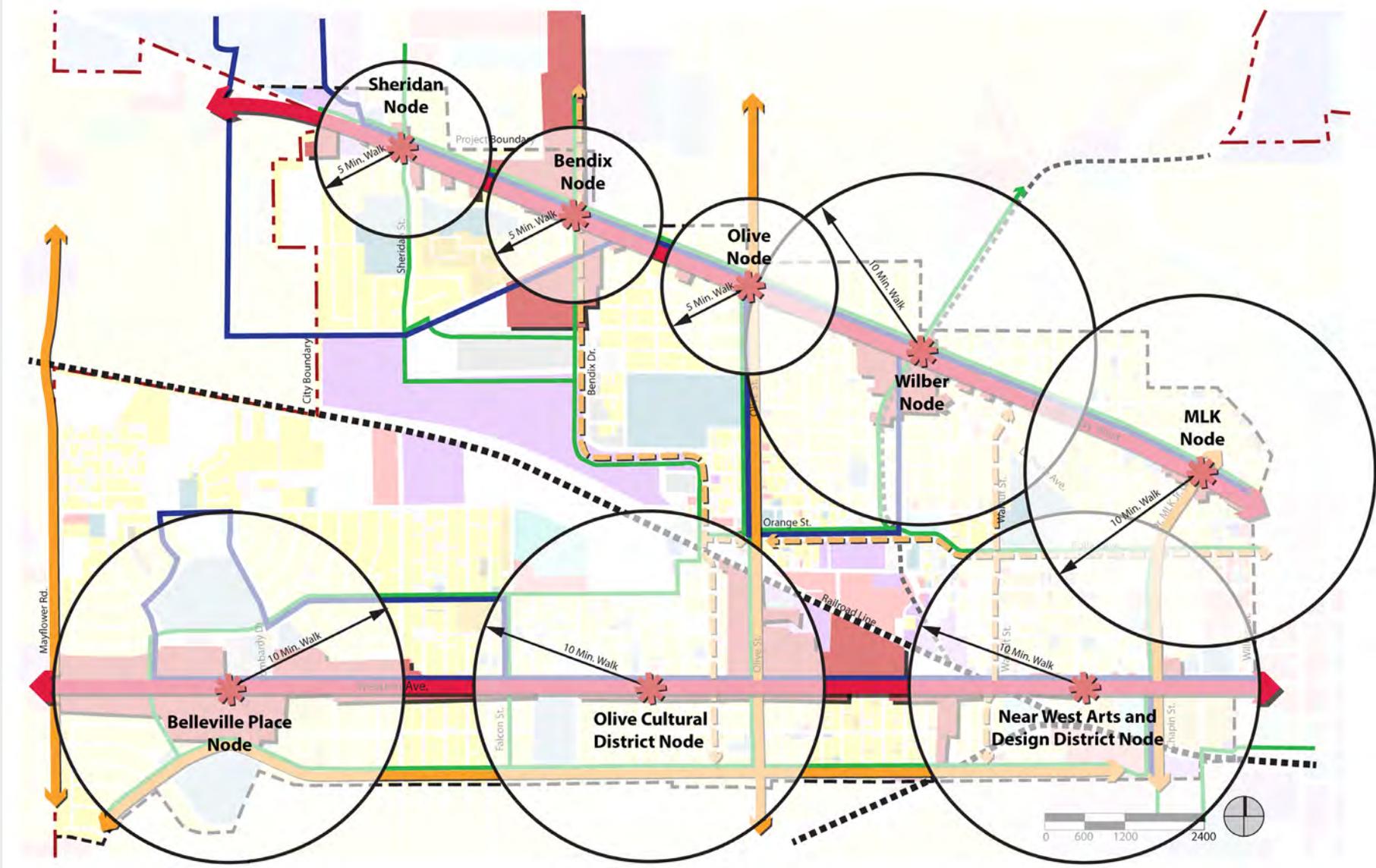
CORRIDORS

Constraints

- Dispersed retail creates a weak retail environment
- An oversupply of retail space results in vacant space
- Obsolete retail buildings are difficult to lease
- Residents have to shop outside of the west side for some goods
- The west side corridors are not pedestrian friendly (overly wide roads, discontinuous sidewalks, limited on-street parking, and few street trees)
- Shallow lots along the corridor make it difficult to provide sufficient parking
- Current retail trends integrate gathering spaces that are lacking along corridors

Opportunities

- Major intersections with north/south streets provide opportunities for improved retail and/or mixed-use nodes
- Wide streets provide opportunities to reconfigure for bikes lanes, parking, and bus stops to support retail
- Current external shopping could be captured on the west side
- Vacant lots and/or buildings have potential to be transformed into gathering spaces
- Local architecture and arts programs could provide creative low cost solutions and provide educational opportunities for students



Corridors Opportunities and Constraints Map

3.4 RESIDENTIAL MARKET ANALYSIS

A market analysis was performed for residential uses by Zimmerman/Volk Associates and for retail, office, and industrial uses by Gibbs Planning Group. The full market analysis reports are available from the City of South Bend, but a summary of findings is found below.

RESIDENTIAL MARKET ANALYSIS BY ZIMMERMAN/VOLK ASSOCIATES, INC.

Key recommendations include: New rental apartments should be developed as quickly as possible at key intersections with Lincoln Way. These units are likely to be occupied by younger singles and couples, who, once they become comfortable living in the neighborhood, would be potential buyers of new condominiums,

rowhouses or small detached houses in the future. Larger vacant lots or parcels in the West Side Corridors Study Area could be infilled with four-unit condominium buildings, or three or four new rowhouses, instead of one or two single-family houses. It would be a tremendous asset to the marketing of new homes in the Study Area if, each year, a certain percentage of places at the top-rated Kennedy Primary Academy on Olive Street and LaSalle Intermediate Academy on Elwood Avenue were made available to qualified students living in the Study Area.

Zimmerman/Volk Associates has determined that, over the near term, those households that prefer new construction, rather than previously occupied units, currently represent 10 percent



Townhouse Precedent



Duplex Precedent

of the potential rental market, and five percent of the potential for-sale market for new housing in the Study Area, assuming the production of appropriately positioned new housing. Over the longer term, as the housing market continues to improve, the rental capture rate should rise to 12 percent and the for-sale capture rate should rise to 8.5 percent. Based on a capture of 10 to 12 percent of the potential market for the lower rents of new rental housing, and a 5 to 8.5 percent capture of the potential market for the lower ranges of new for-sale housing units, the West Side Corridors Study Area should be able to absorb 85 new units per year over the short term, and, potentially, up to 113 new housing units per year over the longer term.



Single Family Detached Precedent

Target Markets:

The household groups that comprise the potential market for new housing units in the West Side Corridors Study Area are:

- Younger singles and childless couples—65 percent;
- Urban traditional and non-traditional families —21 percent; and
- Empty nesters and retirees—14 percent.

Optimum Market Position for the Study Area:

Market-entry rents and prices for the first phases of new units in the Study Area should be targeted to the lower ranges of affordability to respond to the largest segments of annual market potential. A mix of 224 new dwelling units (the number of new dwelling units that could be absorbed in the Study Area over the next five years), distributed according to the percentages in the target residential mix, is shown in the following table:

HOUSING TYPE	PERCENT OF TOTAL	NUMBER OF UNITS
Multi-family for-rent (lofts/apartments, leaseholder)	56.9%	128
Multi-family for-sale (lofts/apartments, condo/co-op ownership)	10.7%	24
Single-family attached for sale (townhouses/rowhouses, fee-simple/condominium ownership)	16.2%	36
Low-range single-family detached (houses, fee-simple ownership)	16.2%	36
TOTAL	100.0%	224

3.5 RETAIL, OFFICE, AND INDUSTRIAL MARKET ANALYSIS

BY GIBBS PLANNING GROUP, INC.

Summary of Findings

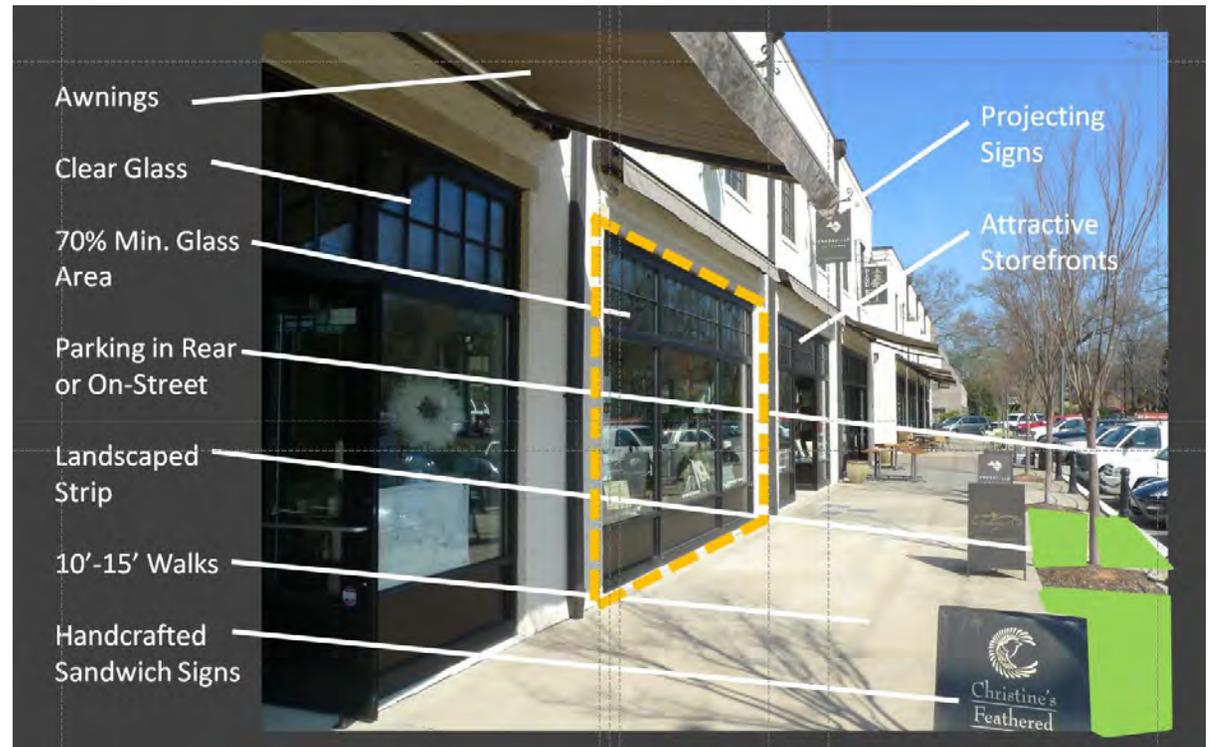
This market analysis finds that the West Side Corridors Study Area has an existing demand for 62,000 square feet (sf) of additional retail development, 5,000 sf of additional office development and no demonstrated demand for additional industrial space. The retail demand could be absorbed by existing businesses in the study area or with the opening of 20-25 new restaurants and retailers producing up to \$18.0 million in new retail sales. By 2019, this demand could increase to capture approximately \$20.1 million in consumer expenditure. Class B office demand will grow to support 52,000 sf of new office development by 2019. By 2024, due to job growth and the obsolescence of existing space, the West Side Corridors could support an additional 58,700 sf of office, totaling 110,700 sf over the ten-year period. While there is presently no demand for new industrial space in the study area and none expected by 2019, 12,000 sf of new space will be viable by 2024, solely because of industrial building inventory becoming functionally obsolete over the next 10 years. Below is a summary of the statistically supportable uses in 2014, 2019, and 2024:

USES	2014	2019	2024
Retail	62,000 sf	62,000 sf	62,000 sf
Office	5,000 sf	52,000 sf	110,700 sf
Industrial	N/A	N/A	12,000 sf

Retail

This analysis estimates that the West Side Corridors Study Area has an approximate two-to-six-mile primary trade area, limited by the Indiana Toll Road to the north, Downtown South Bend/Main Street to the east, and the more rural areas to the west and south, which could account for approximately 60 to 70 percent of the new retail's households. The remainder of retail sales captured by new and existing retailers in the study area will likely be drawn from consumers living within the city of South Bend.

Due to its geographical location, the West Side Corridors Study Area is surrounded by four main regional routes: the Indiana Toll Road, the St. Joseph Valley Parkway, Western Avenue, and Main Street, all of which carry at least 20,000 cars per day. Locally, Western Avenue, Colfax Avenue/Orange Street and Lincoln Way are the primary east-west routes, while Mayflower Road, Bendix Drive, Olive Street and Chapin Street carry motorists north and south. Centrally located within these regional routes, and well-served by local roads, nearly every resident and daytime employee of the primary



Retail Elements Diagram

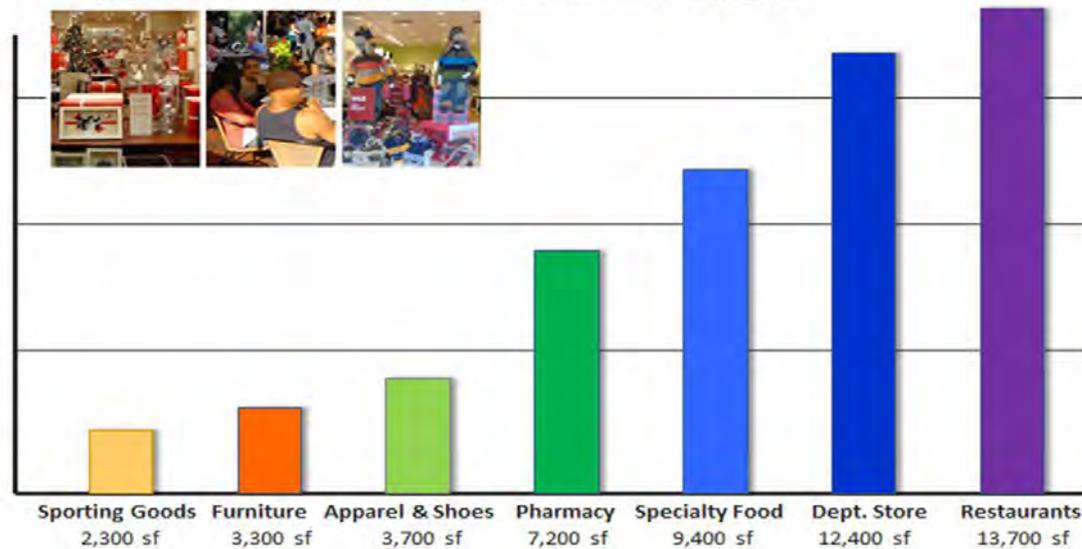
Retail Analysis

Gibbs Planning Group

Supportable Retail: 62,000 sf - \$20.1 million in sales by 2019



Supportable Retail: 62,000 sf - \$20.1 million in sales by 2019



trade area and the City of South Bend can reach the study site within a 15-minute drive time. This advantageous location and access to over 55,000 primary trade area residents create the captive effect necessary for new retailers to enter the market or existing retailers to expand their local presence. Existing concentrations of retail within the study area include the Belleville Center anchored by Kroger, Western Avenue Plaza anchored by Martin's Super Market and several stand-alone retailers located on primary local routes. Regional shopping destinations include Erskine Village, a 500,000 sf shopping center featuring Target, Famous Footwear, Old Navy, Dress Barn and several other retailers; and University Park Mall, an 820,000 sf enclosed shopping mall anchored by Macy's, JC Penney, Barnes & Noble, and Sears. Additionally, Meijer, Target, and Walmart each have locations within five miles of the study area.

The West Side Corridors primary trade area includes 55,100 people and is expected to decrease to 54,900 by 2018, at an annual rate of -0.08 percent. Current 2013 households include 20,100 declining to 20,000 by 2018, at an annual rate of -0.08 percent. The primary trade area's 2013 average household income is \$45,000 and is estimated to increase to \$51,400 by 2018. Median household income in the trade area in 2013 is \$34,300 and estimated to increase to \$38,900 by 2018. Moreover, 14.7 percent of the households earn above \$75,000 per year. The average household size of 2.65 persons in 2013 is expected to remain the same by 2018; the 2013 median age is 33.8 years old.

Office

Gibbs Planning Group, Inc. (GPG) predicates these projections on a stabilized vacancy factor of 9.0 percent, a market average of 213 sf per general office employee and an annualized employment growth range of 0.25 percent to 0.50 percent. This new class B type office space will

primarily serve the needs of local medical, legal, sales and financial services providers. Class A office space needs for regional or national companies will primarily be met at alternative sites in the marketplace, with superior access to the industrial and commercial centers in both the Downtown South Bend and Mishawaka submarkets.



Small Scale Office Precedent

Industrial

This industrial space market study finds that the West Side Corridors Study Area cannot currently support any additional space in 2014, nor is growth supportable through 2019. However, 12,000 square feet (sf) of new space will be viable by 2024, solely because of industrial building inventory becoming functionally obsolete over the next 10 years. GPG bases these projections on a stabilized vacancy factor of 8.25 percent, which is significantly lower than the current 10.4 percent level at a negative industrial labor

annual growth rate of 0.03 percent, and a market average of 1,437 sf per general industrial sector employee. This new space should be flex space, and will primarily serve the needs of distribution, research & development, and sales-service providers. The key factors in the lack of significant demand over the next five years are: (1) a decline in industrial sector employment, and (2) absorption of existing vacant space, to get down to the stabilized vacancy rate of 8.25 percent from today's level of 10.4 percent.

Warehouse space needs for the study area will likely be met by the existing 17.8 million sf of warehouse space in the Greater South Bend industrial space submarket. However, GPG has not physically inventoried the existing supply of industrial space, and it is possible and even likely that some of the 2014-2019 potential demand of 18.3 million sf of gross may not find the existing inventory suitable, creating a potential demand for significant amounts of industrial space. City staff has reported a demand for over 200,000 sf of logistical space located along a rail spur in the study area.



Warehouse Precedent



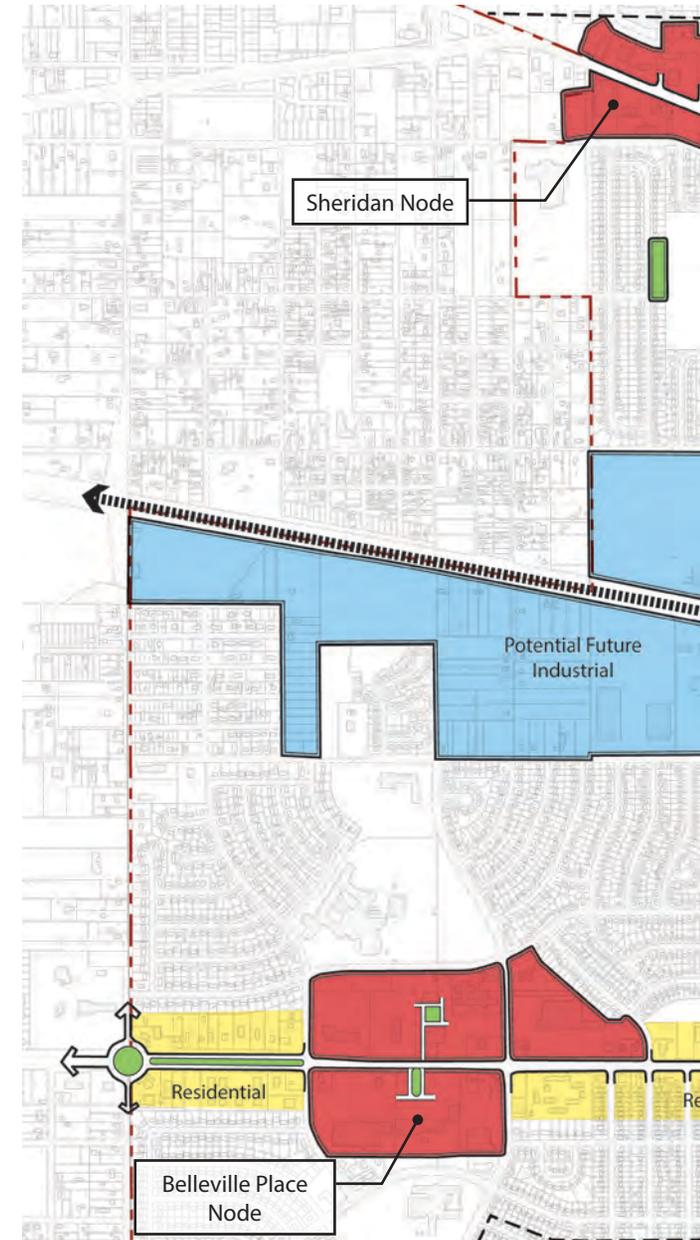
Former Bendix Factory

3.6 WEST SIDE NEIGHBORHOOD PLAN

The West Side Corridors Area is approximately 3.4 miles long and covers about 3,170 acres (approximately 5 square miles). There are over eleven neighborhoods in this area each with unique identities, strengths, and challenges. A plan and strategy for an area this size must first begin with an overall framework and a set of broad big-picture strategies that work together to create a well-coordinated approach that leverages the strengths of each neighborhood and minimizes competition between the two corridors so that each may succeed. First and foremost, the goal is to create a series of “neighborhoods of choice.” When residents or future residents of South Bend think about where they want to live, the West Side should be at the top of the list.

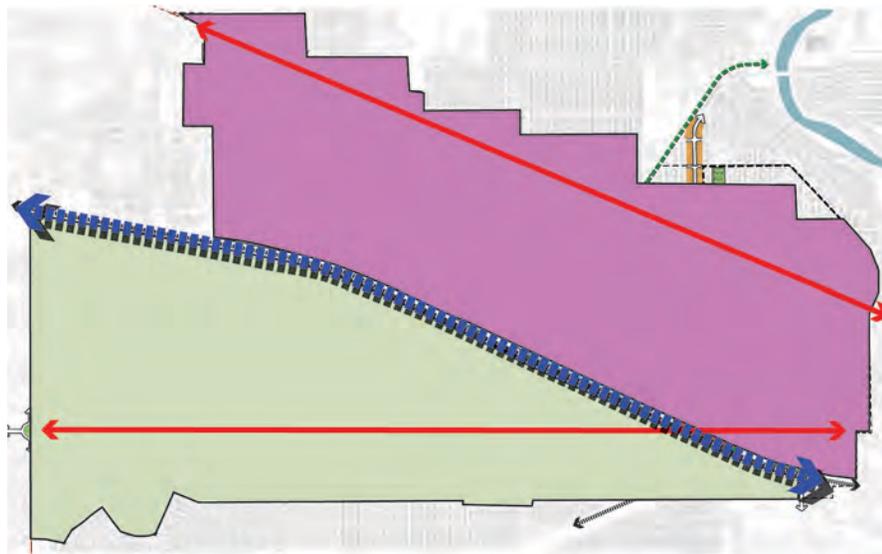
Having identified the strengths, weaknesses, opportunities, and threats discussed above, the plan for the West Side leverages the existing strengths and seeks to transform the weaknesses into assets. The neighborhood framework plan is based on the following strategies (additional strategies more focused on the corridors themselves are found in the following sections).

One of the goals of this planning effort is to identify priority areas for redevelopment. Two districts have been identified as priority areas; the MLK District and the Olive Cultural District. These are discussed in more detail in subsequent sections.



1. Differentiate Between North of Tracks and South of Tracks, as well as Between the Lincoln Way and Western Avenue Corridors

It is well recognized that cities compete with each other for limited retail demand, as well as residents and other uses, but it is also true that neighborhoods within a city compete with each other. With two major corridors on the west side and limited additional retail, office, and residential demand, it is important that each corridor define a niche so that they are not competing with each other. It is also important to note that the majority of historic era buildings occur north of the tracks. Building on the unique characteristics of each corridor, at a broad scale, several of the following strategies contribute to this differentiation.



Areas North and South of Tracks

2. Build on and Encourage Airport Related West End Uses (North of Tracks and Lincoln Way Corridor)

Given the close proximity to the airport and existing hotels, this area should promote airport related uses that are compatible with the surrounding residential neighborhoods.



South Bend International Airport

3. Build on Historic Nature of Lincoln Way (North of Tracks and Lincoln Way Corridor)

The first transcontinental highway in the United States was the Lincoln Highway, which linked Times Square in New York City to Lincoln Park in San Francisco. The highway was also the first national memorial to President Lincoln. Historic and historic-era buildings should be preserved and revitalized and new building should be compatible with the historic character. Additionally, historic interpretation and facilities should be encouraged.



Colfax Cultural Center

4. Create Destinations and Focus Retail into Nodes Rather than Strip Development (North and South of Tracks)

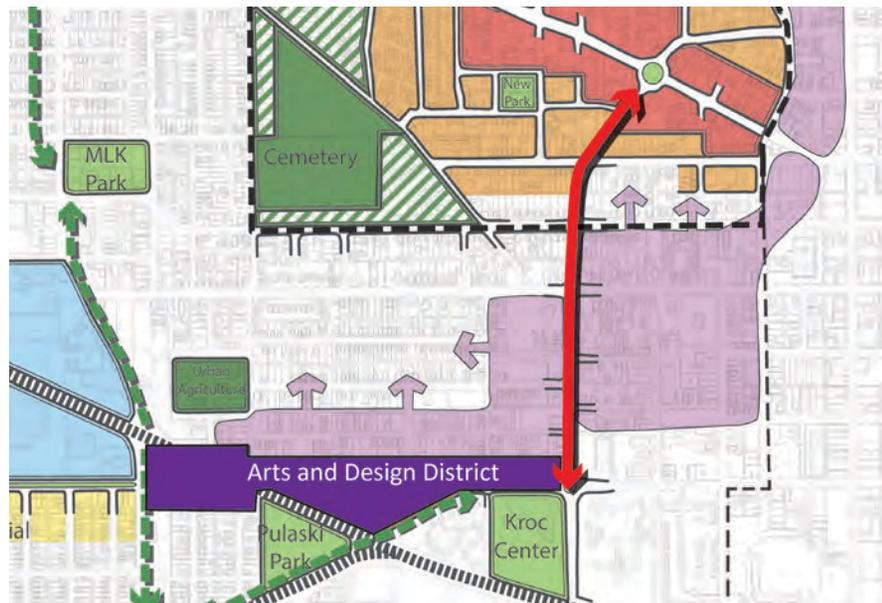
Community comments are consistent with contemporary retail strategies; destinations with a pedestrian-friendly format and gathering spaces for the community is the better formula that patrons are seeking out. When undifferentiated retail is strung out along a corridor, each retail shop must stand on its own, but when aggregated in a pedestrian-friendly format, each retail shop can support each other. Where existing retail nodes occur with residential between (as is common along Lincoln Way) this pattern should continue. Where retail nodes do not occur (as is common along Western Avenue) policies should be implemented to promote the development of nodes to support the success of retail in the corridors.



Active Commercial Streetscape Precedent

5. Create an Arts and Design District at the East End of Western Avenue and Connect to the West Washington Historic District (North of Tracks)

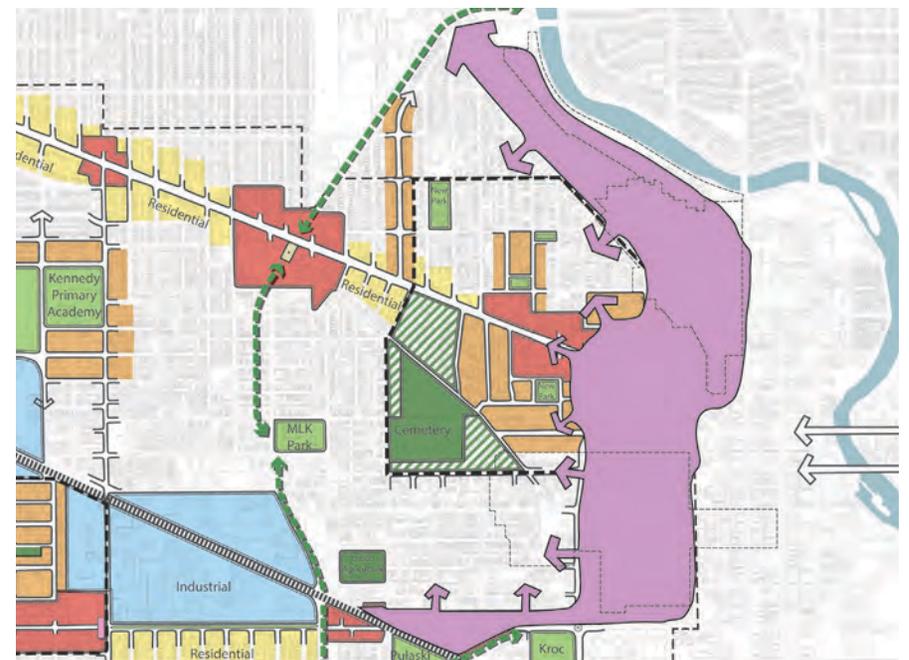
While located on the eastern end of Western Avenue, this area is located north of the tracks (and is therefore perceived as connected to downtown), is contiguous to Chapin Street/Dr. Martin Luther King Jr. Drive, and has several existing historic/historic era buildings which have an architectural character that is difficult to replicate today. Building on this character and the potentially lower rents, these types of areas can be a natural fit for antique vendors who seek out lower rent areas with historic architecture, design shops such as those producing furniture, and other types of designers. These types of shops do best when they are consolidated together since patrons are seeking to go to more than one store. There does not appear to be this type of district in the region, so this could fill that gap. Connections to the West Washington Historic District should be strengthened and are discussed in more detail below.



Arts and Design District Diagram

6. Enhance and Connect the Historic East End Neighborhoods and Create the “Downtown West District” (North of Tracks)

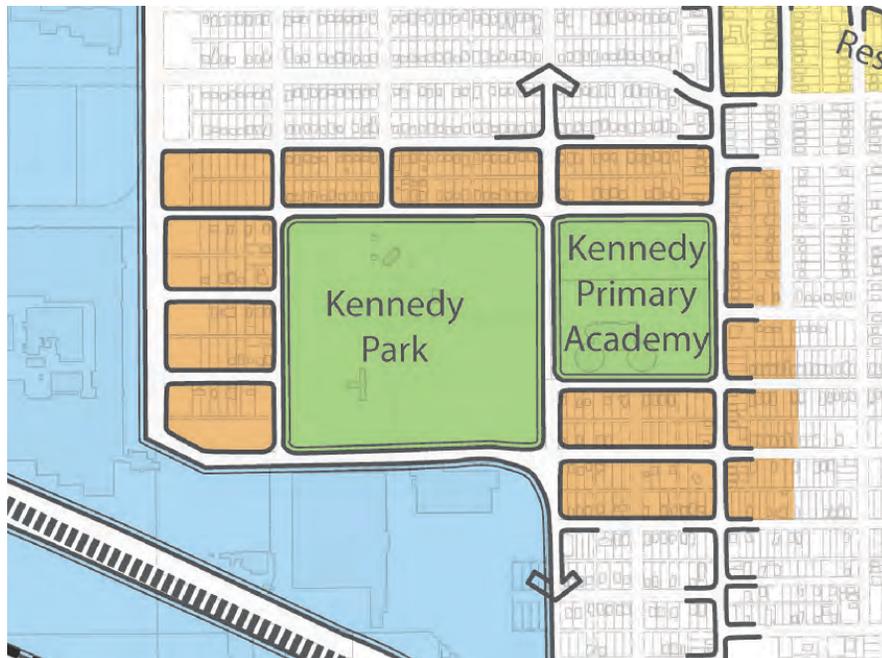
The east end of the Study Area is adjacent to Downtown and is characterized by historic residential, retail, and industrial buildings. These historic assets should be leveraged to their fullest extent to create a unique district. A connection between the Riverside Drive and Chapin Park Districts with the West Washington Historic District in the central portion, and with the east end of Western Avenue should be strengthened through an emphasis on restoring historic homes and building new homes, where appropriate, that are compatible with the existing historic homes in order to create a continuous north-south necklace. This new district, the Downtown West District, should be branded and marketed and should be supported by design guidelines to protect and enhance the unique character.



Downtown West District Diagram

7. Create a New and Infill Housing Focus Around Kennedy Academy (North of Tracks)

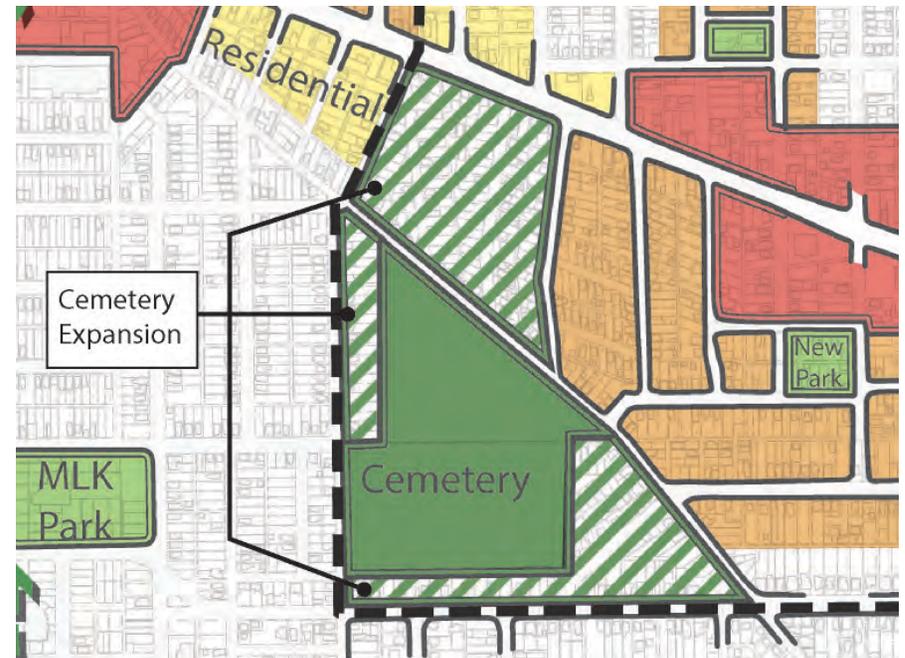
While there has been significant disinvestment in the area, South Bend's magnet schools are highly regarded and attract pupils from across the city. When determining where to focus resources in order to leverage public investment with private investment, a great place to start is building on the neighborhood's assets. Focusing resources around Kennedy Primary Academy for infill and new housing will build on this recognized asset. For a further discussion about Magnet Schools Priority, see below.



Housing Infill Around Kennedy Primary Academy

8. Expand City Cemetery to Provide Improved Visibility, to Provide a Distinguished Entry, and to Reduce the Number of Vacant Parcels (North of Tracks)

The high number of vacant properties and homes adjacent to the cemetery coupled with the need for additional cemetery space provides an opportunity to enlarge the City Cemetery, to give it some presence on Lincoln Way and Colfax Avenue, and to provide a gracious addition for loved ones to visit in the tradition of park-like cemeteries. A more detailed study of vacant parcels can indicate the direction and extents of potential expansion, but it is recommended that the few houses along the southern edge be purchased/added to the cemetery and that the cemetery be expanded to the north reaching Lincoln Way.



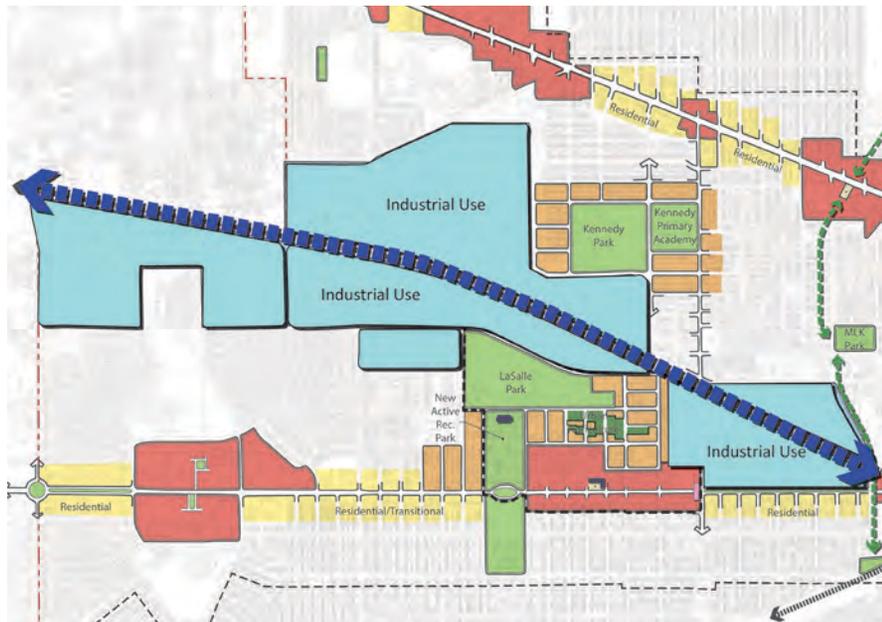
Cemetery Expansion Diagram

9. Consolidate Properties Along Tracks to Meet Needs of New Industrial Tenants to Leverage Proximity to Rail in Order to Bring New Jobs to the Area (South of Tracks)

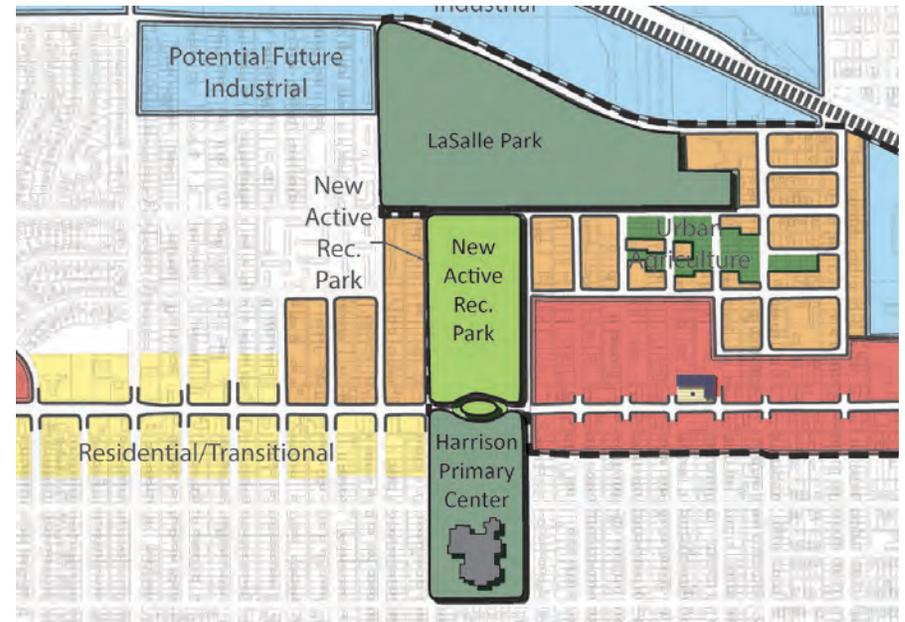
The Norfolk Southern Railroad line is an asset that is very valuable to industrial employers. With a demand for industrial land with rail line access, the underutilized and vacant parcels lining the tracks should be consolidated to provide sites for these potential tenants that can provide jobs for the city and local residents. This converts the weakness of vacant properties and proximity to the rail line into a strength.

10. Expand LaSalle Park (South of Tracks)

The need for additional active recreation fields and courts such as soccer fields and basketball courts can be accommodated by expanding LaSalle Park. With the high number of vacant parcels and/or homes surrounding the park, an expansion to the south would help to consolidate and stabilize the neighborhood, as well as provide visibility and a front door for LaSalle Park on Western Avenue.



Industrial Use Diagram



La Salle Park Expansion Diagram

11. Create Magnet Schools Priority Attendance Zones for Qualifying Students Living in the Study Area

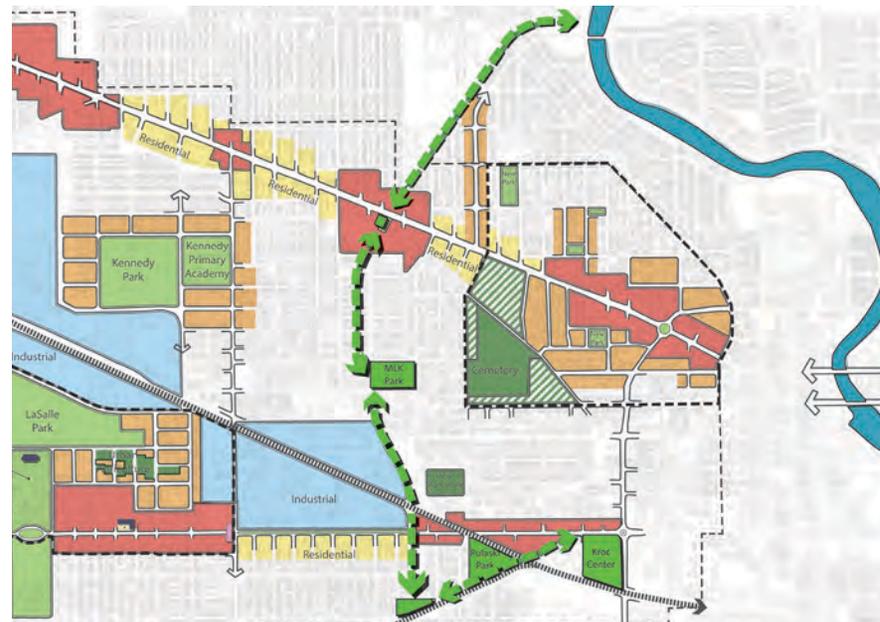
Schools are one of the biggest drivers in home location decisions. Other cities have employed a strategy which gives preference to qualified students that live in the particular school's neighborhood as a means of attracting residents and stabilizing neighborhoods. In South Bend the top magnet schools are found within the study area. It is recommended that qualifying students living in newly designated Focus Zones on the west side be given preference to the magnet schools in the Study Area as a means of attracting residents and stabilizing neighborhoods.



Recreation Field Precedent

12. Create West Side Greenway Recreational Path Linking the St. Joseph River at Angela Boulevard to The Western Avenue Arts and Design District

The St. Joseph River is one of the largest recreational amenities in the area. An abandoned rail spur that used to connect to Notre Dame provides a unique opportunity to create a recreational path that serves not only the local neighborhoods, but the entire City. This off-street path will connect across the river at Angela Boulevard, to the Riverside Trail, to the Wilber Node, south to Martin Luther King, Jr. Park, and continuing south to near the intersection of Kosciuszko Street and Western Avenue at the west end of the new Western Avenue Arts and Design District. At this point, pedestrians can continue along sidewalks and cyclists can continue along the Western Avenue bike facilities, serving connections to the Kroc Center, Downtown, and other locations.



West Side Greenway Diagram

13. Acquire and Consolidate Vacant Parcels and Homes to Create Larger Development Parcels That Will Attract New Home Developers, Recreational Needs, and Urban Agriculture

One of the most challenging questions in an area of extensive disinvestment is what to do with the significant number of vacant parcels and homes that are under individual ownership. In addition, it is most common that a few occupied houses are remaining in a block resulting in high infrastructure maintenance costs compared to the number of homes, highly visible disinvestment leading to an unwillingness by others to invest or move into the neighborhood, and a barrier to private investment dollars which could make a large enough impact to change perceptions and spur additional redevelopment.

Recommendations to address this complex problem include:

- a. Redevelopment Commission should declare the area(s) a “redevelopment area” in order to buy blighted land, clear it, and make it available for private development
- b. Create a five step program to consolidate parcels. First, identify target areas in high vacancy areas for larger scale redevelopment potential. Second, acquire and hold properties until consolidation is completed. Third, purchase occupied homes in target area or provide alternative to relocate residents to other existing homes. Fourth, demolish remaining structures. Fifth, issue RFP for private development of consolidated property. In addition to the above, it will be important to either provide or require developer to provide common open space within the development.
- c. Identify and consolidate additional parcels in high vacancy areas to address community needs, such as expanded parks/new recreational fields.
- d. Identify and consolidate additional parcels in high vacancy areas for urban agriculture. These could be either City owned community gardens (smaller consolidation) or private revenue generating endeavors (larger consolidations).



Urban Agriculture Precedent



Open Space Precedent

14. Address Crime Through Additional Programs

Both crime and the perception of high crime are significant deterrents to revitalization and must be addressed hand-in-hand with other strategies. Some on-the-ground strategies used in other cities include bike patrols in the neighborhoods and providing free to low-cost housing in targeted neighborhoods, or higher salaries, for police officers living there.



Bike Patrol Precedent

15. Add Bike Lanes

Cycling has great health benefits, is an economical method of transportation, and also boosts retail sales. Bicycle and bicycle parking studies have shown greater retail sales when bike lanes are present. It is also recommended that lanes are painted a solid green to aid drivers in identifying traffic patterns. Additional detail is provided in subsequent sections of this document.



Bike Lane Precedent

REZONING COMPARISON	
New Code	<ul style="list-style-type: none"> ▪ Longest time to write/implement ▪ Most complicated and involved public process ▪ Can take multiple years
New Zone	<ul style="list-style-type: none"> ▪ Shorter than writing a new Code ▪ Less complicated adoption process ▪ Six months to a year ▪ Requires changing zone of properties
Parallel Code/Zone	<ul style="list-style-type: none"> ▪ Same amount of time to write as a new Code or Zone ▪ Voluntary, easier to adopt ▪ Because it is voluntary, it can't necessarily deliver vision
Overlay Zone	<ul style="list-style-type: none"> ▪ Leaves underlying Code/Zoning in place ▪ Supersedes regulations for new buildings and/or significant renovations ▪ Simpler to approve and implement ▪ Does not require changing zone of properties

3.7 ZONING (EXISTING AND PROPOSED)

In order to implement revitalization, it is important to ensure that policies are in place that are consistent with the overall vision. The vision for the West Side Corridors is one of vibrant walkable nodes that are destinations and gathering places for the community. This is consistent with current trends throughout the country. As a result, current trends in zoning seek to create an urbane, pedestrian-friendly environment. This is being accomplished through a) new zones; b) new form-based zoning codes; c) parallel codes; and d) overlay zones with design guidelines. All of these approaches have one thing in common: They place greater emphasis on the form of development and less emphasis on the use. As an example, a conventional car dealership may place a parking lot with cars for sale along the street and the building further back into the site thereby creating an auto dominated environment, but other models for car dealers place the building/showroom along the street and the majority of cars behind that building. In the first scenario, the form detracts from an urban walkable environment while in the second scenario, the form contributes to a walkable environment. The use is not inherently unfriendly to a walkable environment, but it is the form that the use takes which detracts or contributes to the desired goal.

Is a new code, new zone, parallel code, or an overlay zone the best approach? Each approach has its pros and cons and the choice is made

depending on the particular schedule, political will, resistance or acceptance of owners, ease of implementation, and other considerations.

New Code: An entire new code is the most involved and time consuming. A new code often takes multiple years to implement.

New Zone(s): A new zone can create an integrated set of uses and standards that can be effective. This takes less time than a new code, but still could take 6 months to a year or more. It also requires changing the zoning of individual properties.

Parallel Code: A parallel code (whether for a new code or a new zone) takes the same amount of time as those already mentioned, but is typically more easily accepted since it provides a choice to current owners, but also loses some of its ability to implement the vision when owners choose not to follow the parallel code.

Overlay Zone: An overlay zone leaves the current zoning in place, but supersedes standards in the underlying zone. The benefit of this method is that the existing zoning of individual parcels does not have to be changed.



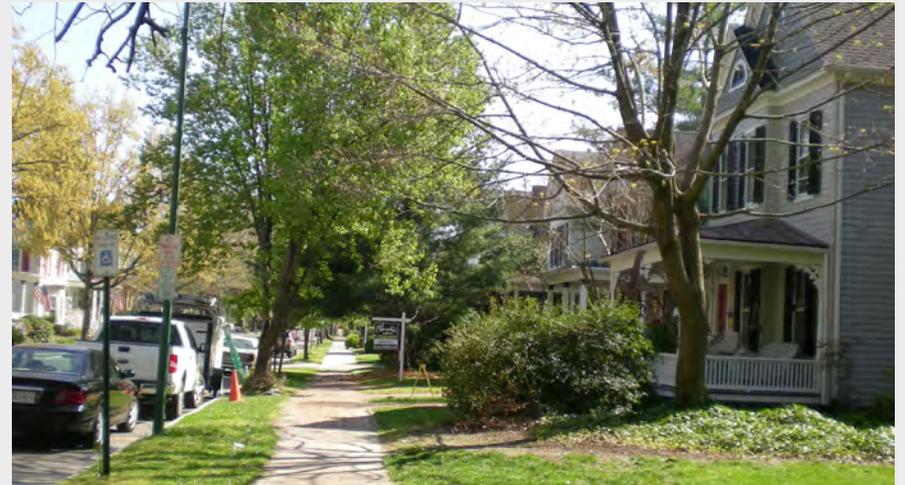
Mixed-Use Node Zone



Western Avenue Corridor Residential Zone

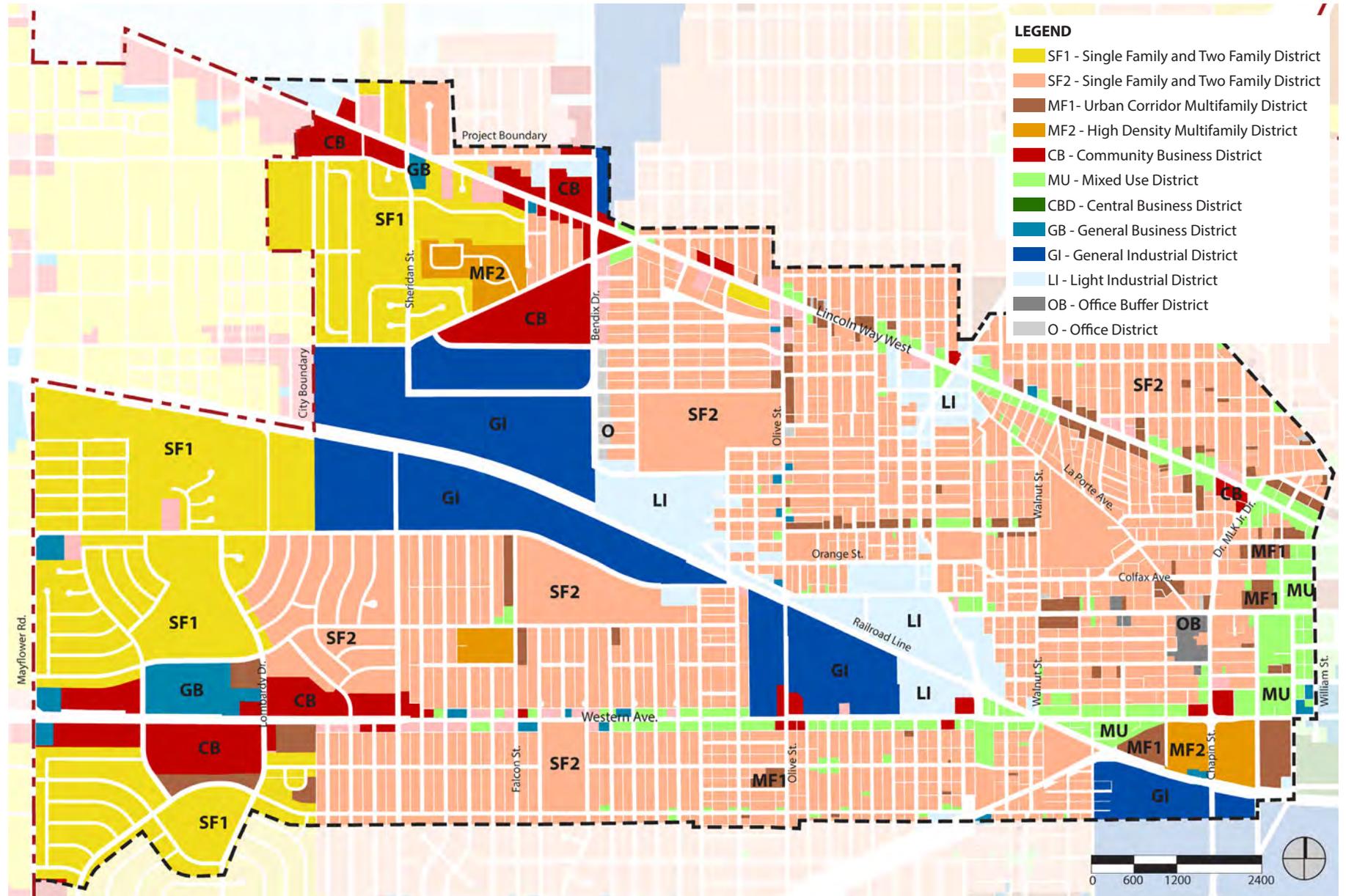


Industrial Zone

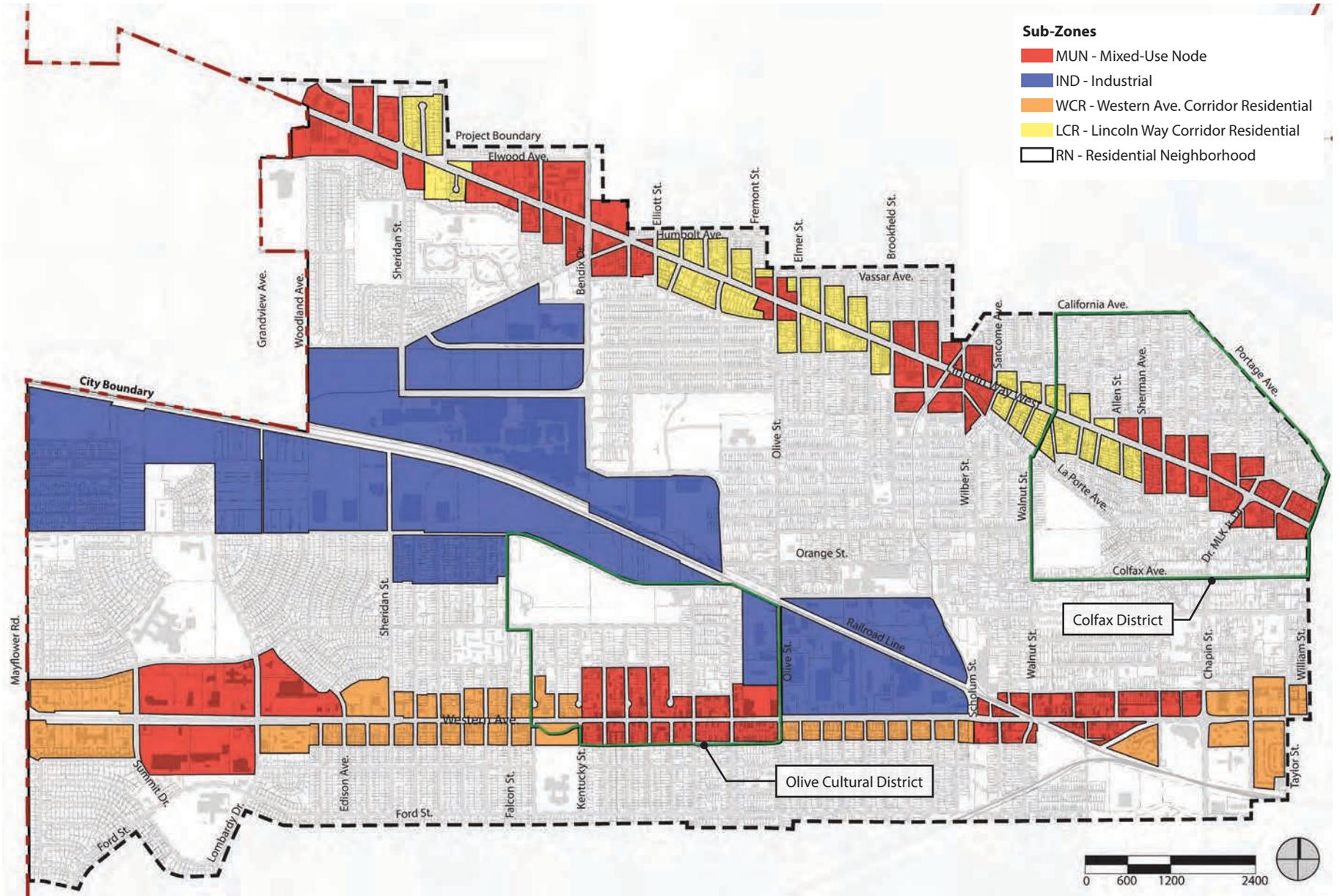


Lincoln Way Corridor Residential Zone

EXISTING ZONING MAP



WEST SIDE NEIGHBORHOOD OVERLAY ZONE



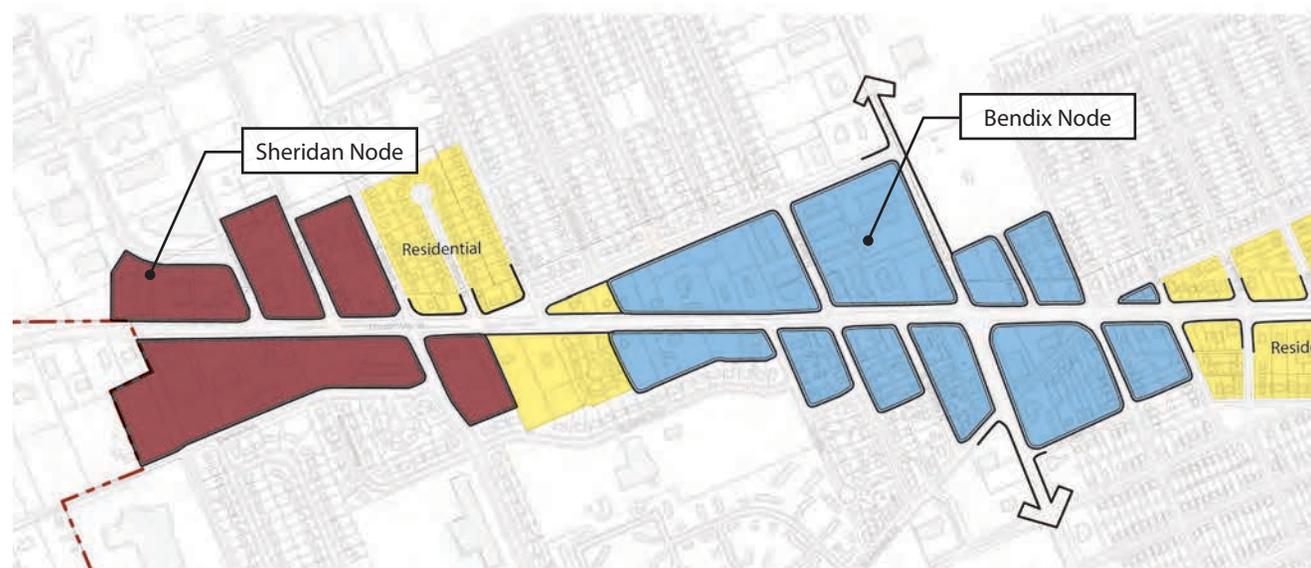
4. Lincoln Way West

4.1 CORRIDOR PLAN AND STRATEGIES

Lincoln Way West composes a section of the first transcontinental highway in the United States. The Lincoln Highway linked Times Square in New York City to Lincoln Park in San Francisco and is the first national memorial to President Lincoln.

Both ends of Lincoln Way West are anchored by major regional assets. The west end is anchored by South Bend International Airport and the east end is anchored by Downtown South Bend and the Riverside Drive, Chapin Park, and West Washington historic districts. These two powerful anchors should be the driving elements for the corresponding Sheridan Node

and the MLK Node. In between these two nodes there are three major cross streets and one potential cross-path where nodes have already developed. A series of nodes, rather than a continuous strip, is a more desirable pattern of development because it can create pedestrian-friendly destinations with unique identities that have the greatest chance of competing in the regional marketplace. Fortunately, in contrast to Western Avenue, Lincoln Way generally already follows this development pattern. However, it is evident that there is some erosion to this clear pattern as some homes between nodes have been adapted to commercial use. A shortage of commercial space is not the driver for this conversion given that there are several vacant buildings along the corridor. This change should be halted before these changes negatively impact the corridor.



Lincoln Way Corridor Plan

The character of Lincoln Way West has historically been a tree-lined, residential street with houses set far back from the street and retail nodes at major intersections. The plan for Lincoln Way West is to reinforce the historic pattern of residential with retail nodes. The primary difference is that the new residential coming to Lincoln Way West should be slightly higher density, such as townhomes or small (ex. four-unit) manor home apartments and condominiums.

Following are general strategies followed by a description of the individual nodes, including the proposed pilot project.

Re-stripe/Reconfigure Lincoln Way West

The entire length of Lincoln Way West is to be re-striped to include a center turn lane, one

lane of traffic in each direction, bike lanes, and on-street parking. The bike lanes should be painted green using volunteers, such as residents and bicycle clubs. This is discussed in more detail in “Streets, Bicycles, and Buses.” The entire length is to be planted with street trees on both sides of the street. Trees should be planted at about 40’ spacing. This would be approximately 600 trees. This is discussed in more detail in “Sidewalks and Street Trees.”

Areas Between Nodes

As discussed above, it is important to support and enhance the existing nodes. It is equally important to ensure that development does not creep into the zones that are, and should be, predominately residential between the nodes. Where current uses are consistent with policy,

the existing zoning should be enforced and changes of zoning to individual parcels should not be permitted. In addition, the zoning should create incentives to change from commercial use to residential use by providing the incentive of a higher density residential use.

Diamond Avenue

Take advantage of the recently completed street and streetscape improvements along Diamond Avenue between Lincoln Way West and Portage Avenue. Developing a program to help residents rehabilitate houses along that street can be a great demonstration of how the rest of the neighborhood can look in time.

LEGEND

- Residential Areas Along Corridors
- Residential Priority Areas for Redevelopment
- Historic Neighborhoods



4.2 LINCOLN WAY NODES

In order to adequately compete in the regional economy and to avoid competing with other nodes along Lincoln Way and Western Avenue, each node should have a unique identity and focus that is also supported by the marketplace. Following is a discussion of each node:

MLK NODE

The MLK node is centered at the intersection of Lincoln Way and Dr. Martin Luther King, Jr. Boulevard (MLK) and extends east towards downtown and west to Allen Street within a newly designated Colfax District. This area is characterized by several historic era buildings with storefronts that face the street. While some suburban style development has crept into the area, there are still many older intact buildings. “Behind” Lincoln Way,

to both the north and the south, there is a high number of vacant lots and homes.

Within the Colfax District, a section of the MLK Node and a section of the neighborhoods to the north and south has been selected as pilot projects to illustrate implementation tools and patterns that can be applied to the other nodes and neighborhoods. The MLK Node has been selected because of its location adjacent to Downtown and the historic districts, the high number of vacant lots, the planned work to create the roundabout, and the potential to create a significant, visible, and replicable revitalization. The elements of this district include the following:



Illustration of MLK Node

Roundabout

The strategy here is to create a roundabout at the intersection of Lincoln Way West and Dr. Martin Luther King Jr. Drive. This accomplishes two major goals; it creates a monumental gateway for the corridor and urbanizes the currently oversized intersection. As the roundabout is implemented, incentives should be created to connect the Chapin Park Historic District to the north with the West Washington Historic District to the south. Once the “eastern front” is established, a westward thrust for revitalization should be easier.



Illustrative Plan of Roundabout

Corners of Roundabout

The lots surrounding the roundabout are key elements in the image that is created for the pilot project. Each quadrant is discussed below:

- Northwest Corner of Roundabout
The lots north of Lincoln Way, south of Marion Street, east of Scott Street, and west of MLK should be acquired. In addition, Marion between Scott Street and Leland Avenue should be removed and incorporated into the new parcel to the south of Marion Street for new development.
- Southwest Corner of Roundabout
The existing building should have the side façade facing the street converted into a more attractive façade with windows to animate the street. Alternatively, the building could be acquired for redevelopment.
- Southeast Corner of Roundabout
In order to define the edge of the circle a colonnade should be designed to follow the sidewalk and provide benches for seating and viewing of the new memorial to be placed in the roundabout.
- Northeast Corner of Roundabout
This lot should be acquired for new development

Lincoln Way Residential

The residential market study highlights a need for rental housing. The vacant/infill parcels along Lincoln Way provide a great opportunity to provide this type of housing at a higher density and will support the pilot project efforts. Implementation tools discussed later will likely be required to implement.

Streetscape - Road Configuration and Sidewalks

The street should be designed as much for the pedestrian and cyclist as for the car. The current lane configuration will be changed to demarcate a center turn lane, one driving lane in each direction, bike lanes, and on-street parking on both sides of the street. Painted crosswalks and street trees will also contribute to the walkable character (discussed in further detail in a subsequent section).

The sidewalks should be designed to provide a gracious pedestrian experience that can accommodate walking, seating, outdoor dining, and landscaping (discussed in further detail in a subsequent section).



Multi-Family Residential Buildings Precedent



Residential Streetscape Precedent

Colfax Triangle

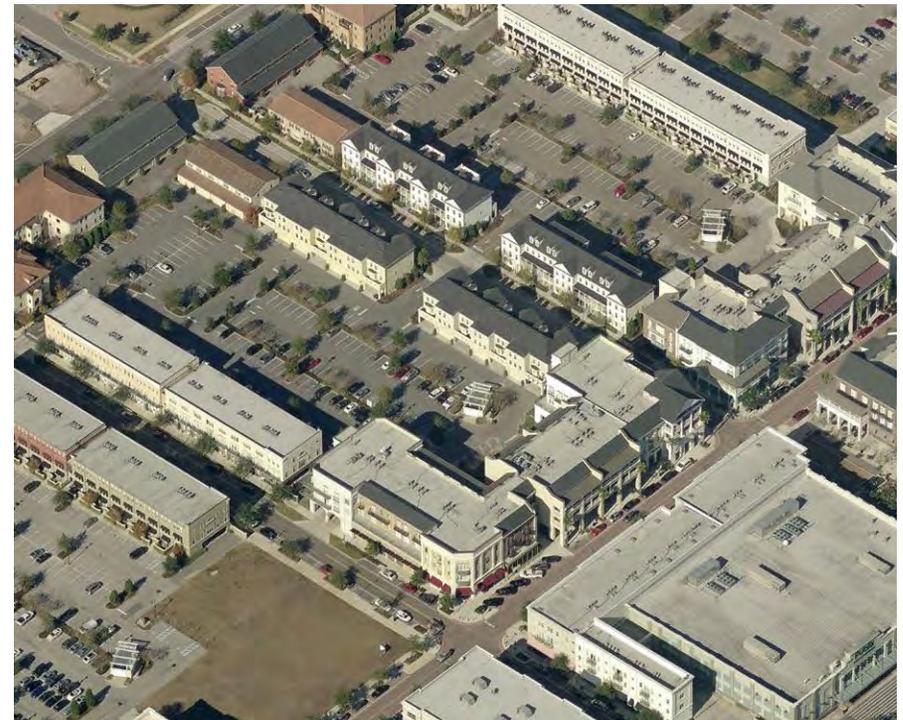
A gathering place can create a strong identity for a community while bringing activity and “life” to a street. While the roundabout creates a civic anchor to the east, a new community open space to the west along Lincoln Way is created called the Colfax Triangle. This space is created by closing a section of Harrison Avenue south of Lincoln Way and extending the existing space in front of the Colfax building to the west. The Colfax Triangle creates a new and highly visible common space for the community that should be designed to accommodate both daily and seasonal activities. Water is a great draw to public spaces and a water feature, such as a splash fountain, is recommended for this space.



Colfax Triangle Illustrative Site Plan

Parking

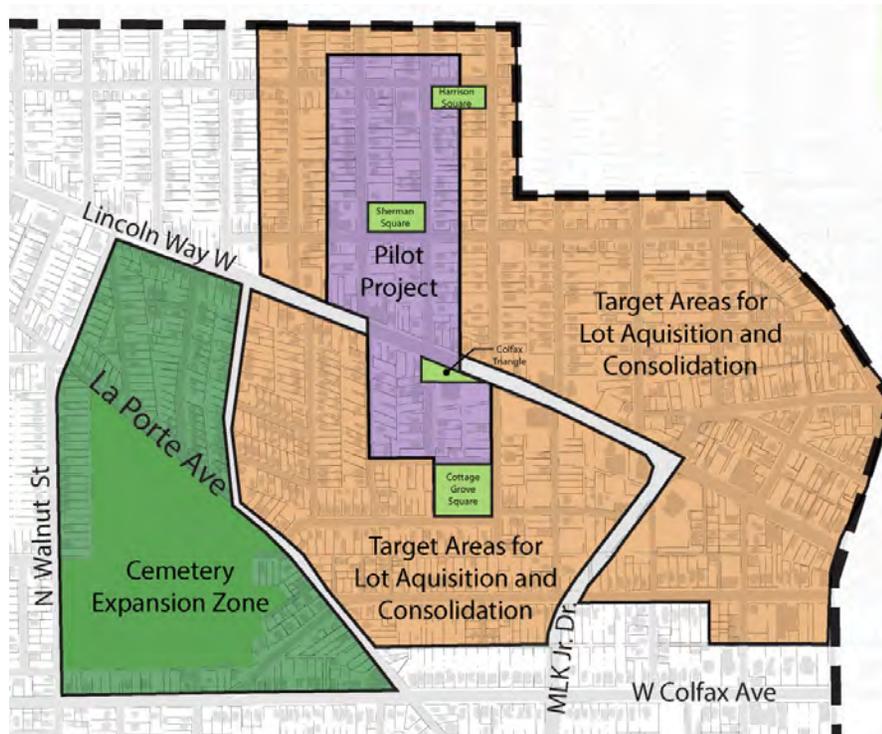
The existing parcel sizes along this section of the corridor are small. While a small building increment can produce a lively and varied architectural streetscape, it most often means that parking is limited and contributes to the lack of viability of commercial establishments. As noted, the streets will be re-stripped to provide on-street parking. In addition, making use of the vacant lots behind the commercial lots can help address this limiting factor through conversion to parking that is City owned and serves the corridor commercial uses. It is recommended that this parking be signed with a time limit to help in driving sales and to ensure that the spaces are used for the commercial rather than adjacent residential.



Precedent of Parking Located Behind Buildings

Vacant Residential Lots

Behind the commercial lots there are many vacant parcels and homes. Rather than a weakness, this is a strength, since it allows for easier consolidation of land into single-entity ownership which can more easily be developed by the private sector. The diagram below illustrates targeted areas for lot acquisition and consolidation in the residential areas surrounding Lincoln Way, and a smaller boundary illustrating the first phase for redevelopment. It is also recommended that some of the consolidated lots be turned into neighborhood green spaces - Cottage Grove Square, Harrison Square, and Sherman Square can be privately owned and managed. Existing homes to remain should be rehabilitated. Given the proximity to the historic districts, it is also important that the new architecture be reflective of the historic styles found in those neighborhoods.



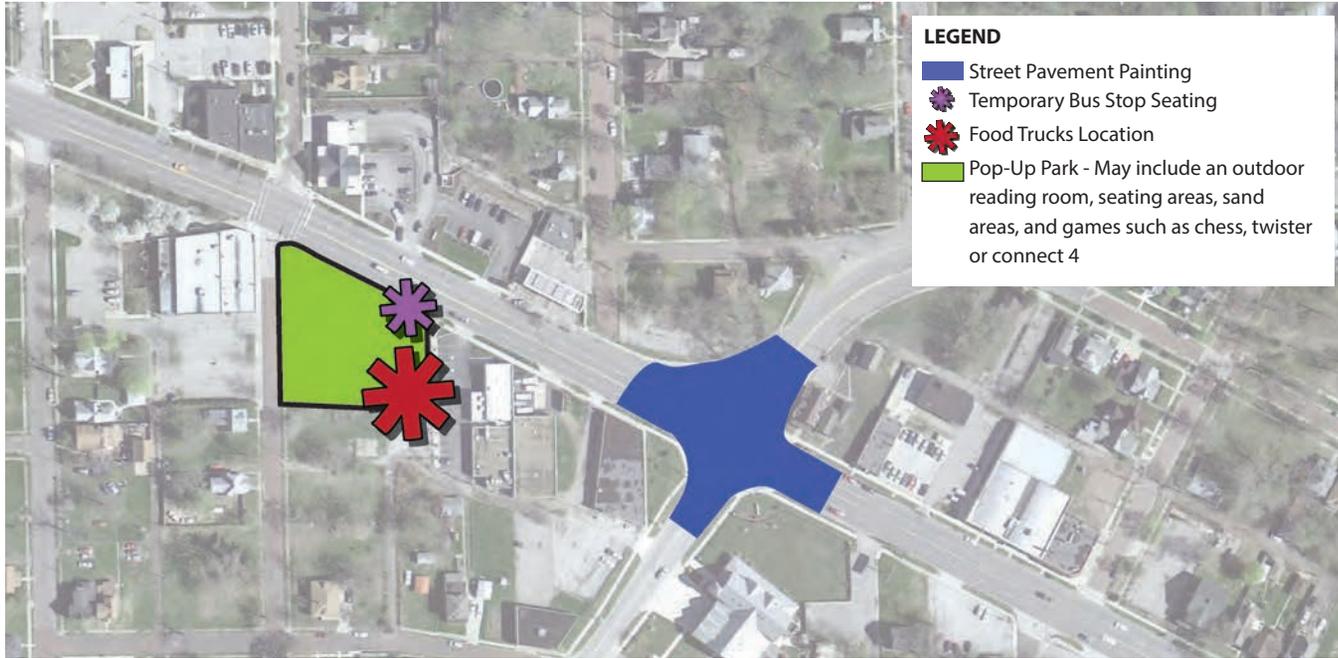
Pilot Project Diagram

Tactical Urbanism

Even seemingly small interventions can have a somewhat significant expense and can take time to coordinate. Tactical Urbanism relies on grass roots efforts and person-power (community, neighborhood organizations, clubs, individuals, etc.) to implement inexpensive, creative, and temporary interventions that improve neighborhoods and foster activity. Some Tactical Urbanism approaches here may include street painting, temporary parks and seating, interactive installations, and locations for vendors and food trucks. A diagram illustrating the possible interventions follows.



Tactical Urbanism Precedent - Outdoor Seating



Tactical Urbanism Diagram



Outdoor Games Precedent



Outdoor Chess Precedent



Street Painting Precedent

Memorial/Historic Art

Memorial/Historic Art can act as a landmark and can provide a strong identity to a community. The new roundabout provides a significant opportunity for this type of feature. Given the historic nature of Lincoln Way, the memorial could reflect a significant historical event or person, such as President Lincoln or Dr. Martin Luther King, Jr. This memorial would also act as a gateway to Downtown and as a link between historic districts.



Statue Precedent



Interactive Art - Fountain Precedent



Interactive Art - Bench Precedent



Interactive Art - Playground Precedent

Blank Facades

Blank walls with few windows that are exposed to view along Lincoln Way contribute to a feeling of vacancy and unfriendliness. Buildings at street corners should be redesigned as a front facade and incorporate windows and entries. As a temporary solution, or for buildings not located at street corners, the blank side facades can be painted with murals, or even tasteful advertisements, to provide color, a pedestrian scale, and visual interest along the corridor. These locations also provide opportunities to work with local university art programs to implement these efforts.



Mural Precedent

Boarded-Up Buildings Along Lincoln Way

There are existing commercial buildings that are currently being used as residential. Some have boarded up windows and doors - In these conditions, boarded up windows and doors should not be permitted.

Vacant buildings with boarded up windows or doors should have the temporary panels painted to look like occupied facades to convey a sense of care and upkeep.



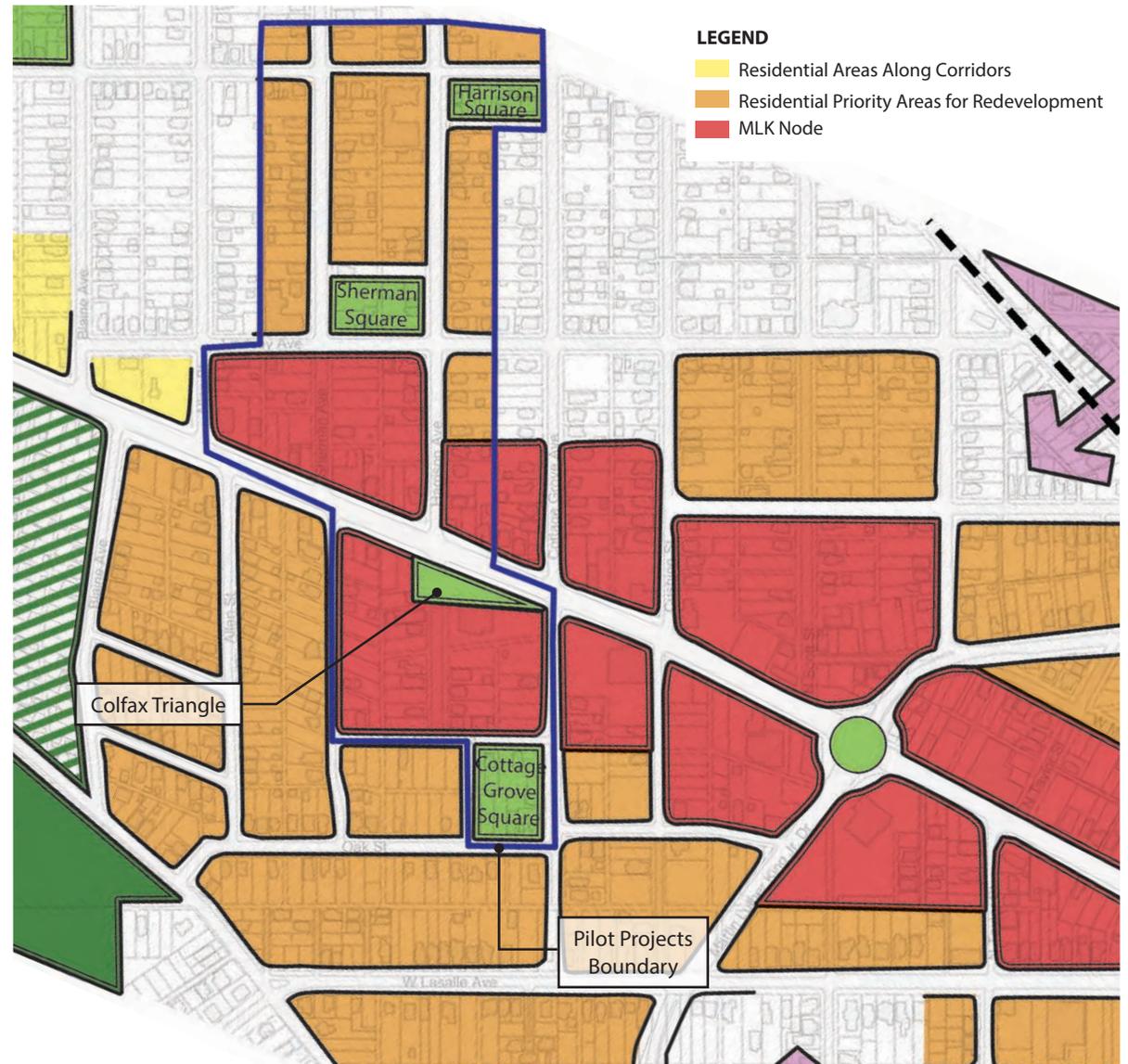
Enhanced Boarded-Up Buildings - Precedent

MLK NODE PILOT PROJECTS

The MLK Node has been selected as a Pilot Project area due to its proximity to downtown, proximity to two historic districts, opportunity to consolidate parcels due to high vacancy, existing retail buildings, and proximity to several civic buildings along Lincoln Way.

The adjacent concept plan illustrates a potential multi-phase redevelopment scenario with three distinct parts:

1. Pilot Project Phase 1 – Residential Program (5-Year Timeline) North of Lincoln Way
2. Pilot Project Phase 2 – Colfax Triangle/ Retail Buildings/Required Parking
3. Phase 3 - Follow-on Residential Program





Water Feature Precedent



Small Scale Retail Street Precedent

4. LINCOLN WAY WEST

Pilot Project Phase 1 – Residential Program North of Lincoln Way

While a new proposed roundabout at the intersection of Lincoln Way and MLK anchors the east end of the node, the Phase 1 Pilot Project seeks to transform an area of high vacancy into a residential anchor for the west end of the MLK Node. This transformation focuses on the provision of multi-family, townhouses, infill single-family, and rehabilitation of existing homes. The creation of interspersed and integrated open space provides multiple focus points for the neighborhood and new desirable amenities for new and existing residents. The market study completed by Zimmerman Volk Associates estimates demand and proposes a residential program for the first five years for the West Side that includes 128 multi-family rental units, 24 multi-family for-sale units, 36 townhouses, and 36 single-family homes. Approximately half of the residential program is proposed for the Western Avenue Corridor and half for the Lincoln Way Corridor. A retail study undertaken by Gibbs Planning Group estimates a demand of 64,000 SF of retail and 5,000 SF of office. The illustrative plans below illustrates how an area with high vacancy can be transformed into a desirable neighborhood concept that:

1. Makes use of high vacancy areas to create a catalytic project.
2. Reinforces the creation of the MLK Node with higher density residential along Lincoln Way.
3. Consolidates parcels to allow for realistic development projects.
4. Reconfigures blocks to accommodate multi-family and its required parking.
5. Creates open spaces for uses such as tot-lots, seating, etc. that are desirable residential amenities.
6. Along with Phase 2 and 3, creates a defined zone of public and private investment.



Pilot Project Phase 2 – Colfax Triangle/Retail Buildings/Required Parking

The Phase 2 Pilot Project seeks to capitalize on the existing historic Colfax Cultural Center building and create an expanded open space for community gathering. This new Colfax Triangle is linked to a rich heritage represented by the Colfax building, yet looks to the future with new retail buildings that will serve to define and activate this new space. The new Triangle is made possible through the closing of a portion of Harrison Avenue while the acquisition of several lots makes possible new retail buildings and their required parking. Colfax Triangle is envisioned to preserve the existing large trees, create a new flexible paved space that can accommodate various uses, and a small water feature that is a significant draw for both patrons and residents.



Plaza Precedent



Phase 3 - Follow-on Residential Program

In concert with South Bend Mutual Homes who is seeking to develop 24 new infill homes south of Lincoln Way, the illustrative plan depicts how both new townhomes and single-family infill and rehab can be integrated into the neighborhood to support the MLK Node.



Park Precedent



Pilot Projects Implementation Tasks

1. Corridor/Pilot Project Head Identification
2. Zoning Changes
3. Corridor Road Striping
 - a. Typical Street Sections
 - b. Intersection Striping Designs
 - c. Striping
 - d. Community Painting of Bike Lanes
4. North Side of Lincoln Way
 - a. Property Acquisition for Multi-Family
 - b. Develop and Issue RFP for Consolidated Parcels
5. Sherman Square
 - a. Property Acquisition for Square
 - b. Design
 - c. Construction
6. Single-Family North of Lincoln Way
 - a. Property Acquisition
 - b. Develop and Issue RFP for Consolidated Parcels
7. Roundabout
 - a. Property Acquisition
 - b. Design
 - c. Construction
8. Streetscape/Sidewalks/Curbs
 - a. Design
 - b. Construction
9. Memorial
 - a. Procure Funding
 - b. Design
 - c. Construction
10. Marketing
 - a. Brand and Create a Marketing Strategy
11. Financing and Coordination
 - a. Create a Business Owners Association
 - b. Create a TIF and other tools to assist in financing
 - c. Consider Creating a BID (Business Improvement District)



Retail Streetscape Precedent

WILBER NODE

This node is possibly the most complex and, at the same time, may have the most potential. Key elements of this node include the abandoned railroad line (potential to become part of the city’s network of trails), an underutilized historic brewery, additional retail buildings along Lincoln Way, several blocks of small-scale industrial uses south of Lincoln Way, and the nearby Holy Cross Church and School. As with most historic corridors, the depth of parcels are shallow and are a limiting factor for revitalization because it limits the potential parking. The

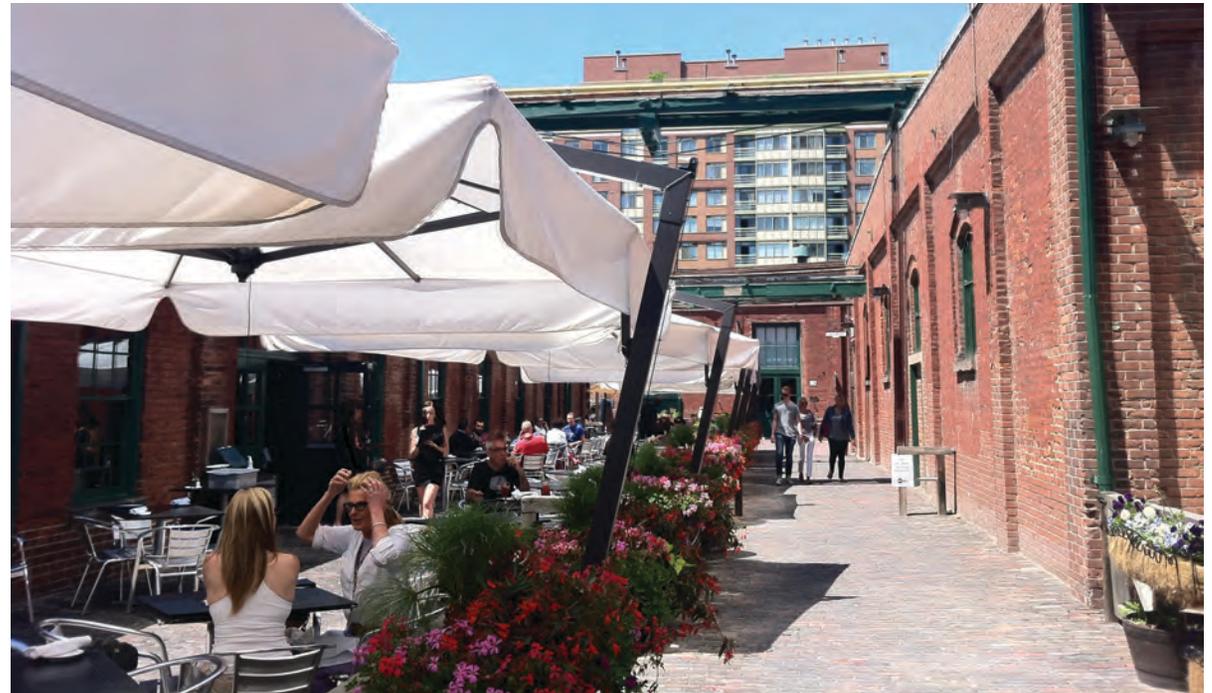
depth of the industrial parcels provides more feasible development parcels. In addition, two blocks could be combined to create a larger development parcel (for example, the blocks north and south of Rupel Street between College Street and Wilber Street, or the two blocks east and west of College Street between Lincoln Way and Rupel Street). Development here should capitalize on the presence of the future recreational path and could be a good location for a bike shop. The location of the recreational path will require special treatment in the street design, and must have a well-marked crosswalk and a traffic signal or HAWK beacon.



Pedestrian Plaza Precedent



Wilber Node Plan



Outdoor Dining on Pedestrian Plaza



Outdoor Dining Precedent



Retail Street Precedent



Retail Street Precedent

OLIVE NODE

This node is important because of its north to south connection to the rest of the city via Olive Street. Historically, this has been, and should continue to be, a retail node. The present character of the retail is partially suburban and partially urban, but it should transition over time to a traditional urban character. The existing suburban retail/commercial uses along Lincoln Way West should provide landscaping (a hedge and shade trees along the sidewalk) to screen parking lots while retaining visibility for the existing suburban retail uses.



Olive Node Plan

SHERIDAN NODE

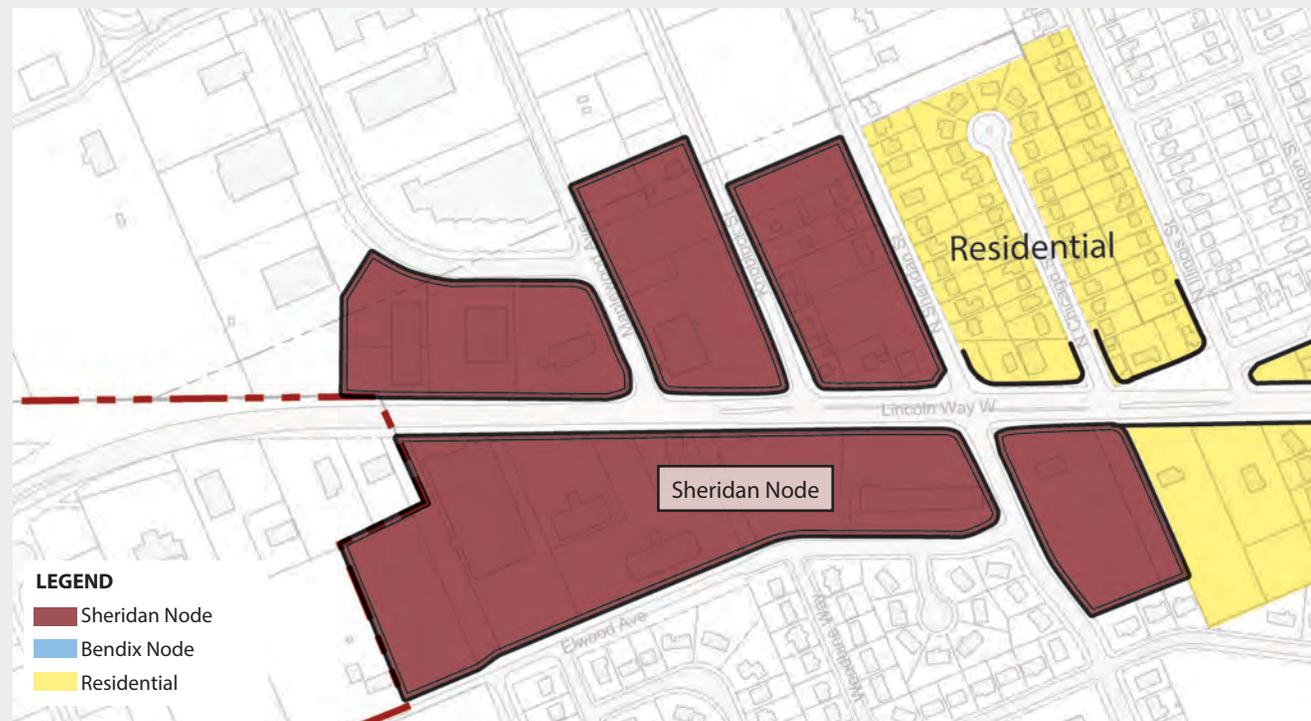
The Sheridan Node extends west from the intersection of Sheridan Street and Lincoln Way towards the airport. As one would expect, the close proximity to the airport has led to the development of airport related uses, such as hotels. Airport related uses should be encouraged in this area, but the form of the development should transition to a more urban character where building fronts line the street and parking is located to the rear where it is not visible from the street.

BENDIX NODE

At the Bendix Drive/Lincoln Way intersection, the character of Lincoln Way approaching from the east begins to change from traditional urban to suburban. The street changes from a residential/small retail format to a residential/industrial format. First and foremost, a stronger streetscape with street trees on both Lincoln Way West and Bendix Drive will help define both streets. The large industrial parcels should have an evergreen buffer planted around the perimeter so that the large parking areas,



Surface Parking Landscape Precedent



Sheridan and Bendix Node Plan

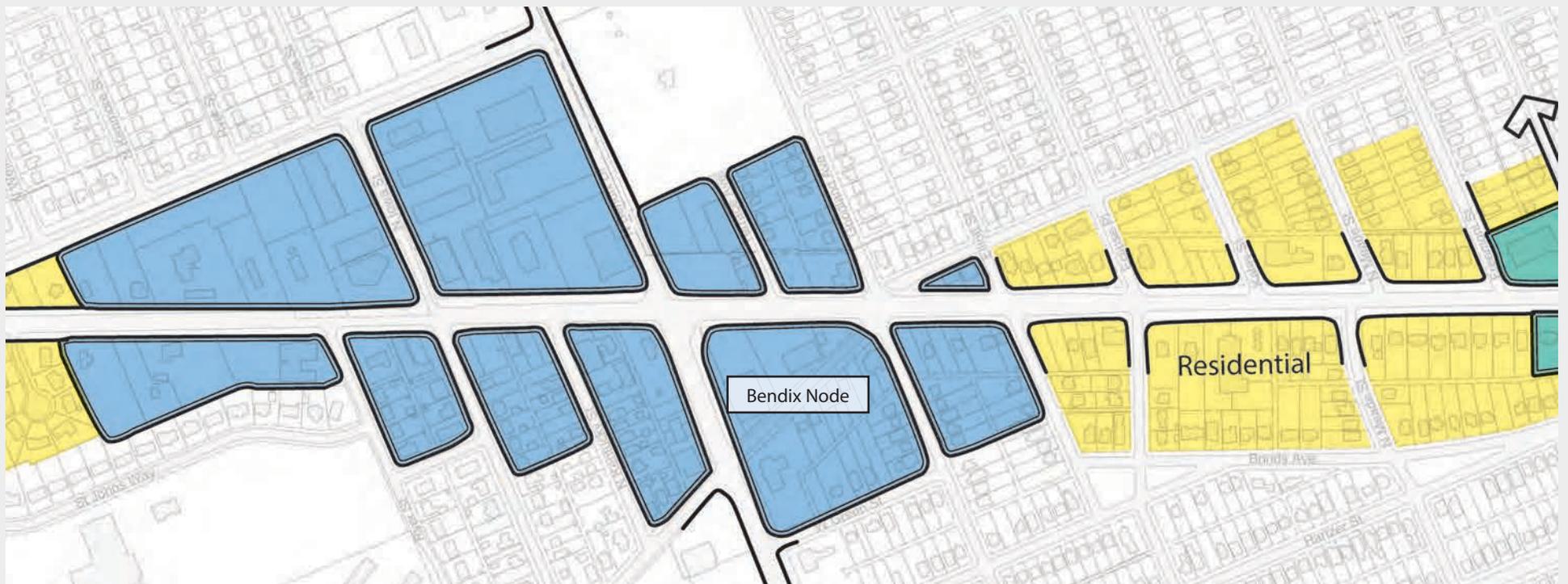
service areas, etc. are screened from the street. The existing suburban retail/commercial along Lincoln Way should provide landscaping along the streetscape to screen parking lots. A hedge and shade trees will screen the asphalt and cars while retaining visibility for the existing suburban retail uses.

The triangle between Lincoln Way, Bendix Drive and Ardmore Trail can be thought of as a future neighborhood center. Building upon the walkability of the homes and senior apartments

in the neighborhood, convenience retail and doctor's offices may be established in the triangle as the new Bendix/Ardmore center. This would also be a convenient walk from the new center to the library. The plan also recommends looking at incorporating the southern portion of LaSalle Square into the industrial land south of Prast Boulevard and connecting it to the former Bendix factory group, which in turn, will put many new acres into close proximity of the major rail lines. Minor street adjustments on Prast Boulevard and Westmoor Street can add to the

industrial footprint adjacent to the railroads. If this comes to pass, appropriate buffers along Ardmore Trail and Sheridan Street would need to be established.

Trading the existing urban agricultural land in this sector for large, job-producing land could be a strategic trade-off, provided the urban agricultural land is replaced acre-for-acre elsewhere in the neighborhood (another potential area for urban agriculture is the Olive Cultural District that has significant vacant land).



4.3 STREETS, BICYCLES, AND BUSES

STREETS AND BICYCLES

Great places have great streets; they are an important part of the public realm and the daily lives of residents, and they feel comfortable and safe for pedestrians. As is the case with Western Avenue, in its previous life as a State highway (with higher traffic counts than exist today) the Lincoln Way street width was generally composed of two traffic lanes in each direction with shoulders and no on-street parking. Given the lower traffic volumes, a significant opportunity exists to reconfigure the streets to support the needs of the community.

Changing street widths can be a very expensive undertaking as it also involves moving related infrastructure. As such, the premise for the reconfiguration of Lincoln Way starts with the idea that the actual width of the street should not have to change, except in a select few locations, but that the configuration (lanes) can be changed to meet both traffic needs and to support commercial properties while creating a pedestrian-friendly environment. The general lane configuration is discussed below.

Snow is a large impediment to the use of bike lanes and sidewalks. The City can plow the bike lanes as it clears the streets and should consider plowing the sidewalks along Lincoln Way (this is important as Transpo changes from a flag system to fixed bus stops).

▪ Traffic and Turn Lanes

The general traffic pattern changes the two lanes of traffic in each direction to a center turn lane and one lane of traffic in each direction. This configuration is more efficient in moving traffic since turns occur from a turn lane resulting in less “friction” since traffic does not have to stop to accommodate left hand turns. Since actual pavement width varies, the lane widths may also vary, but, in general, lanes are changed from the existing 12’ wide State highway width to a more appropriate 11’ urban width.



Street Diagram

- **Bike Lanes**

Cycling has great health benefits, is an economical method of transportation, and also boosts retail sales. Bicycle and bicycle parking studies have shown a boost in retail sales when bike lanes are present.

- a. With the exception of Lincoln Way west of Bendix Drive, bike lanes along Lincoln Way are on-street and the goal is to provide a bike lane on each side of the street between the traffic lane and the on-street parking. Where dimension permits, a 2' buffer between the bike lane and the traffic lane is provided to provide a safer environment.
- b. West of the study area, an off-street recreational path exists on the south side of the street. As a transition to the on-street bike lanes along Lincoln Way, the section west of Bendix Drive is configured with a cycletrack (two-way protected bike lanes on one side of the street).
- c. Painted bike lanes provide a visual cue for drivers and pedestrians leading to greater awareness, especially at intersections. In addition, the perceived width/expanse of paving of the overall road feels more narrow, leading to traffic calming. This type of painting can be expensive, but painting of the bike lane can also be a great community building event where bike advocacy groups, residents, and business owners get together over a few weekends to paint the lanes block by block.

- **On-Street Parking**

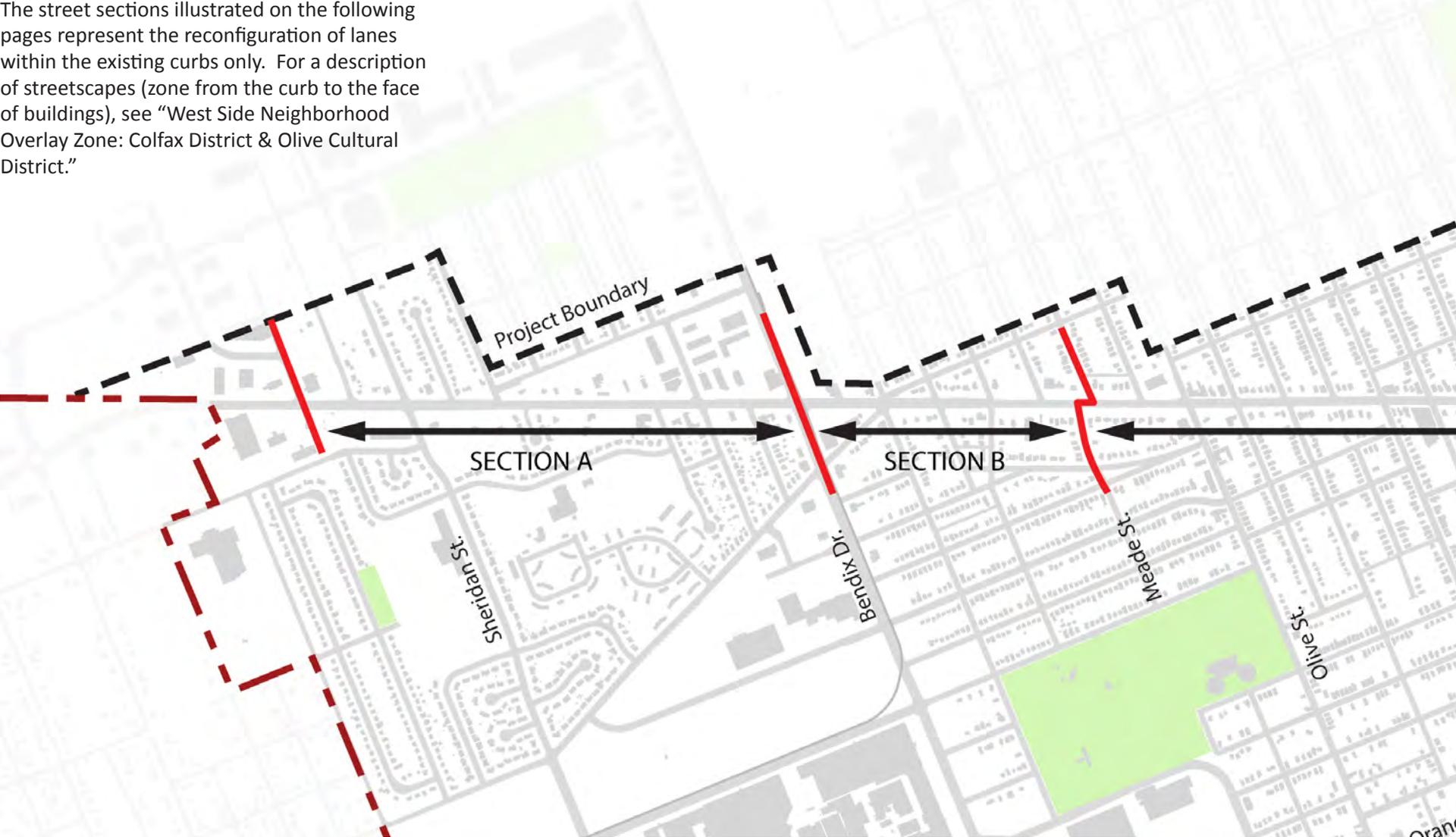
The existing small and shallow lots limit the amount of parking that can be provided for retail and other commercial uses. The proposed provision of on-street parking helps to support retailers to make them more viable enterprises. It also creates a barrier between the car and bike traffic and the sidewalk to create a public realm/sidewalk that feels more protected and safe.



Street with On-Street Parking

STREET SECTIONS

The street sections illustrated on the following pages represent the reconfiguration of lanes within the existing curbs only. For a description of streetscapes (zone from the curb to the face of buildings), see “West Side Neighborhood Overlay Zone: Colfax District & Olive Cultural District.”





Existing: Between Maplewood Avenue and Bendix Drive



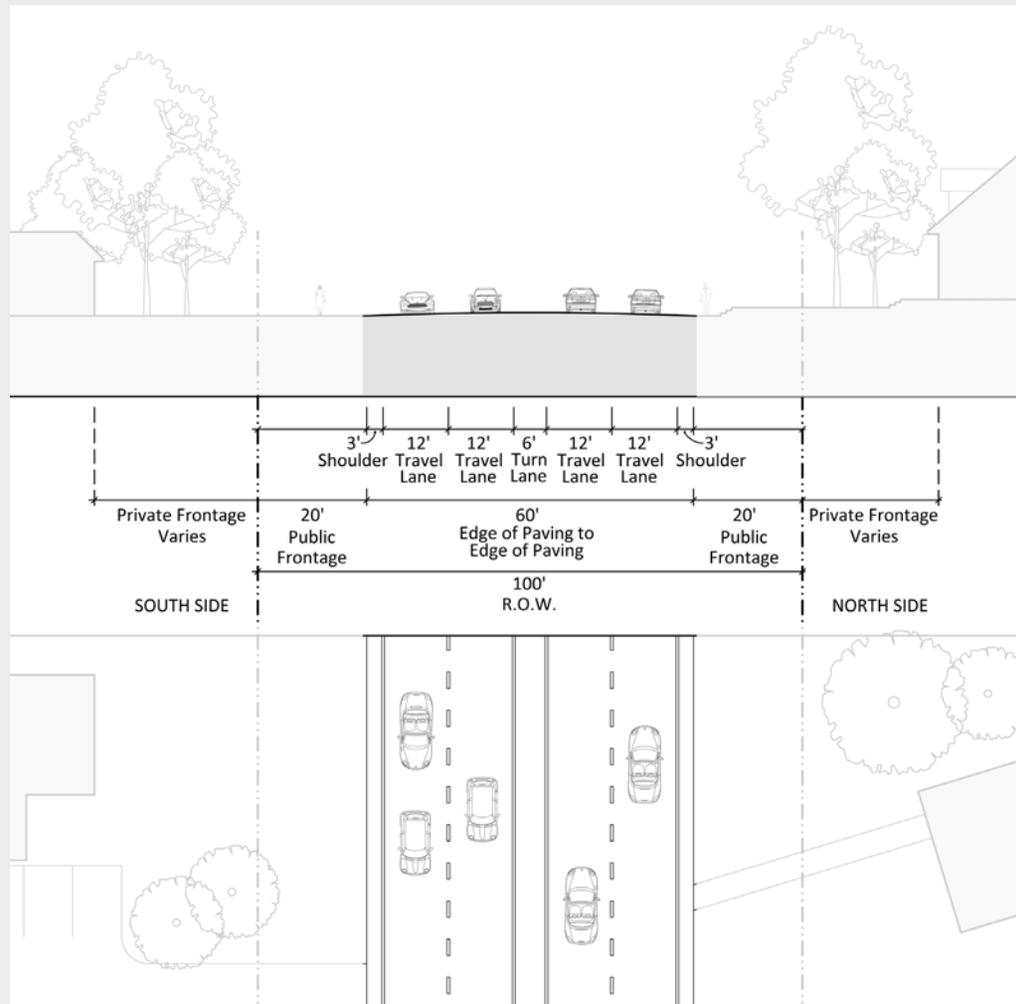
Existing: Between Bendix Drive and Meade Street



Existing: Between Meade Street and William Street

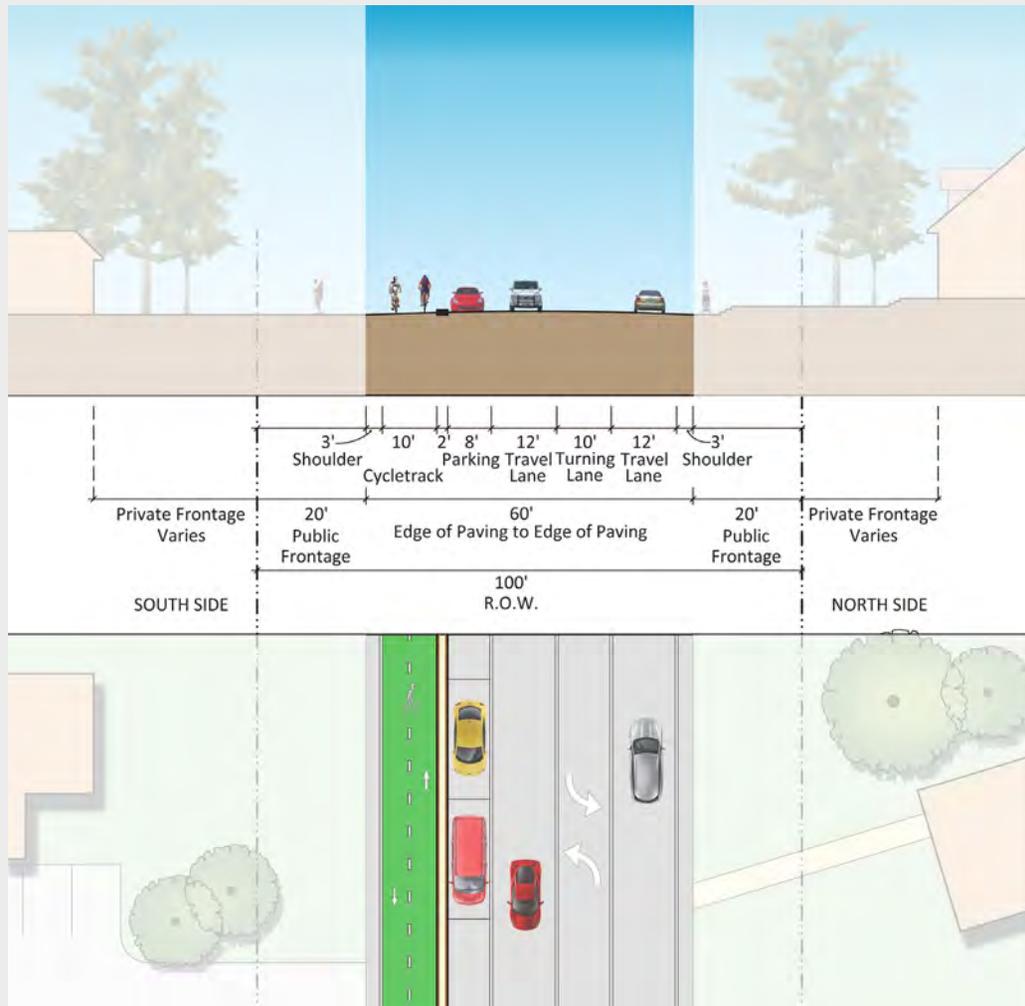
4. LINCOLN WAY WEST

EXISTING SECTION A - BETWEEN MAPLEWOOD AVENUE AND BENDIX DRIVE (LOOKING WEST)

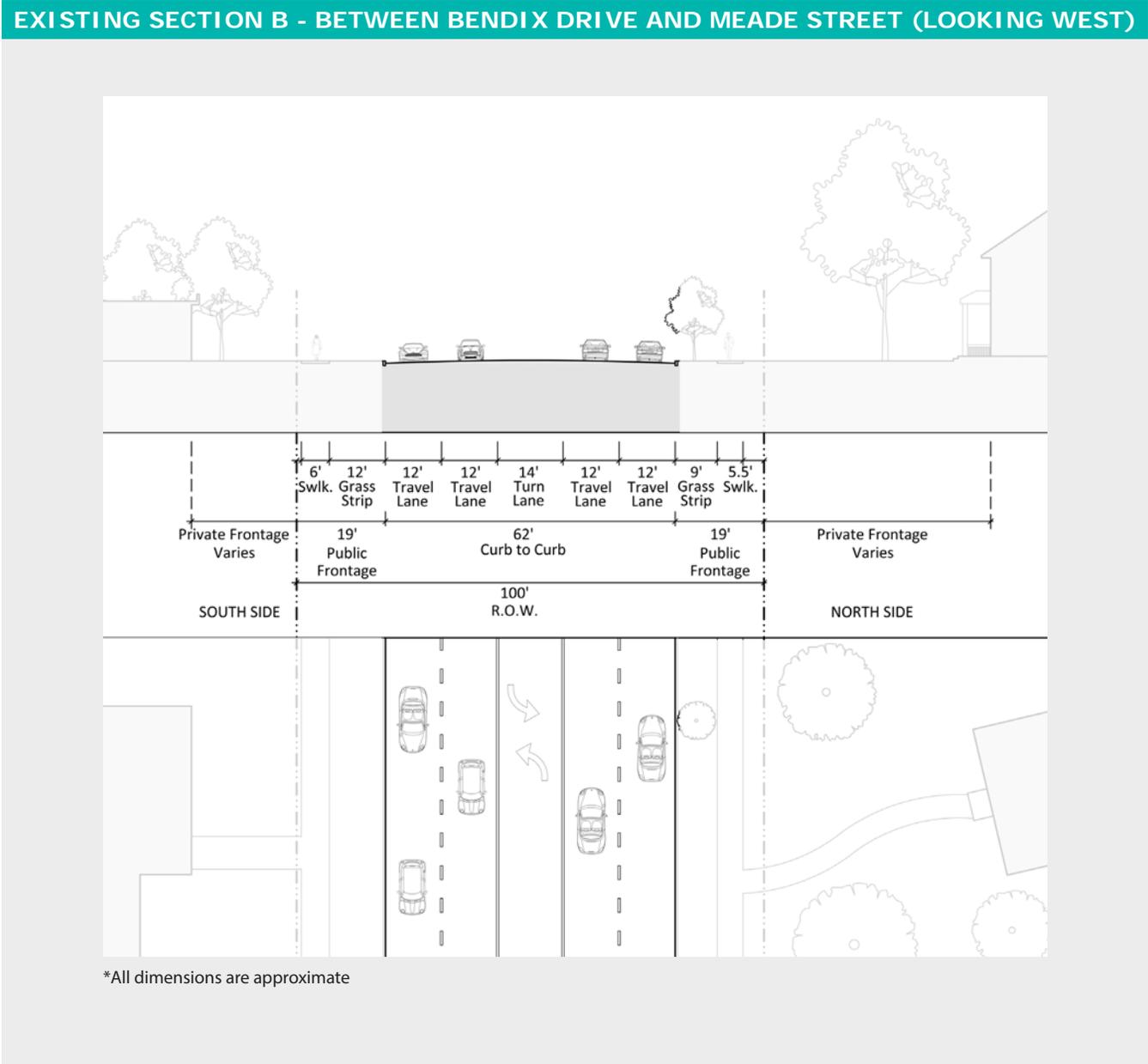


*All dimensions are approximate

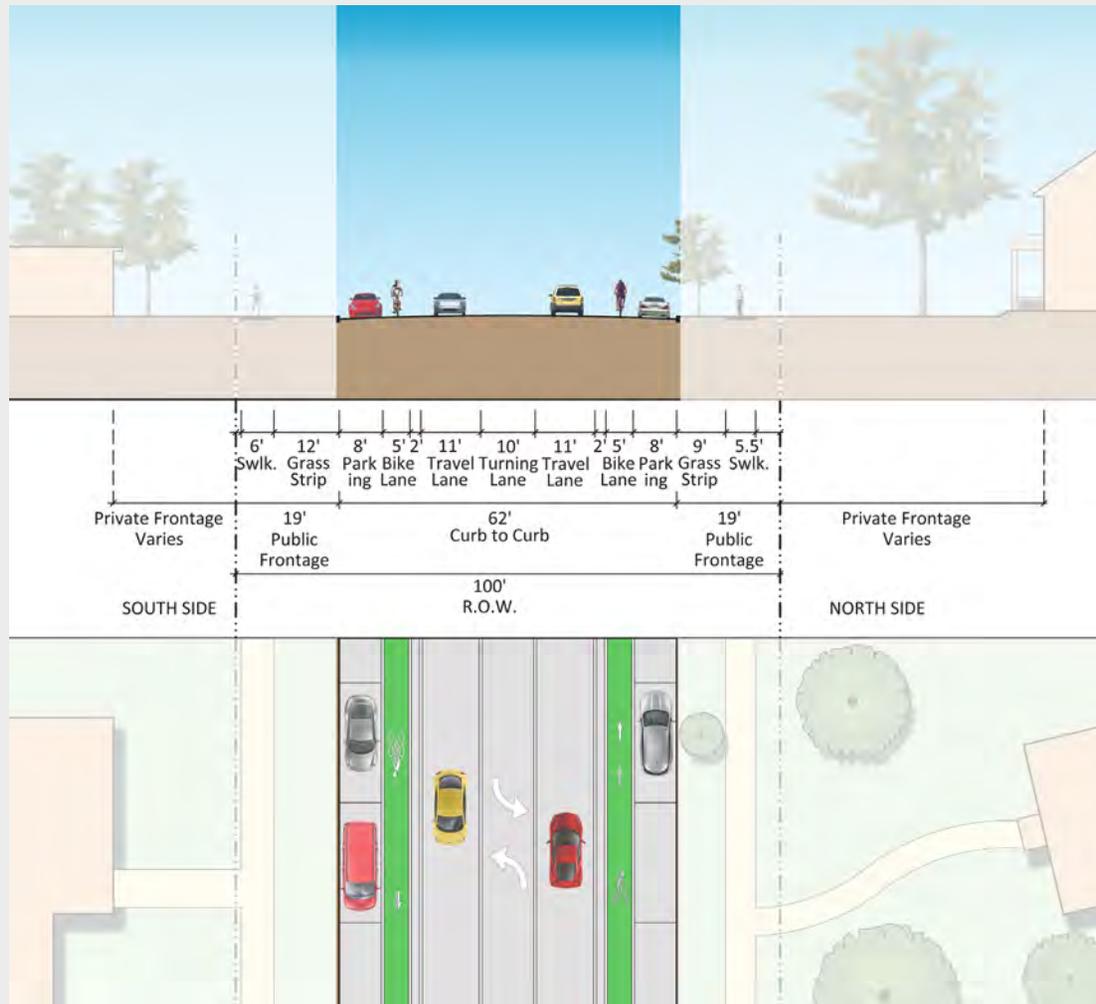
PROPOSED SECTION A - BETWEEN MAPLEWOOD AVENUE AND BENDIX DRIVE (LOOKING WEST)



*All dimensions are approximate

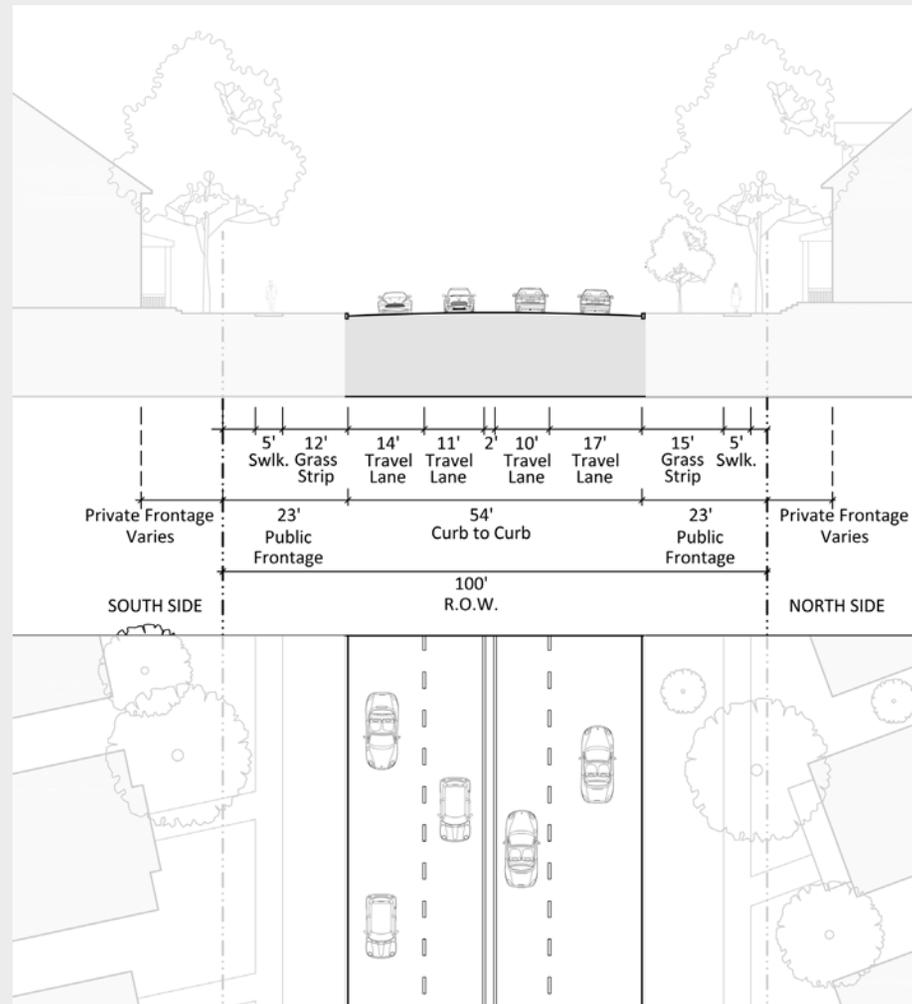


PROPOSED SECTION B - BETWEEN BENDIX DRIVE AND MEADE STREET (LOOKING WEST)



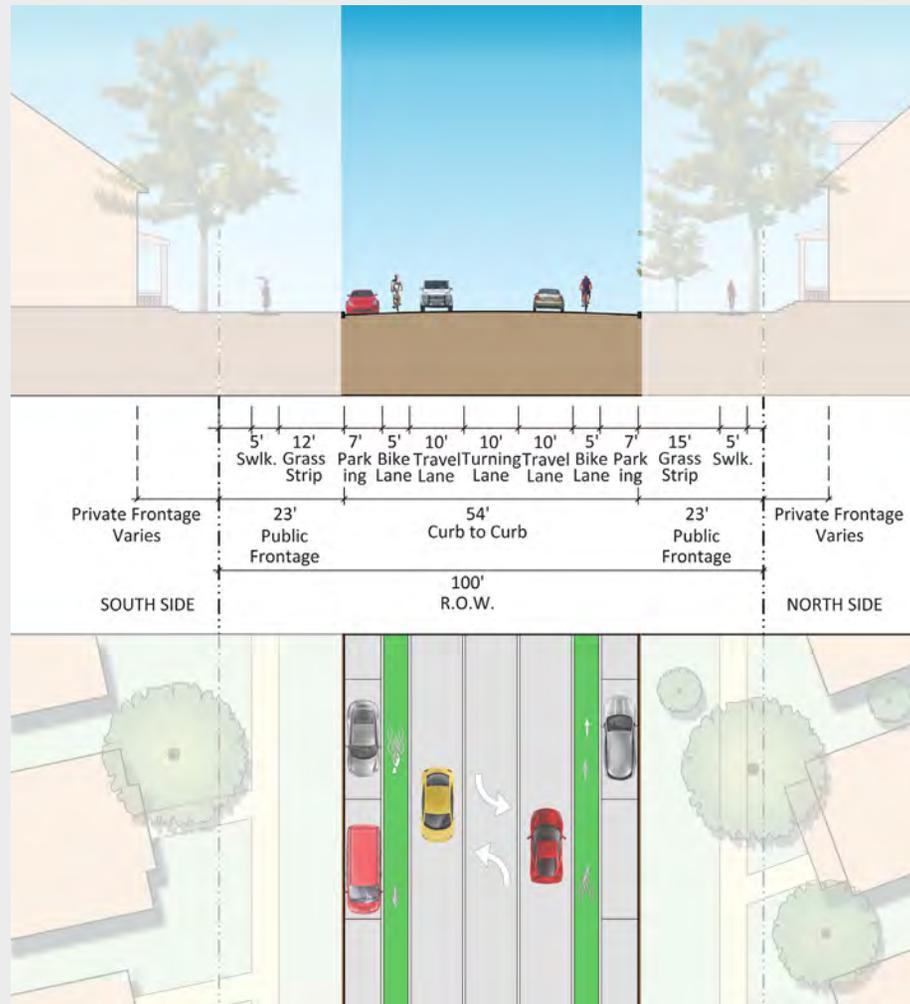
*All dimensions are approximate

EXISTING SECTION C - BETWEEN MEADE STREET AND WILLIAM STREET (LOOKING WEST)



*All dimensions are approximate

PROPOSED SECTION C - BETWEEN MEADE STREET AND WILLIAM STREET (LOOKING WEST)



*All dimensions are approximate

STREETSCAPES/SIDEWALKS

1. Urban Mixed-Use Areas/Nodes

- a. Sidewalk should extend from the curb to the face of the retail building
- b. Street trees should be planted at regular spacing along the curb in tree pits and spaced no more than 40' apart and no less than 30' apart
- c. Where existing dimensions do not permit tree pits in the sidewalk, tree planting islands with a street tree should be provided in the on-street parking zone between parking spaces
- d. Large shade tree species should be selected
- e. Ornamental pedestrian scale street lighting should be provided



Urban Mixed-Use Streetscape Precedent



Urban Mixed-Use Streetscape Precedent

2. Suburban Retail Areas/Node (Interim Improvements)

- a. A continuous tree planting strip should occur along the edge of the curb with a 6' minimum width, but a 12' – 15' width is preferred. The remaining dimension to the right-of-way line should be grass (except sidewalks), but a low evergreen hedge should occur along the right-of-way line to provide screening of parking pavement and cars, but still provide visibility to retail buildings.
- b. Street trees should be planted at regular spacing centered in the tree planting strip spaced no more than 40' apart and no less than 30' apart.
- c. Large shade tree species should be selected
- d. A 5' minimum width sidewalk should be provided along the outside edge of the tree planting strip



Suburban Retail Streetscape Precedent

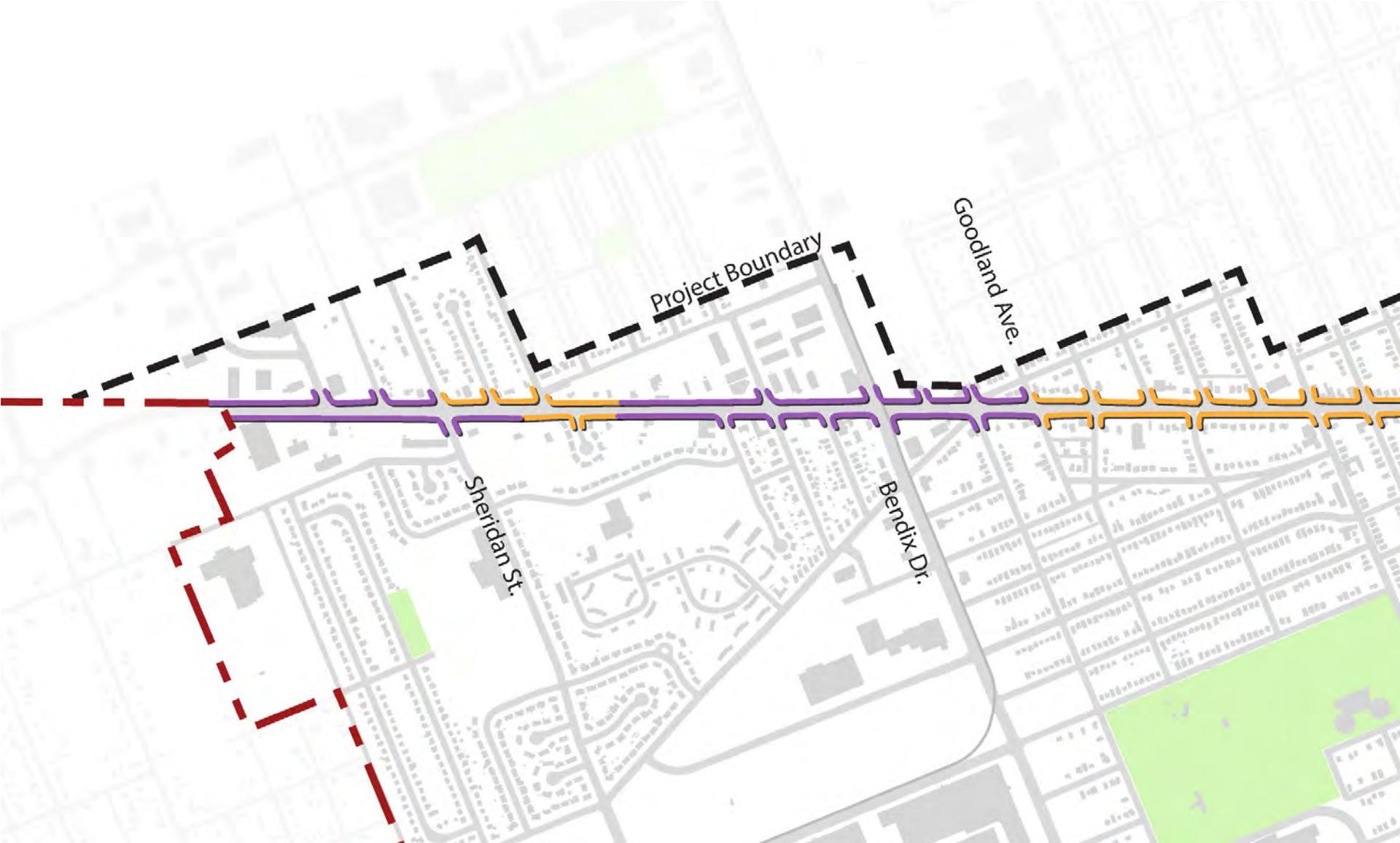
3. Lincoln Way Residential Areas (Outside of Nodes)

- a. The existing tree planting strip should remain and should be planted with regularly spaced street trees centered in the tree planting strip spaced no more than 40' apart and no less than 30' apart
- b. Large shade tree species should be selected



Residential Streetscape Precedent

STREETSCAPE/SIDEWALK TYPE LOCATION PLAN





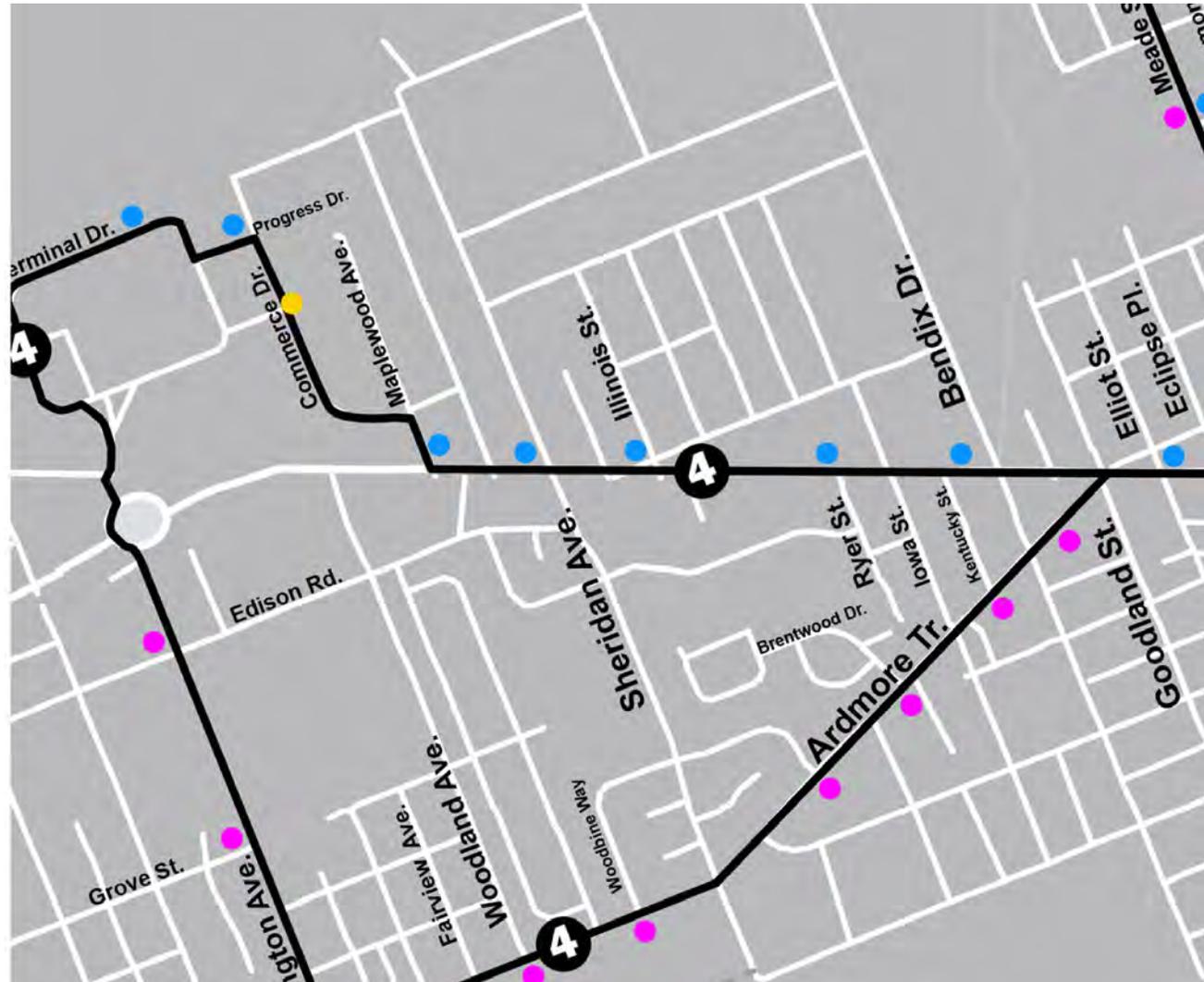
LEGEND

- █ Urban Mixed-Use Areas/Nodes
- █ Suburban Retail Areas
(Interim Improvements)
- █ Lincoln Way Residential Areas
(Outside of Nodes)

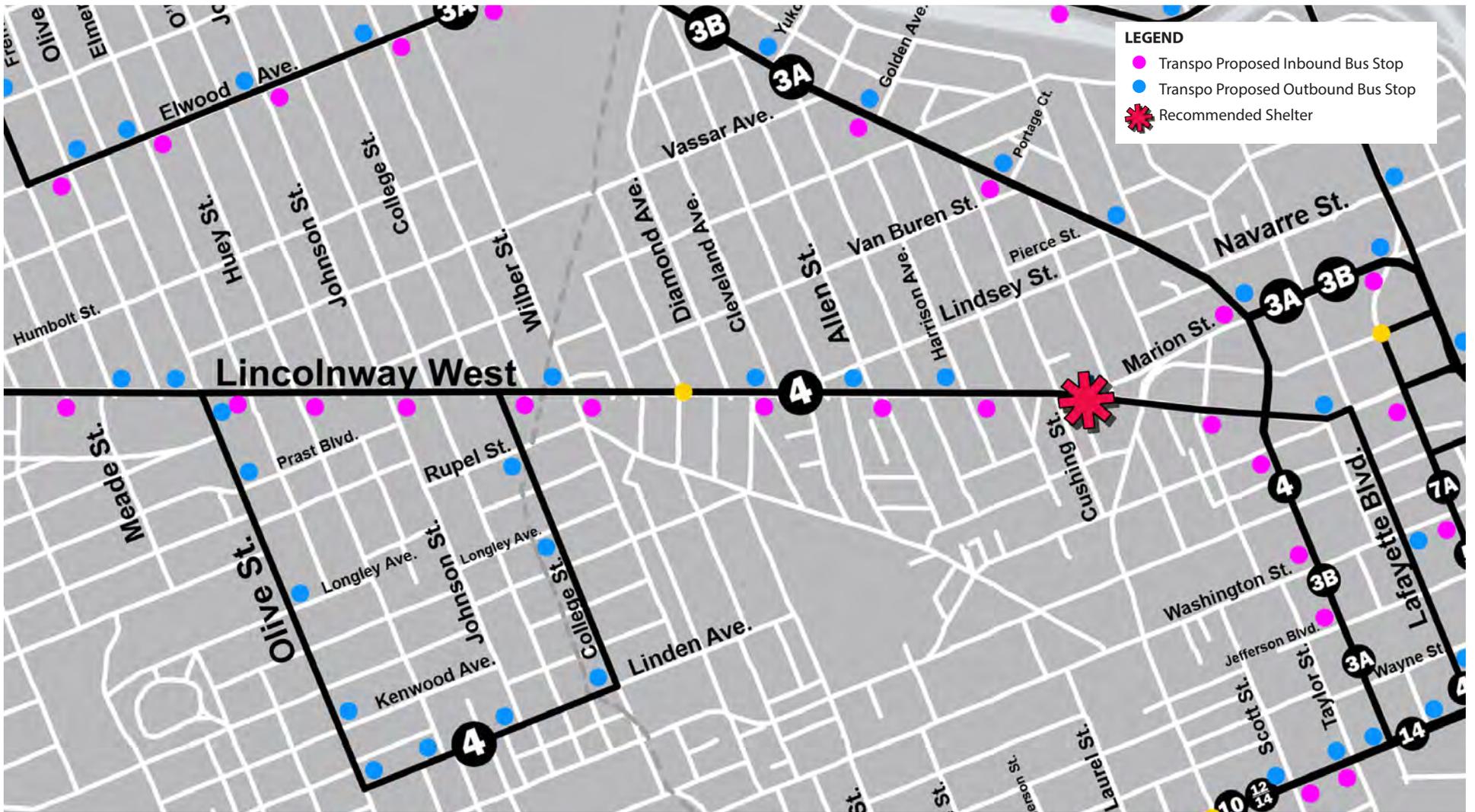
4. LINCOLN WAY WEST

BUSES

In addition to providing transportation options, transit also helps to support retail and other uses by bringing people to a central location. The greatest benefits are seen from fixed transit, such as streetcars, since the stations are fixed and investments can be made with relative assurance that there will not be a change in the foreseeable future. Non-fixed transit, such as buses, can still aid in supporting uses, but works best when stops are more permanent in nature. Hubs, crossing route locations, and fixed shelters provide more assured long term commitment to transit stops in a particular location. Zoning should reflect this investment and commitment with corresponding land use policy (uses and density). Bus stops and shelters should support the West Side Corridors Plan policies. Based on the most recent Transpo bus stop and shelter plan, recommendations for adjustments are shown on the accompanying plan.



Designated Stop Map Provided by Transpo



4. LINCOLN WAY WEST

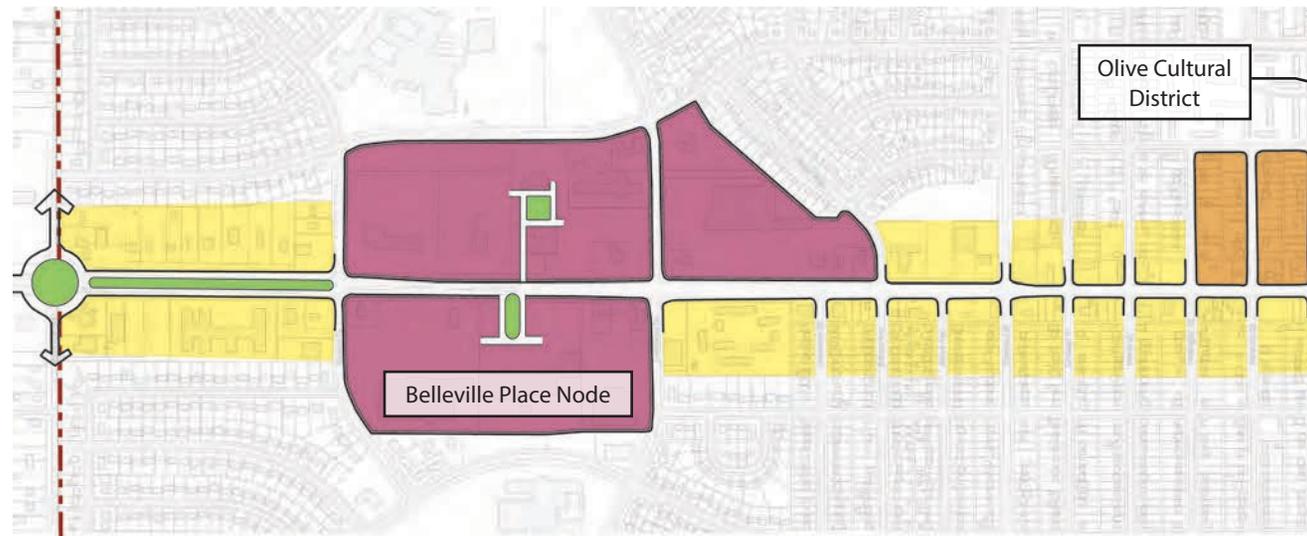
5. Western Avenue

5.1 CORRIDOR PLAN AND STRATEGIES

Western Avenue represents the American phenomenon of the strip retail and industrial corridor at the edge of most American cities. It is also a representation of the various eras in American history. The east end closest to Downtown is characterized by historic buildings, the middle is characterized by older buildings set close to the street in a traditional urban character, but has been eroded by parking lots, then transitions to post-1940s suburban strip development with parking lots lining the street. To the north and south of the corridor are primarily single-family residential neighborhoods. The east and central neighborhoods

suffer from significant disinvestment and high vacancy while the western neighborhoods are more stable, but are threatened by creeping instability. The east end of Western Avenue is anchored by the south end of Downtown, Four Winds Field at Coveleski Stadium, and the new Kroc Community Center, while the west end is composed of the Belleville strip retail center with a vacant big-box, as well as truck focused industrial buildings. Demographically, what used to be primarily Polish and African American neighborhoods has transitioned into Latino and African American neighborhoods.

Unlike Lincoln Way West with its nodes separated by residential uses, the entire length of the corridor is composed of undifferentiated



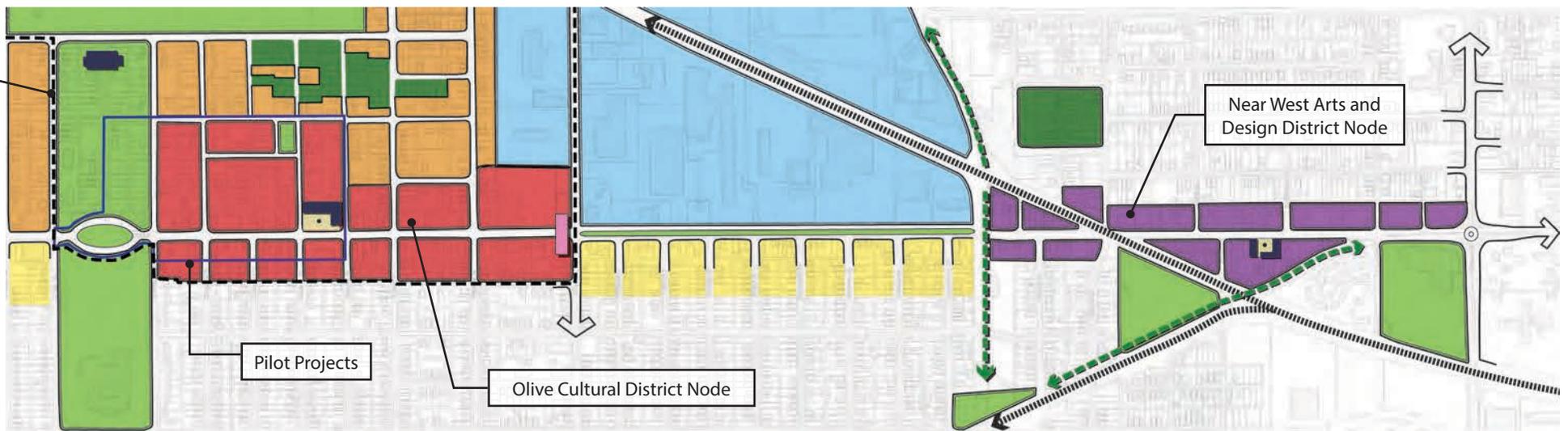
Western Avenue Corridor Plan

commercial. As noted previously, a node versus continuous strip development pattern is the most desirable pattern of development because it can create pedestrian-friendly destinations with unique identities that have the greatest chance of competing in the regional marketplace. One of the primary recommendations for this corridor is to transition to a node-based pattern of development to support a healthy retail environment. As a result of the Norfolk Southern Railroad tracks that divide the north from the south, there are only three streets that make a direct connection to Lincoln Way – Mayflower Road, Olive Street, and Dr. Martin Luther King Jr. Drive/Chapin Street. Building on these traffic patterns, existing businesses, and existing parcels, three key nodes are proposed

to focus revitalization efforts and to promote a pattern of development that will better support both retail and community needs. These nodes are Belleville Place, Olive Cultural District, and the Near West Arts and Design District. These are described in more detail below:

LEGEND

- Residential Areas Along Corridors
- Residential Priority Areas for Redevelopment



5.2 WESTERN AVENUE NODES

OLIVE CULTURAL NODE

Centrally located along Western Avenue, a newly defined Olive Cultural District has been defined with the Olive Cultural Node which has the potential to be a primary gathering place not only for the surrounding residential neighborhoods, but also for the City and the region. Historically, the roots of this area have been strong African American and Polish

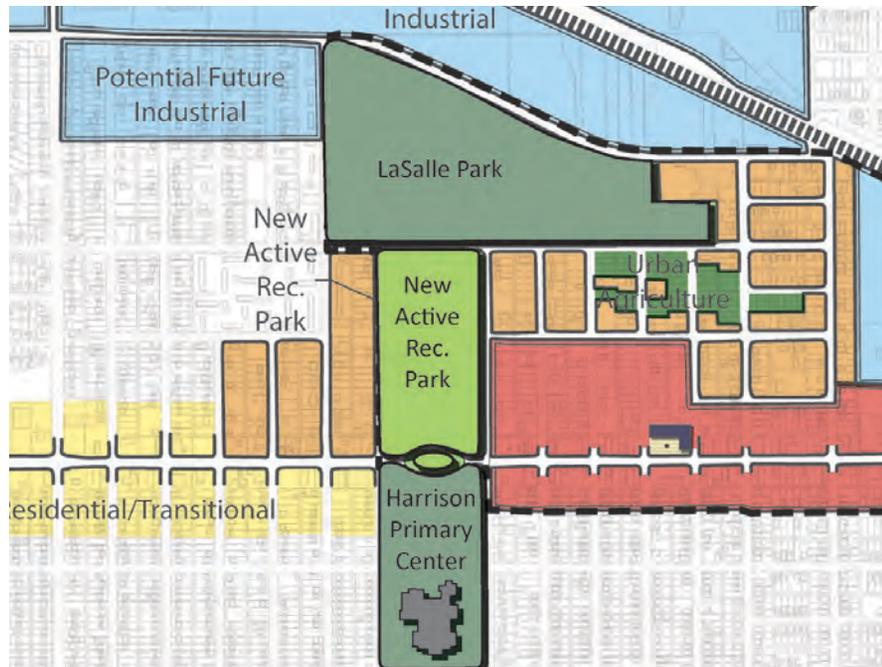
communities. More recently, a Latino community has grown and added to the cultural diversity of the area. This rich cultural diversity is an asset to the City and provides an opportunity to leverage these characteristics into a cultural destination. Unique restaurants and retail that celebrate this diverse heritage should be encouraged and a gathering place should be created where community events, both large and small, can take place. The following pages contain both general principles and an illustrative concept plan with potential phasing.



Illustration of Olive Cultural District Node

West End – LaSalle Park Extension and Memorial Place

The west end of this district is anchored by an expanded LaSalle Park which extends to Western Avenue. This extension provides new active recreation fields and courts and a site for future indoor recreation. These fields create a draw that brings users to support the District. The west end is further defined through the creation of a memorial ellipse/median. This provides for the opportunity to memorialize a person or event and also creates a sense of arrival and identity while providing traffic calming.



LaSalle Park Expansion Diagram

Liberty Square

Generally located in the central portion of this district, a new square is created. While the LaSalle Park extension provides green fields and active recreational opportunities, this square provides opportunities for activities such as outdoor markets, splash fountain, small outdoor music performances, etc. The uses of the surrounding buildings are very important to ensure an active gathering space. Retail and restaurant/food establishments are the uses that best activate these types of spaces. As a result, it is important to ensure that the surrounding parcels are developed with the appropriate uses. Use is not enough, though, and the configuration of the surrounding uses must be urban/pedestrian-friendly where active storefronts face the streets and squares and the parking is located to the rear where it is not visible. The character of the architecture is also critical in making a pedestrian-friendly environment and can also be designed to support the cultural focus of the district.



Liberty Square Illustrative Plan

Olive Street Gateway

The east end of the Cultural District occurs at the intersection of Olive Street and Western Avenue. This intersection is currently known for its traffic problems, in particular with truck traffic and turning movements. This intersection should be addressed to create a safe environment. Strategies to solve this problem could include a) enforcing no-truck traffic rules; b) reconfiguring the intersection to have larger curb-return-radii; or c) creating a roundabout. This location also offers the opportunity to create a gateway that spans Western Avenue. Examples of gateways include La Villita in Chicago and Chinatown in Chicago. These types of features aid in defining and providing a unique identity and sense of arrival.



Gateway Precedent

Streetscape - Road Configuration and Sidewalks

The street should be designed as much for the pedestrian and cyclist as for the car. The currently un-striped street will be striped to demarcate driving lanes, bike lanes, and on-street parking lanes on both sides of the street, sidewalks, painted crosswalks, and street trees (discussed in further detail in a subsequent section).

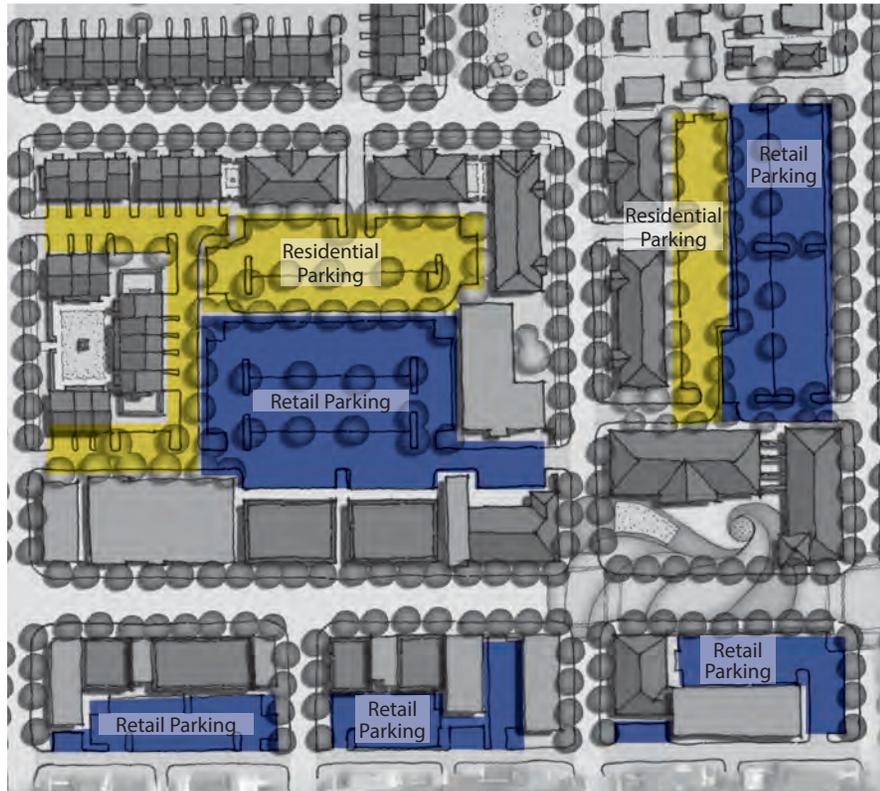
The sidewalks should be designed to provide a gracious pedestrian experience that can accommodate walking, seating, outdoor dining, and landscaping (discussed in further detail in a subsequent section).



Retail Street Precedent

Parking

The existing parcel sizes along this section of the corridor are small. While a small building increment can produce a lively and varied architectural streetscape, it most often means that parking is limited and contributes to the lack of viability of commercial establishments. As noted, the streets will be re-striped to provide on-street parking. In addition, making use of the vacant lots behind the commercial lots can help address this limiting factor through conversion to parking that is City owned and serves the corridor commercial uses. It is recommended that this parking be signed for limited time use since this will help to drive sales and ensure that spaces are used for the commercial rather than adjacent residential uses.



Parking Location Illustrative Plan

Vacant Residential Lots

Behind the commercial lots there are many vacant parcels and homes, particularly on the north side of this District. These vacant parcels represent not only an opportunity to address parking needs as noted previously, but also opportunities to stabilize the existing neighborhoods with additional new residential and/or rehabilitated residential. It is important to acquire and consolidate lots to make redevelopment more feasible.

Vacant parcels also provide an opportunity for urban agriculture, whether as an interim or permanent use.



High Vacancy Diagram

Blank Facades

Blank walls with few windows that are exposed to view along Western Avenue contribute to a feeling of vacancy and unfriendliness. Buildings at street corners should be redesigned as a front facade and incorporate windows and entries. As a temporary solution, or for buildings not located at street corners, the blank side facades can be painted with murals, or even tasteful advertisements, to provide color, a pedestrian scale, and visual interest along the corridor. These locations also provide opportunities to work with local university art programs to implement these efforts.



Mural Precedent

Boarded-Up Buildings Along Western Avenue

There are existing commercial buildings that are currently being used as residential. Some have boarded up windows and doors. In these conditions, boarded up windows and doors should not be permitted.

Vacant buildings with boarded up windows or doors should have the temporary panels painted to look like occupied facades to convey a sense of care and upkeep.



Enhanced Boarded-Up Buildings - Precedents

Art

Art can be a key element adding a sense of fun, creativity, and identity to an area. Creating a pedestrian environment adjacent to the new square is important and this can be reinforced through an artistic treatment of the street surface along the edges of the square. This could be as simple as a painted surface in the short term, but changing to a more permanent condition with pavers at a later date. The art should be reflective of the surrounding culture and community and could even be implemented by the residents and business owners themselves through a community activity. Other methods of incorporating art throughout the corridor should be explored. For example, the Notre Dame Art School could be used to contribute ideas, designs, and opportunities for implementation by the students.



Interactive Art - Bus Shelter Precedent



Interactive Art - Playground Precedent



Sculpture Precedent



Interactive Art - Fountain Precedent



Sculpture Precedent

Tactical Urbanism

Even seemingly small interventions can have a somewhat significant expense and can take time to coordinate. Tactical Urbanism relies on grass roots efforts and person-power (community, neighborhood organizations, clubs, individuals, etc.) to implement inexpensive, creative, and temporary interventions that improve neighborhoods and foster activity.



Tactical Urbanism Diagram



Outdoor Dining in Parking Lane Precedent



Outdoor Reading Room Precedent



Street Painting Precedent



Tactical Urbanism Precedent - Sand on the Streets



Food Truck Precedent



Outdoor Game Precedent



Outdoor Seating Precedent

OLIVE CULTURAL DISTRICT NODE PILOT PROJECTS

The Western Avenue Cultural District has been selected as a Pilot Project area due to its central location in the corridor, opportunity to consolidate parcels due to high vacancy, existing unique businesses that are a City and regional draw, and proximity to recreational opportunities.

The adjacent concept plan illustrates a potential multi-phase redevelopment scenario with four distinct parts:

1. Pilot Project Phase 1 - Liberty Square/
Retail Buildings/Required Parking
2. Pilot Project Phase 2 - Residential Program
(5-Year Timeline)
3. Phase 3 – Partial LaSalle Park Expansion
4. Phase 4 - Follow-on Residential Program



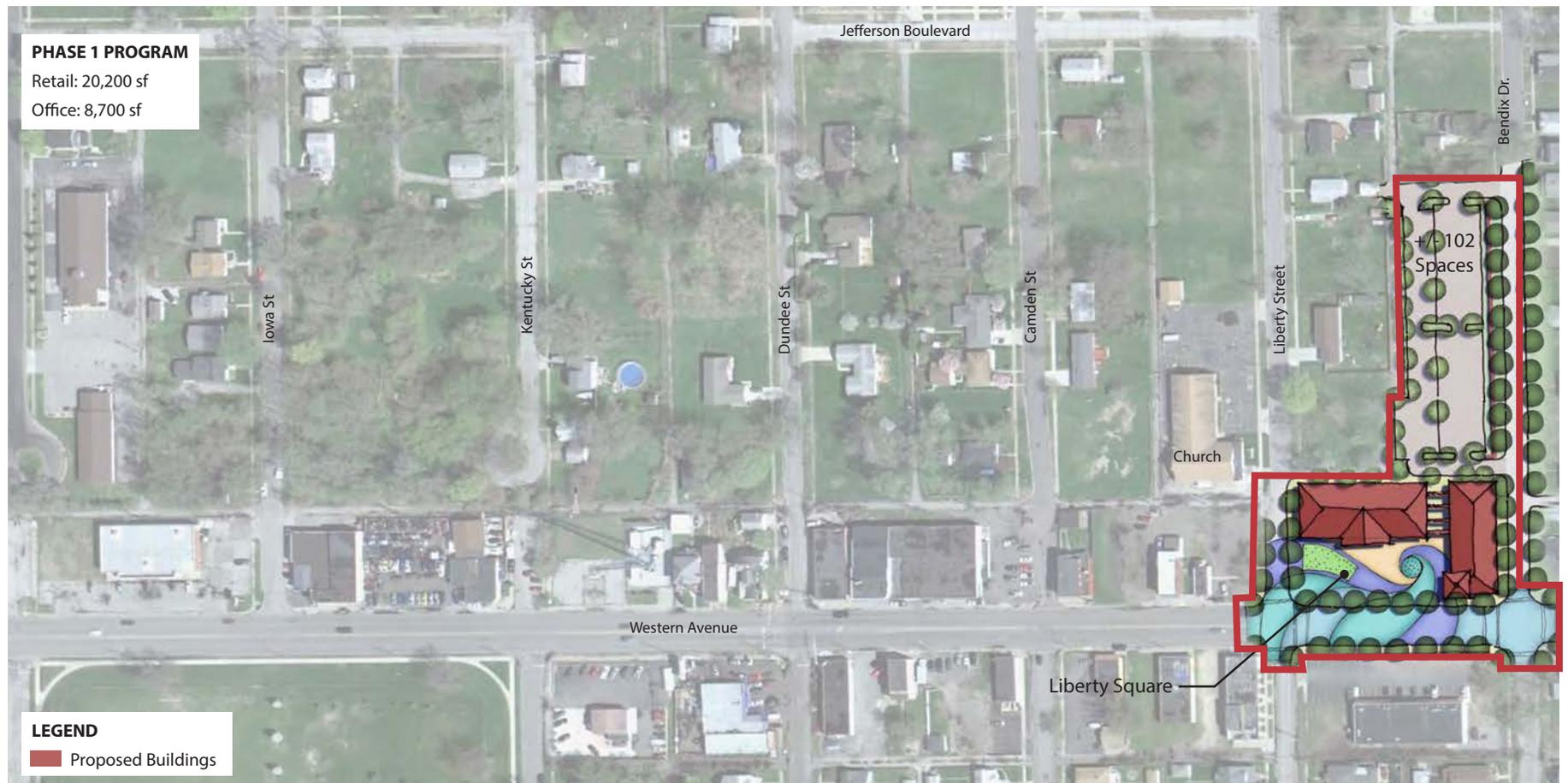
LEGEND

- Residential Areas Along Corridors
- Residential Priority Areas for Redevelopment
- Olive Cultural District Node

Pilot Project Phase 1 Liberty Square/Retail Buildings/Required Parking

The Phase 1 Pilot Project seeks to create a strong identity, a gathering place for the community, and a highly visible project that illustrates what is to come. The acquisition of a few lots would permit the creation of Liberty

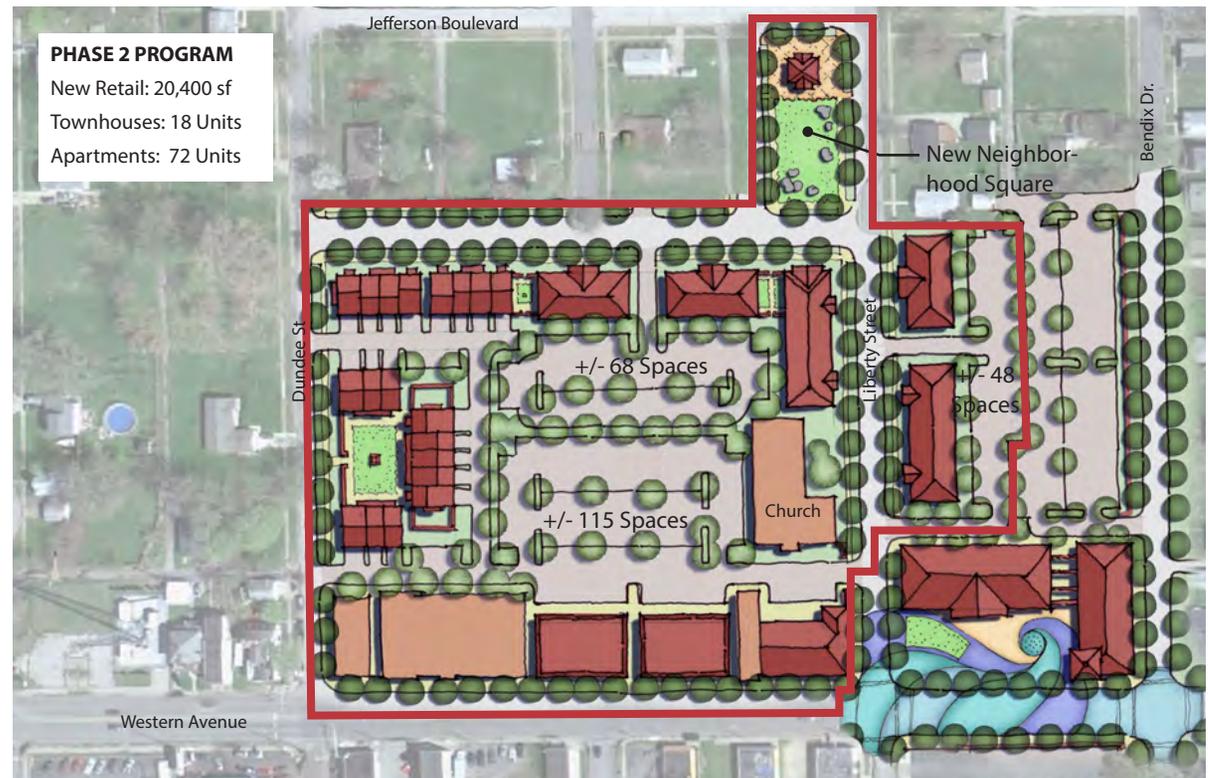
Square, retail buildings to define and activate it, and associated required parking to support the retail. This pilot project would also include artwork in the form of extended paving patterns, or paint, into the street which will provide a sense of arrival and traffic calming while traveling along Western Avenue.



**Pilot Project Phase 2 - Residential Program
(5-Year Timeline)**

As summarized earlier in this document, a market study completed by Zimmerman Volk Associates estimates demand and proposes a residential program for the first five years for the West Side that includes 128 multi-family rental units, 24 multi-family for-sale units, 36 townhouses, and 36 single-family homes. Approximately half of the residential program is proposed for the Western Avenue Corridor and half for the Lincoln Way Corridor. A retail study undertaken by Gibbs Planning Group estimates a demand of 64,000 SF of retail and 5,000 SF of office. The illustrative plans below illustrate how an area with high vacancy can be transformed into a desirable neighborhood concept that:

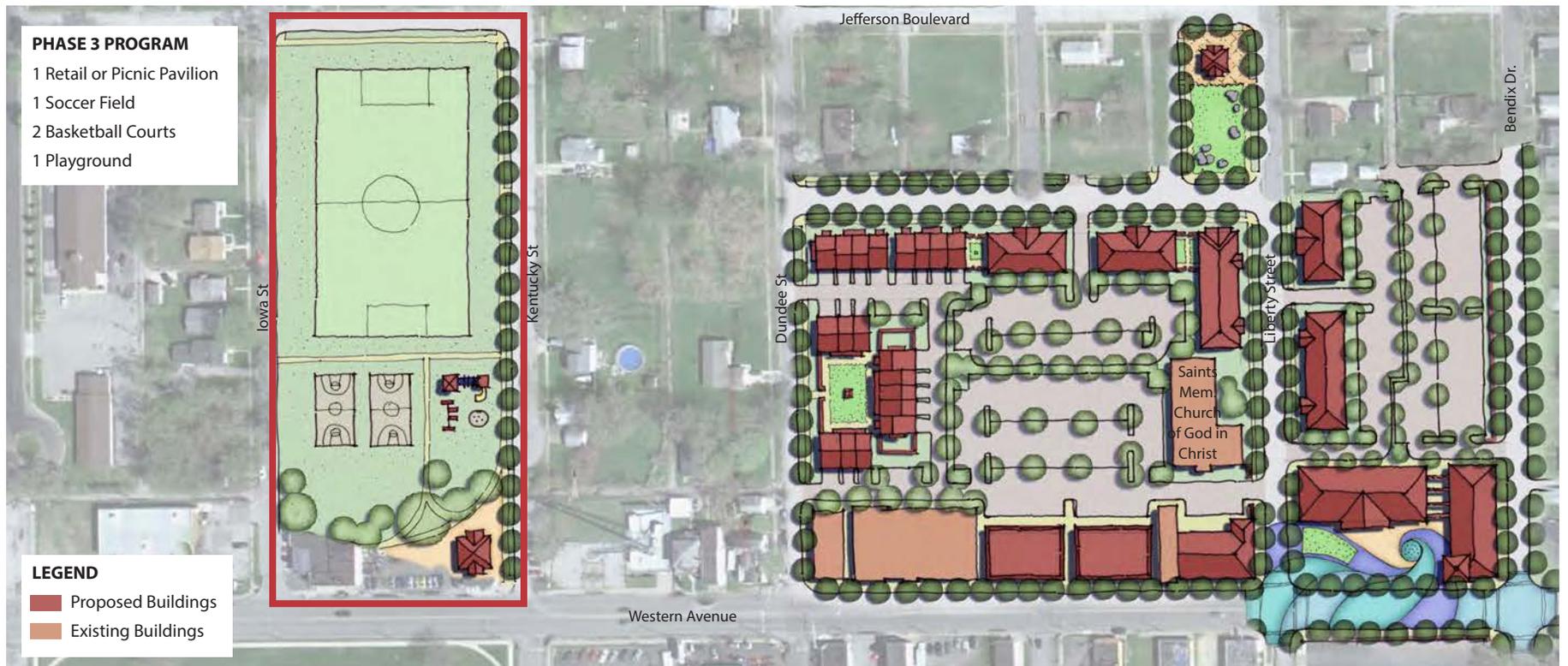
1. Accommodates a market-based program
2. Makes use of high vacancy areas to create a catalytic project.
3. Reinforces the creation of the Olive Cultural District Node with an intensity of uses at the core.
4. Provides necessary parking to support uses along Western Avenue.
5. Consolidates parcels to allow for realistic development projects.
6. Reconfigures blocks to accommodate multi-family and its required parking.
7. Creates open spaces for uses such as tot-lots, seating, etc. that are desirable residential amenities.
8. Along with Phase 1,3, and 4 creates a defined zone of public and private investment.



LEGEND
 Proposed Buildings
 Existing Buildings

Phase 3 - Partial LaSalle Park Expansion

As a first step towards creating the proposed LaSalle Park expansion, one neighborhood block can be targeted for a partial implementation that will define the edge of the Olive Cultural District Node, provide needed active recreational fields/courts, and provide an additional amenity for future redevelopment.



Phase 4 - Follow-on Residential Program

As a natural extension of Phase 1, 2, and 3, this Phase builds on prior investments and completes a focused zone of redevelopment that additionally supports the creation of the Olive Node and brings more residents to support the retail along Western Avenue.

LEGEND

- Proposed Buildings
- Existing Buildings



Pilot Project Implementation Tasks

1. Corridor/Pilot Project Head Identification
2. Zoning Changes
3. LaSalle Park Expansion
 - a. Property Acquisition
 - b. Memorial Ellipse Coordination/Agreement with Schools
 - c. Western Avenue Ellipse and Recreational Field Design
 - d. Memorial Subject Determination
 - e. Construction
4. Square
 - a. Property Acquisition for Square, New Buildings, Parking
 - b. Design
 - c. Reach Out to University for Art Components
 - d. Construction
5. Corridor Road Striping
 - a. Typical Street Sections
 - b. Intersection Striping Designs

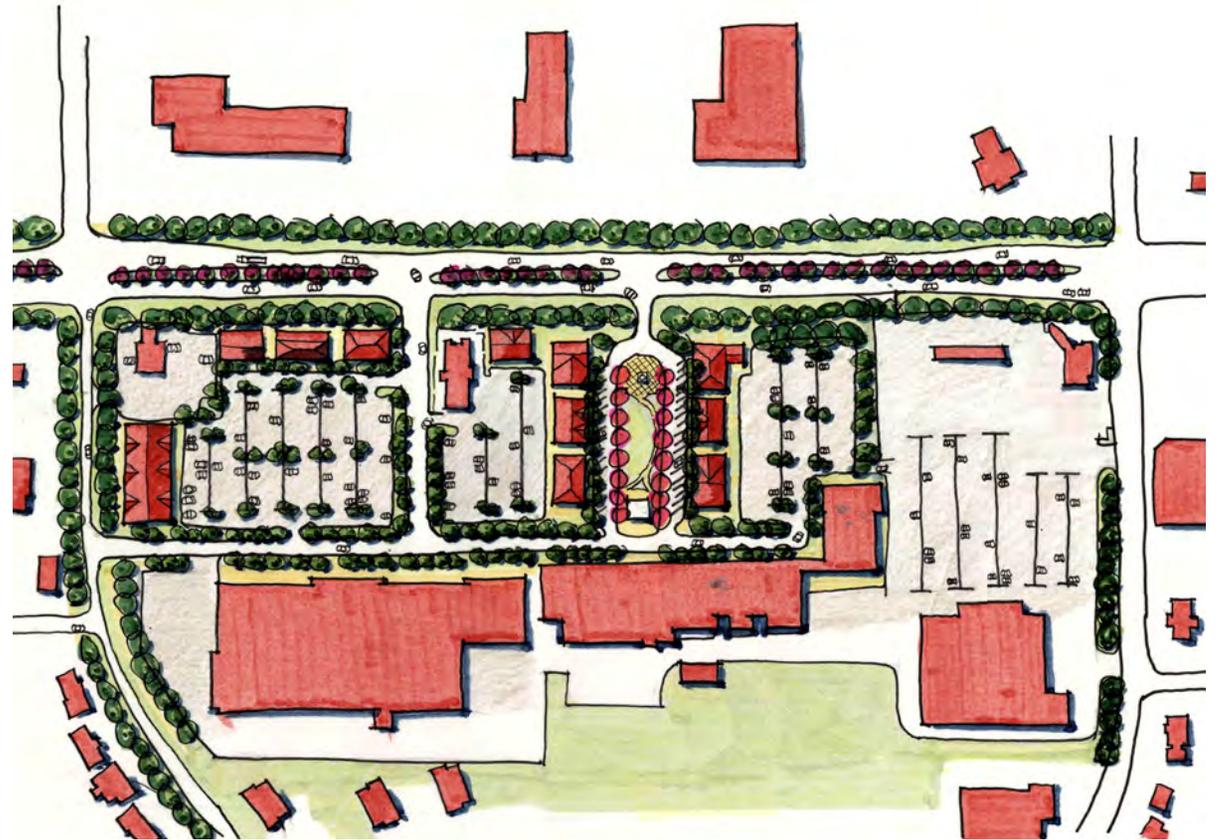
- c. Striping
 - d. Community Painting of Bike Lanes
6. Residential Neighborhood North of Western Avenue and South of LaSalle Park
 - a. Identify Blocks to be Cleared and Blocks to be In-filled
 - b. Identify Public Parking Lot Locations
 - c. Property Acquisition
 - d. Design Parking Lots
 - e. Construct Parking Lots
 - f. Develop and Issue RFP for Consolidated Parcels
7. Western Avenue and Olive Street Intersection
 - a. Assess Intersection Problems
 - b. Design Intersection
 - c. Property Acquisition, if Required
 - d. Define Source of Gateway Funding
 - e. Gateway Design
 - f. Gateway Construction

- a. Design
 - b. Construction
8. Streetscape/Sidewalks/Curbs
9. Art
 - a. Identify Art Coordinator
 - b. Explore Relationship with University
 - c. Identify Potential Art Projects/Arts Master Plan
10. Marketing
 - a. Brand and Create a Marketing Strategy
 - b. Create a “Taste of Western Avenue” Event
 - c. Host a Local and Regional Soccer Championship with the new Soccer Fields
11. Financing and Coordination
 - a. Create a Business Owners Association
 - b. Create/Expand a TIF to assist in financing
 - c. Consider creating a BID (Business Improvement District)

BELLEVILLE PLACE NODE

The Belleville Place Node is composed of the largest parcels anywhere along Western Avenue. These properties are occupied by large conventional retail centers and industrial sites. The retail centers on the south side of Western Avenue are composed of a vacant K-Mart site, Belleville Center, Kroger grocery, and a gas station. The north side of Western Avenue is composed of industrial sites, the Martin's anchored retail center, and additional stand-alone retail. Because of the small size of most lots along Western Avenue, they are difficult to redevelop. As a result, the large size of the lots in the Belleville Place Node offer the most potential for a significant redevelopment or revitalization project.

As noted earlier, the strip retail center model is no longer the most competitive retail model. The adjacent site plan illustrates how the existing structures could be retained, additional structures added, and a green space/gathering space created to create a destination that better attracts users. The Belleville Center parcel has excess land available that accommodates this new gathering space lined with new retail buildings, while providing adequate parking for both new and existing buildings. Additional pad sites along Western Avenue are available and can be used to screen the large parking fields from the Western Avenue view. The existing facades of the Belleville Center can also be upgraded to play a role in the creation of the green space/gathering space.



Belleville Place Illustrative Plan

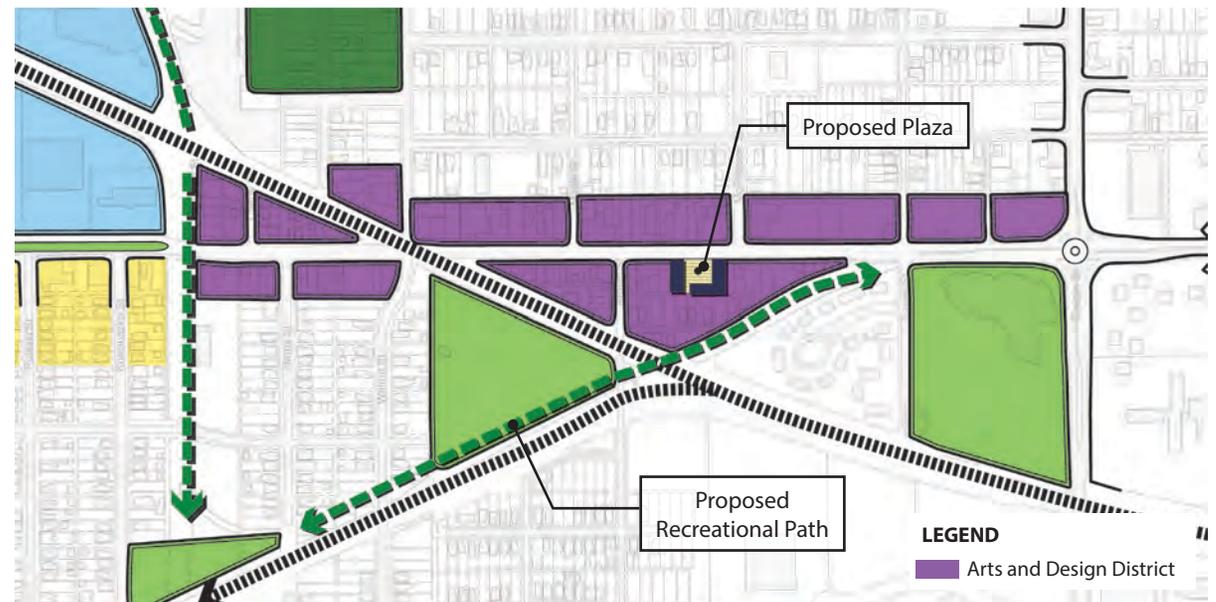
NEAR WEST ARTS AND DESIGN DISTRICT NODE

As a transition to Downtown South Bend, the Near West Arts and Design District anchors the east end of Western Avenue, but its location north of the railroad tracks means that it is a part of the neighborhood just west of Downtown and shares many of the historical characteristics of this area. Building on this character and the potentially lower rents, these types of areas can be a natural fit for antique vendors who seek out lower rent areas with historic architecture. This also lends itself to design shops such as furniture and other types of designers. Creating and marketing a design and antiques district leverages the neighborhood strengths since these types of shops do best when they are consolidated together where patrons are seeking to go to more than one store. There does not appear to be this type of district in the region, so this could fill that gap. The large number of historic era buildings, as well as its proximity to the Studebaker National Museum, Northern Indiana Center for History, and Downtown should be recognized and marketed as a single destination.

Since art is a principal focus of this district, art projects should be an important component of the streetscape. Currently, the viaduct is seen as a liability to the neighborhood, but the train bridge and the new open space created by the new exit ramps provides a large canvas to transform this liability into an iconic element.

Western Avenue and Chapin Street is a key intersection in the City and acts as a gateway to Downtown to the east, the West Washington Historic District to the north, and Western Avenue to the west. Much like the proposed roundabout at Lincoln Way and Dr. Martin Luther King Jr. Drive, this intersection could be designed with a roundabout to mark this important intersection (and reinforce the connection of Dr. Martin Luther King Jr. Drive/Chapin Street from Lincoln Way to Western Avenue, with its architectural richness). In conjunction with this intersection, the undeveloped sites on the northwest corner of the intersection of Western Avenue and Chapin Street provides an opportunity for new development that leverages the proximity to the several amenities across the street and in

the area. Multi-family development with retail on the ground floor may be a good option for this site or else another institutional building with a citywide or regional draw. Any new development in this district should be designed with a walkable urban character that is sensitive to the architectural history of the area. Parking should be located behind buildings and active facades with windows should face the street. Existing parking lots lining the streets should be better screened while providing visibility. Strategies include planting a low hedge along the property line with “street trees” or building a low brick knee wall/pier/fence combination.



Near West Arts and Design District Plan

5.3 STREETS, BICYCLES, AND BUSES

STREETS AND BICYCLES

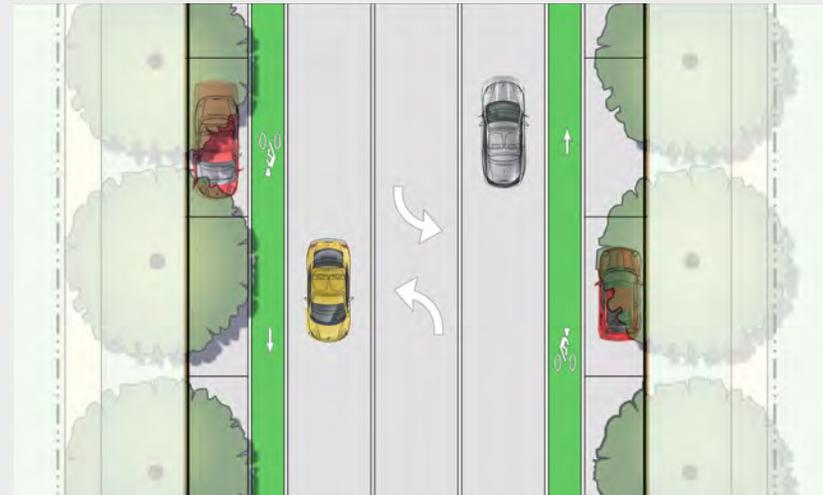
Great places have great streets. Streets are an important part of the public realm and the daily lives of residents, and they must be designed to feel comfortable and safe for pedestrians. Due to its previous life as a State highway with higher traffic counts than exist today, the Western Avenue corridor has sections of varied width and character; beginning as a four-lane (two lanes in each direction) divided highway at the western boundary of South Bend, transitioning through a variety of commercial, industrial, and residential frontages, and maneuvering under a railroad overpass. Now, as a local city street with lower traffic volumes, Western Avenue lacks lane striping and is well-recognized as being very confusing for drivers. Given the lower traffic volumes, a significant opportunity exists to reconfigure the streets to support the needs of the community.

Changing street widths can be a very expensive undertaking as it also involves moving related infrastructure. As such, the premise for the reconfiguration of Western Avenue starts with the idea that the actual width of the street should not have to change, except in a select few locations, but that the configuration (lanes) can be changed to meet both traffic needs and to support commercial properties while creating a pedestrian-friendly environment. The general lane configuration is discussed below.

Snow is a large impediment to the use of bike lanes and sidewalks. The City can plow the bike lanes as it clears the streets and should consider plowing the sidewalks along Western Avenue (this is important as Transpo changes from a flag system to fixed bus stops).

▪ Traffic and Turn Lanes

The general traffic pattern changes from the one-to-two lanes of traffic in each direction to a center turn lane and one lane of traffic in each direction. This configuration is more efficient in moving traffic since turns occur from a turn lane, resulting in less “friction” since traffic does not have to stop to accommodate left-hand turns. Since actual pavement width varies, the lane widths may also vary, but, in general, lanes are changed from the existing 12’ wide State highway width to a more appropriate 11’ width.



Street Diagram

- **Bike Lanes**

As noted previously, cycling has great health benefits, is an economical method of transportation, and also boosts retail sales. Bicycle and bicycle parking studies have shown a boost in retail sales when bike lanes are present.

- a. Bike lanes along Western Avenue are on-street and the goal is to provide a bike lane on each side of the street between the traffic lane and the on-street parking. Where dimension permits, a 2' buffer between the bike lane and the traffic lane is provided to provide a safer environment. Along the suburban sections of road with no on-street parking, a protected bike lane should be provided (ex. collapsible bollards or raised curb). Along two segments of Western Avenue there is insufficient dimension for a dedicated bike lane, and in those segments, a sharrow is proposed (a shared car and bike lane that is wider than typical and that has a shared lane marking painted in the lane).
- b. Painted bike lanes provide a visual cue for drivers and pedestrians leading to greater awareness, especially at intersections. In addition, the perceived width/expanse of paving of the overall road feels more narrow leading to traffic calming. This type of painting can be expensive, but painting of the bike lane can also be a great community building event where bike advocacy groups, residents, and business owners get together over a few weekends to paint the lanes block by block.

- **On-Street Parking**

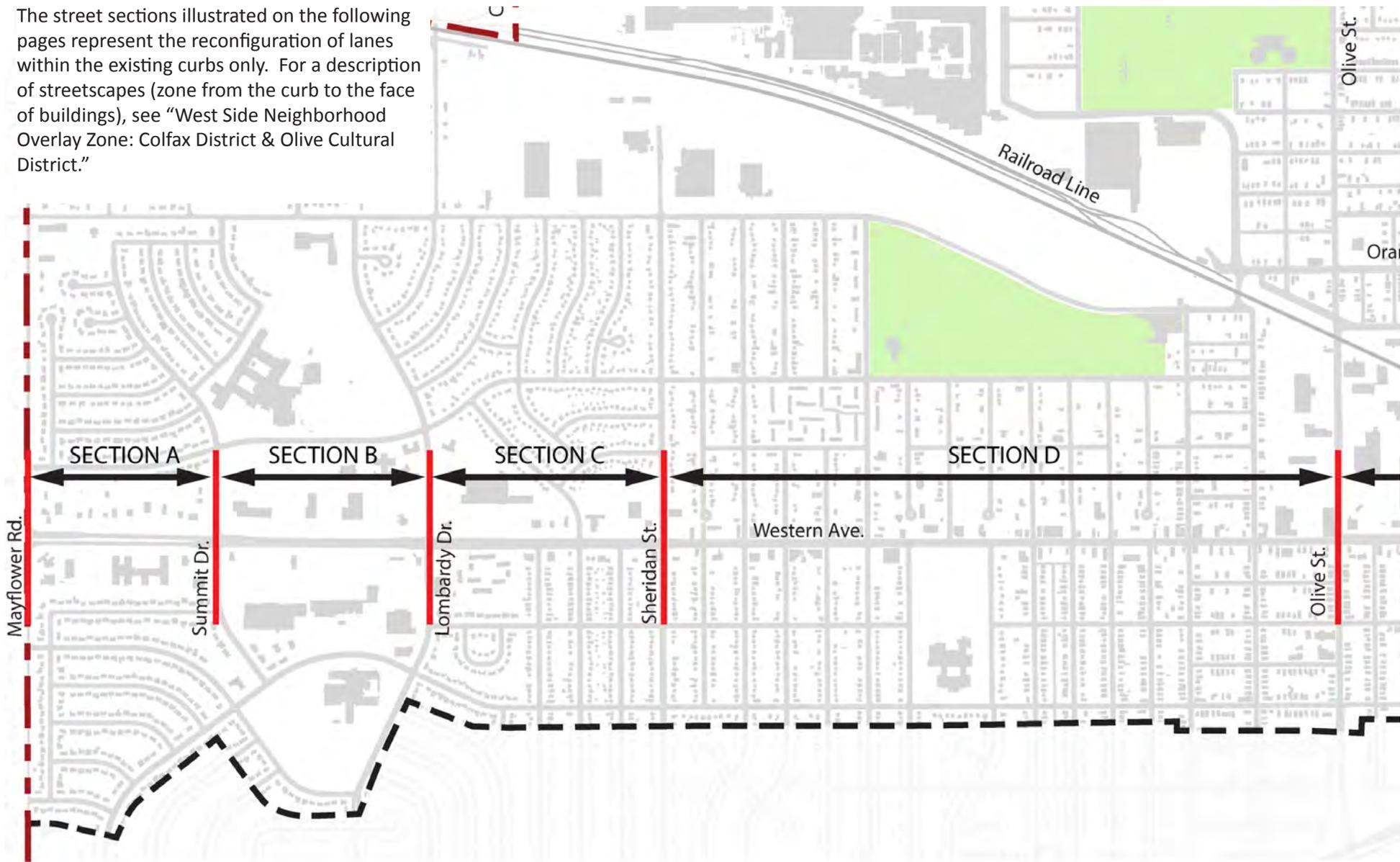
The existing small and shallow lots limit the amount of parking that can be provided for retail and other commercial uses. The proposed provision of on-street parking helps to support retailers to make them more viable enterprises. It also creates a barrier between the car and bike traffic and the sidewalk to create a public realm/sidewalk that feels more protected and safe.

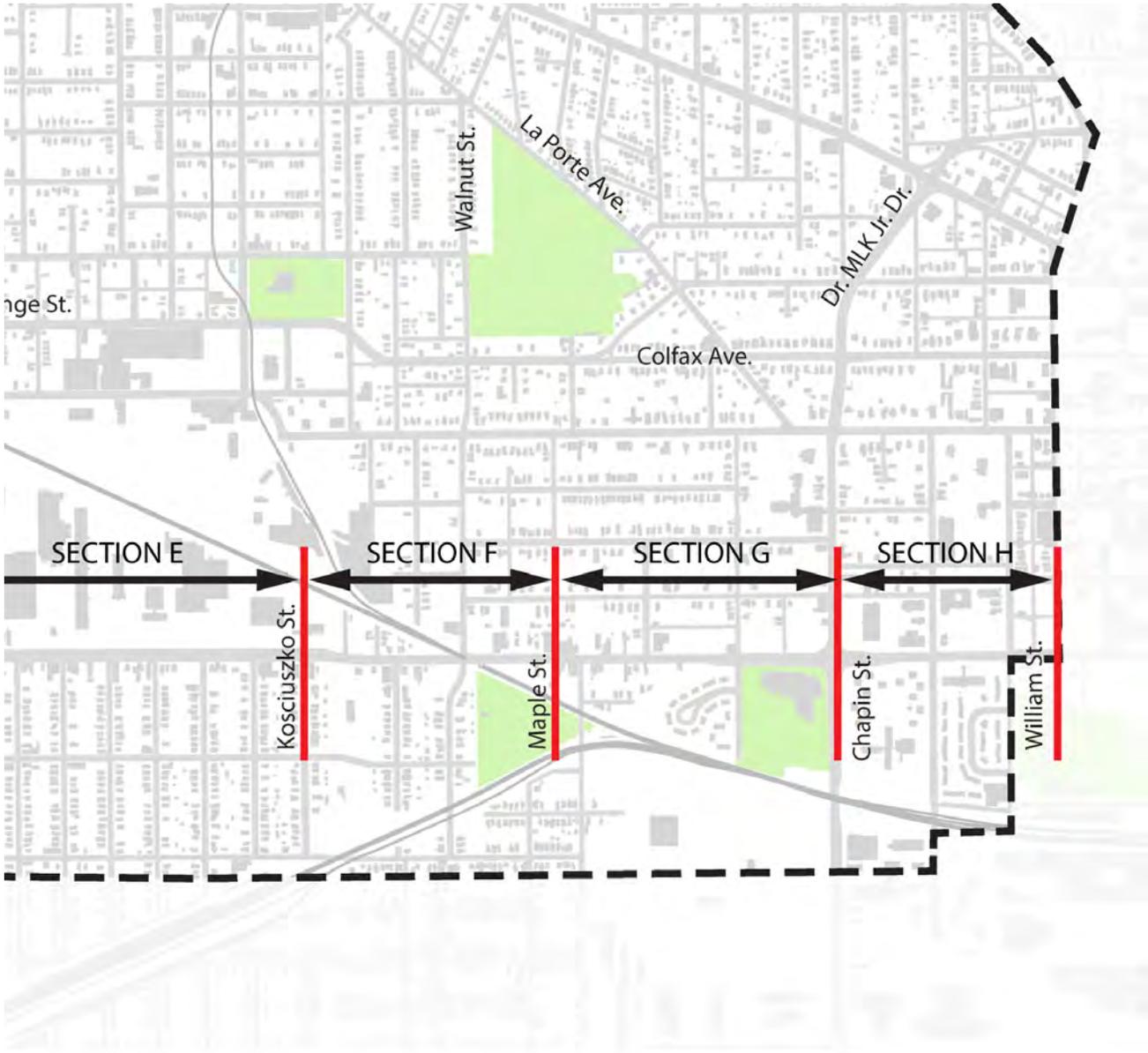


Retail Street with On-Street Parking Precedent

STREET SECTIONS

The street sections illustrated on the following pages represent the reconfiguration of lanes within the existing curbs only. For a description of streetscapes (zone from the curb to the face of buildings), see “West Side Neighborhood Overlay Zone: Colfax District & Olive Cultural District.”





Existing Between Summit Drive and Lombardy Drive



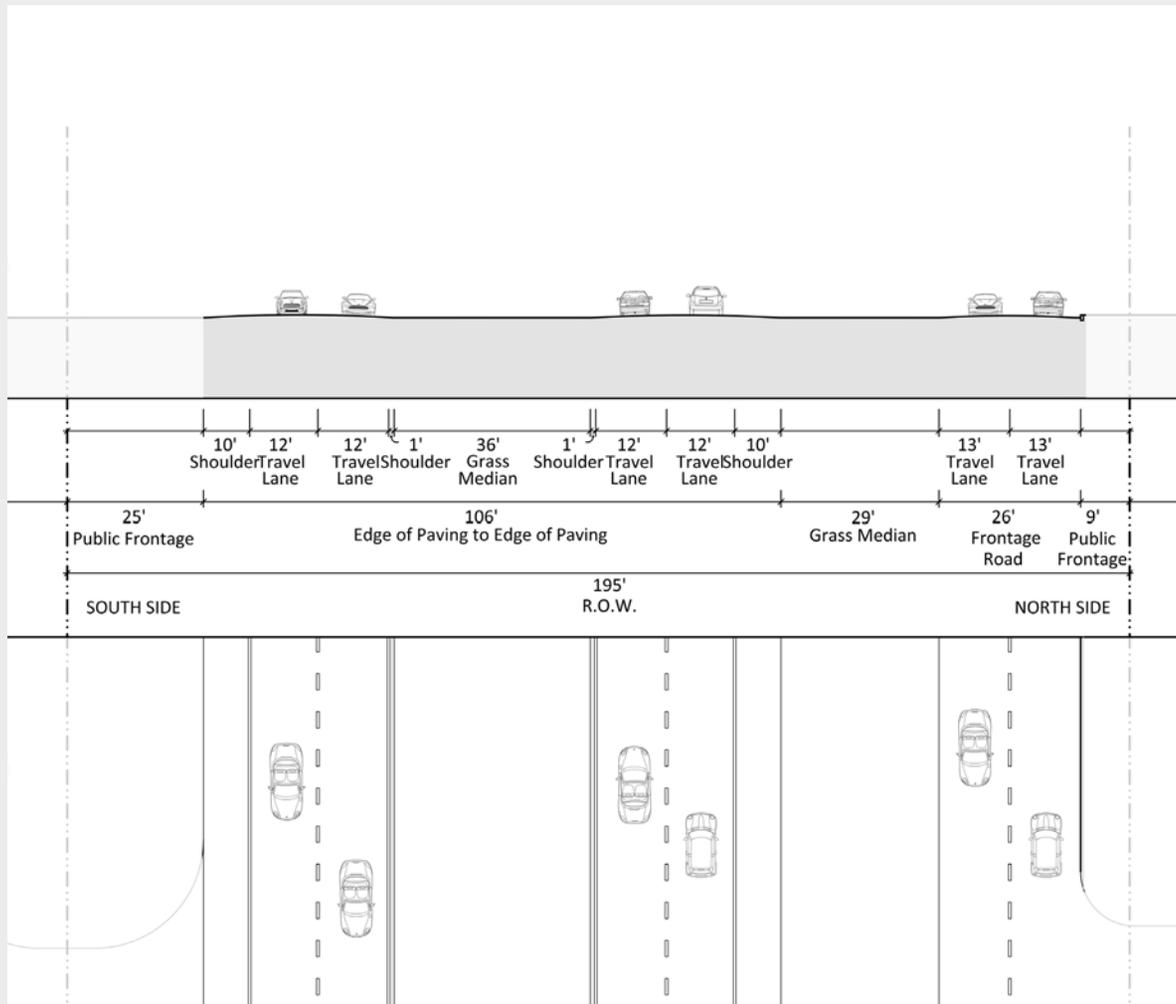
Existing Between Sheridan Street and Olive Street



Existing Between Maple Street and Chapin Street

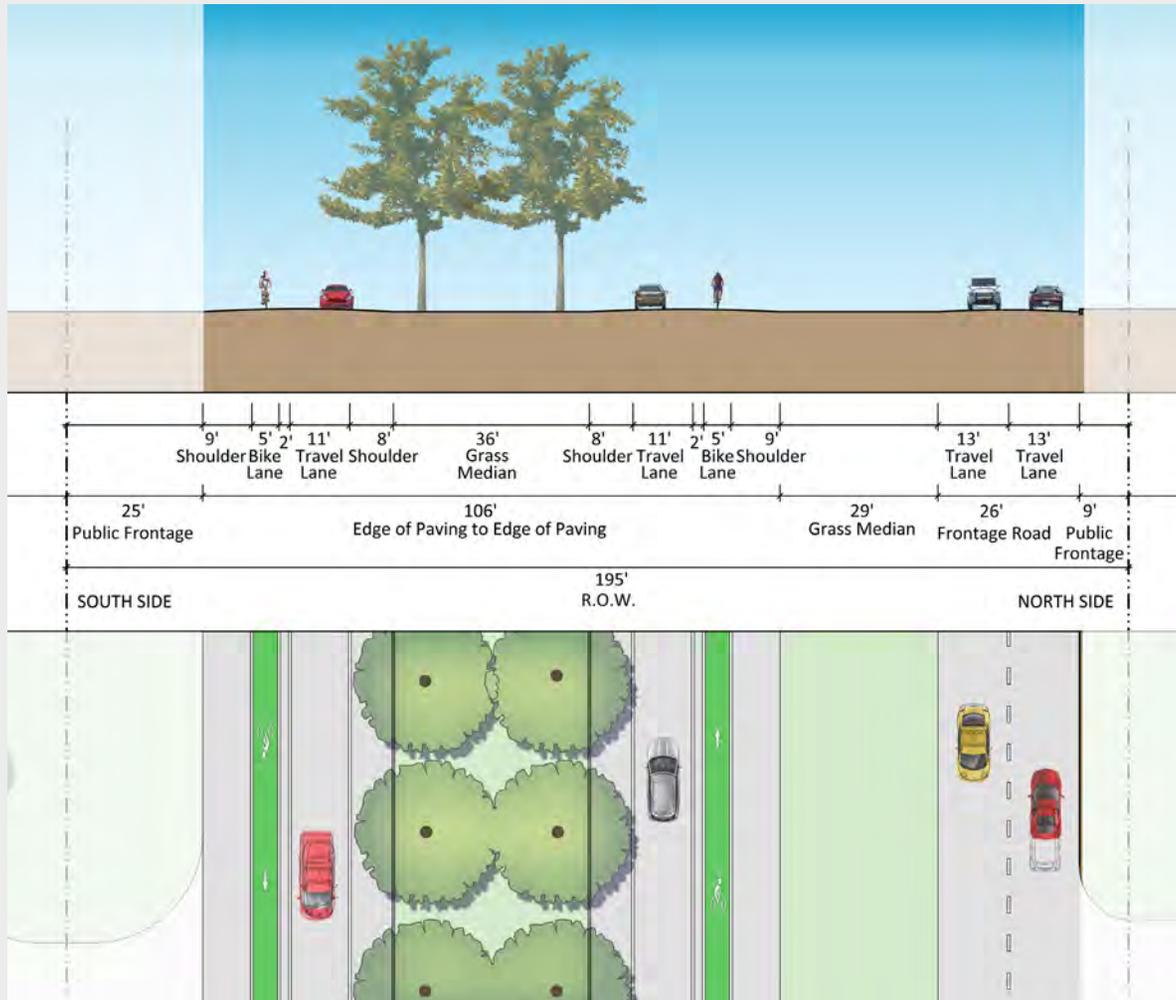
5. WESTERN AVENUE

EXISTING SECTION A - BETWEEN MAYFLOWER ROAD AND SUMMIT DRIVE (LOOKING WEST)



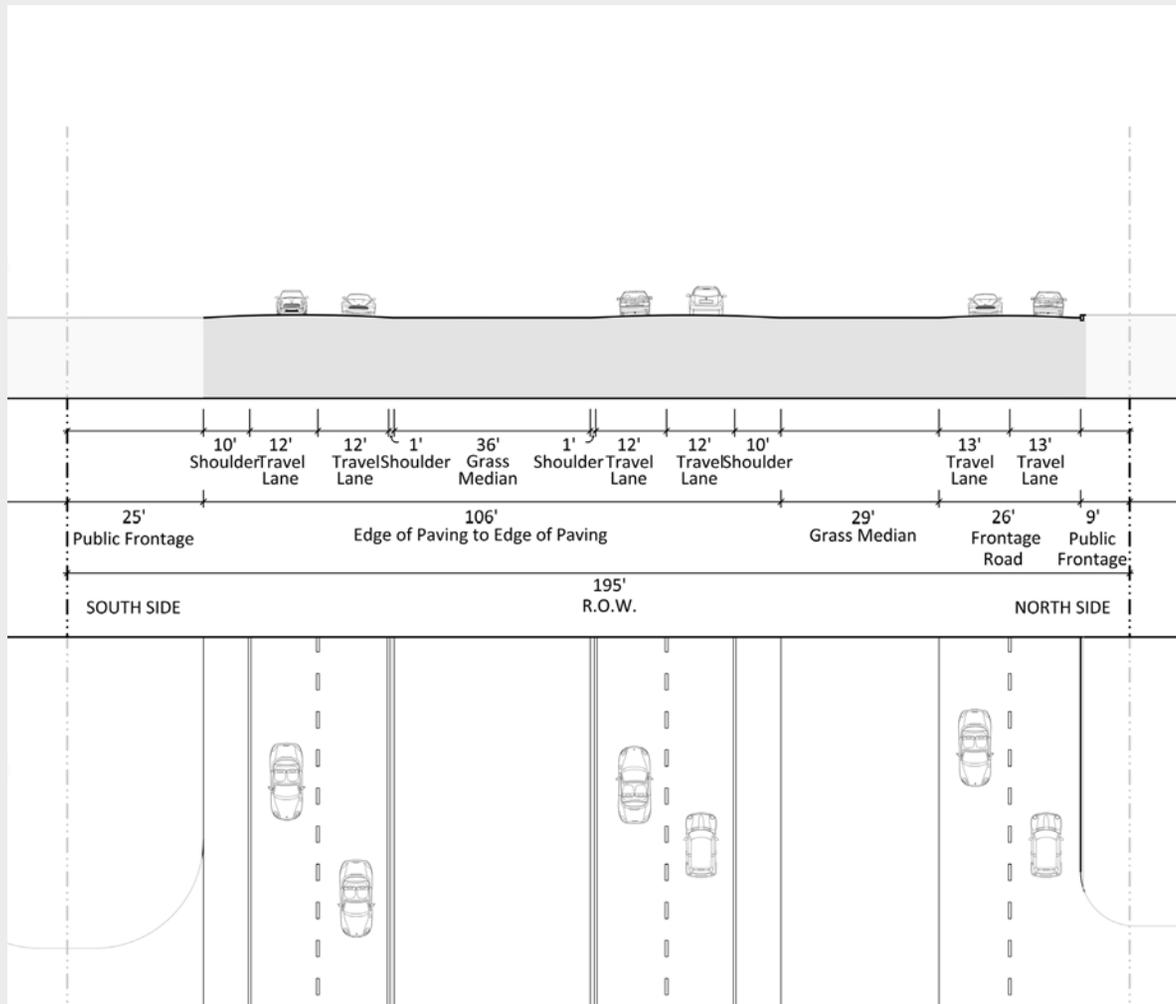
*All dimensions are approximate

PROPOSED SECTION A (SHORT TERM) - BETWEEN MAYFLOWER ROAD AND SUMMIT DRIVE (LOOKING WEST)



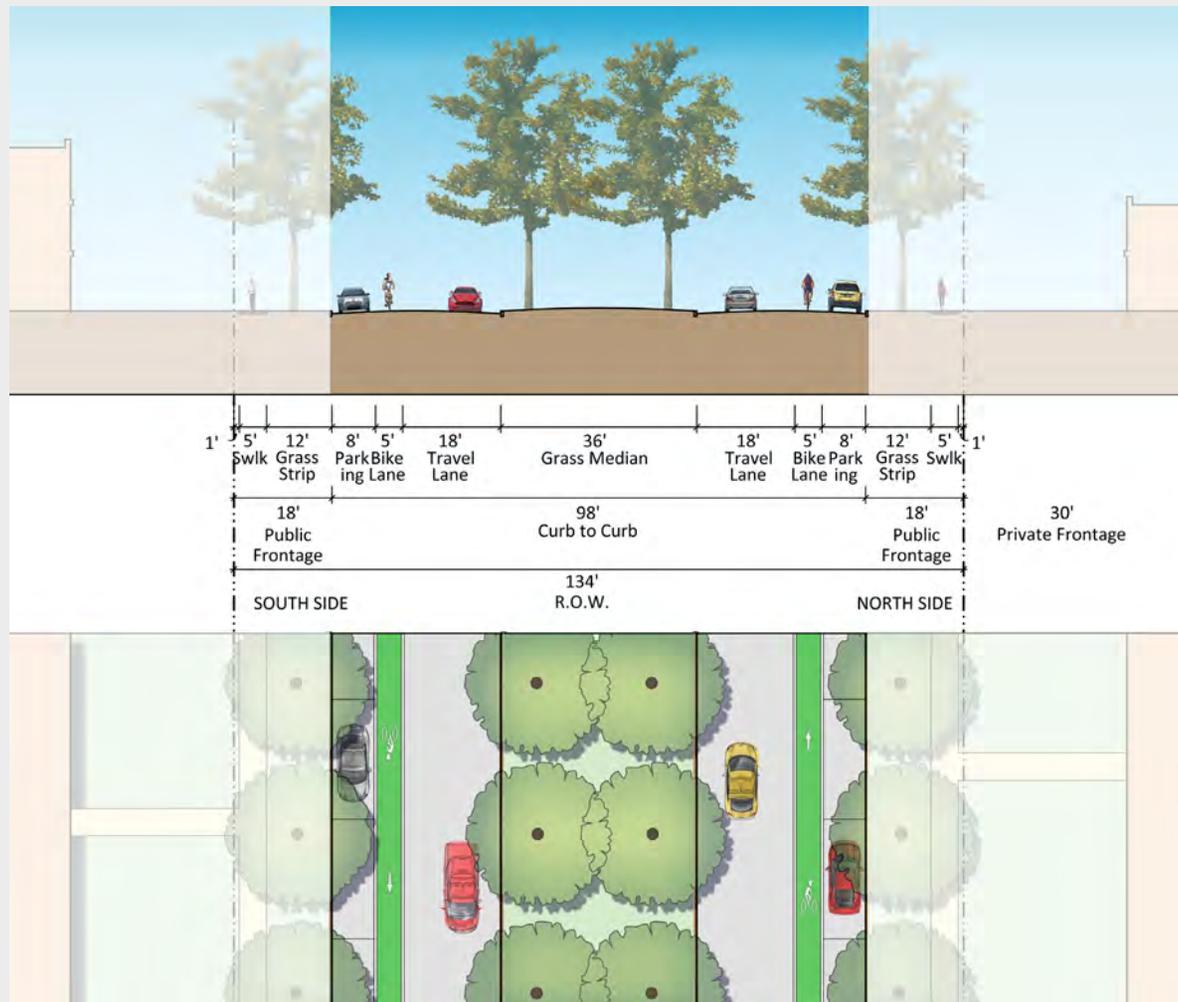
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EXISTING SECTION A - BETWEEN MAYFLOWER ROAD AND SUMMIT DRIVE (LOOKING WEST)



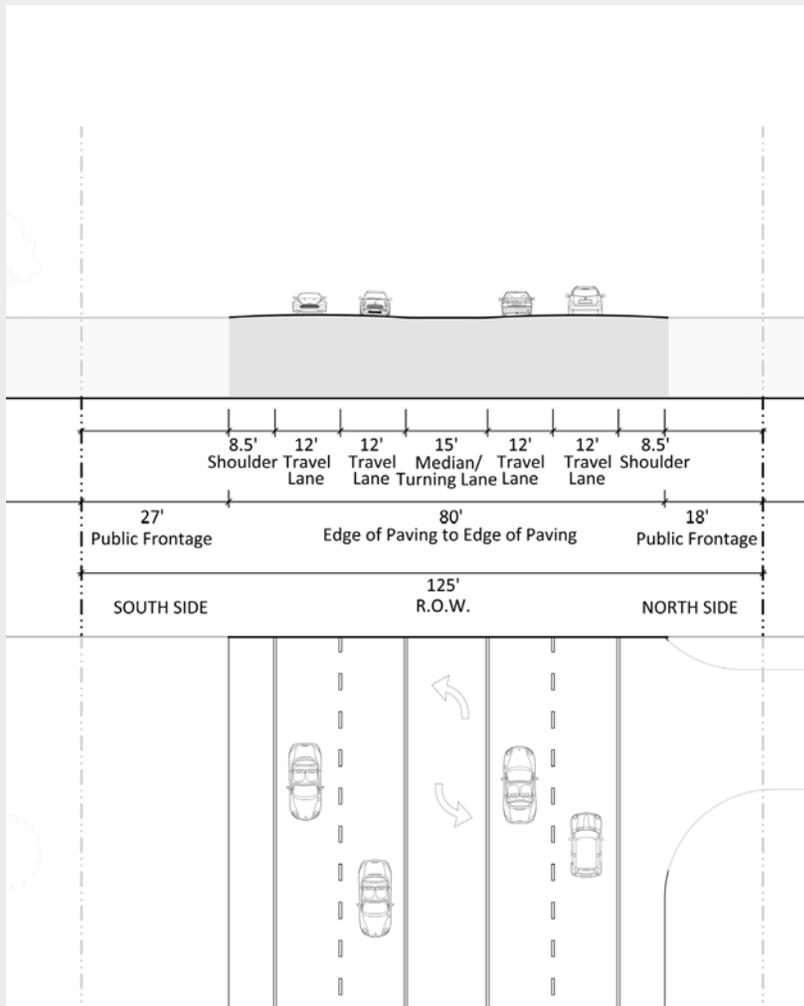
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PROPOSED SECTION A (LONG TERM) - BETWEEN MAYFLOWER ROAD AND SUMMIT DRIVE (LOOKING WEST)



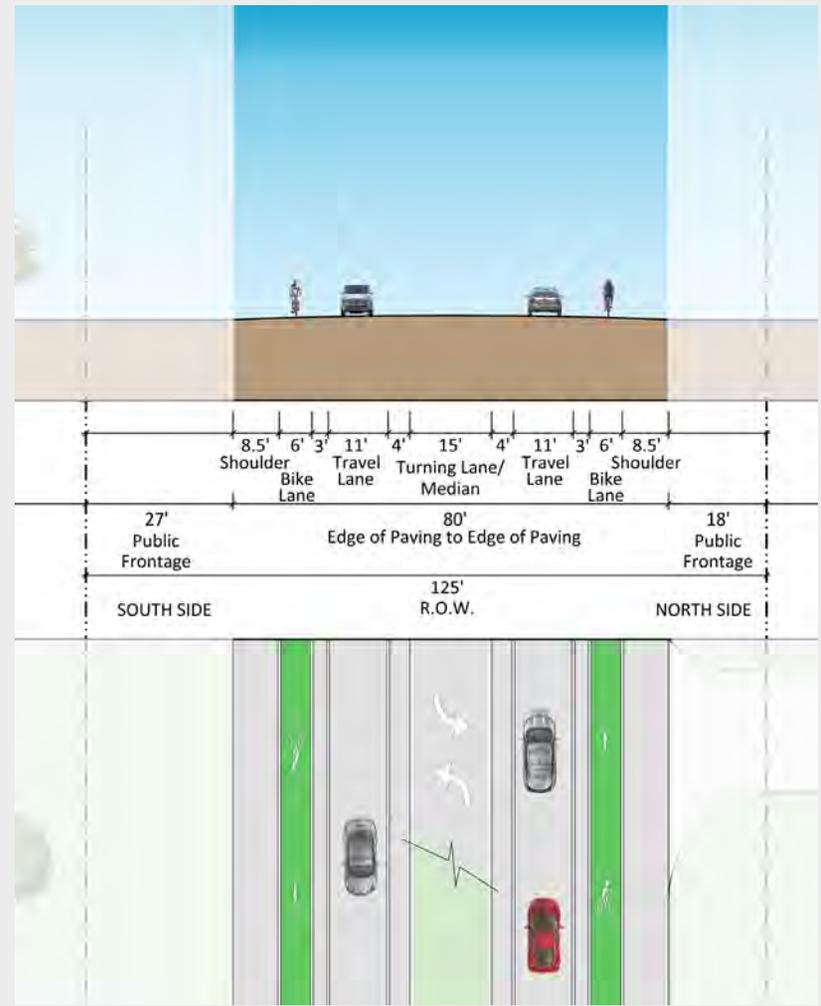
*All dimensions are approximate

EXISTING SECTION B - BETWEEN SUMMIT DRIVE AND LOMBARDY DRIVE (LOOKING WEST)



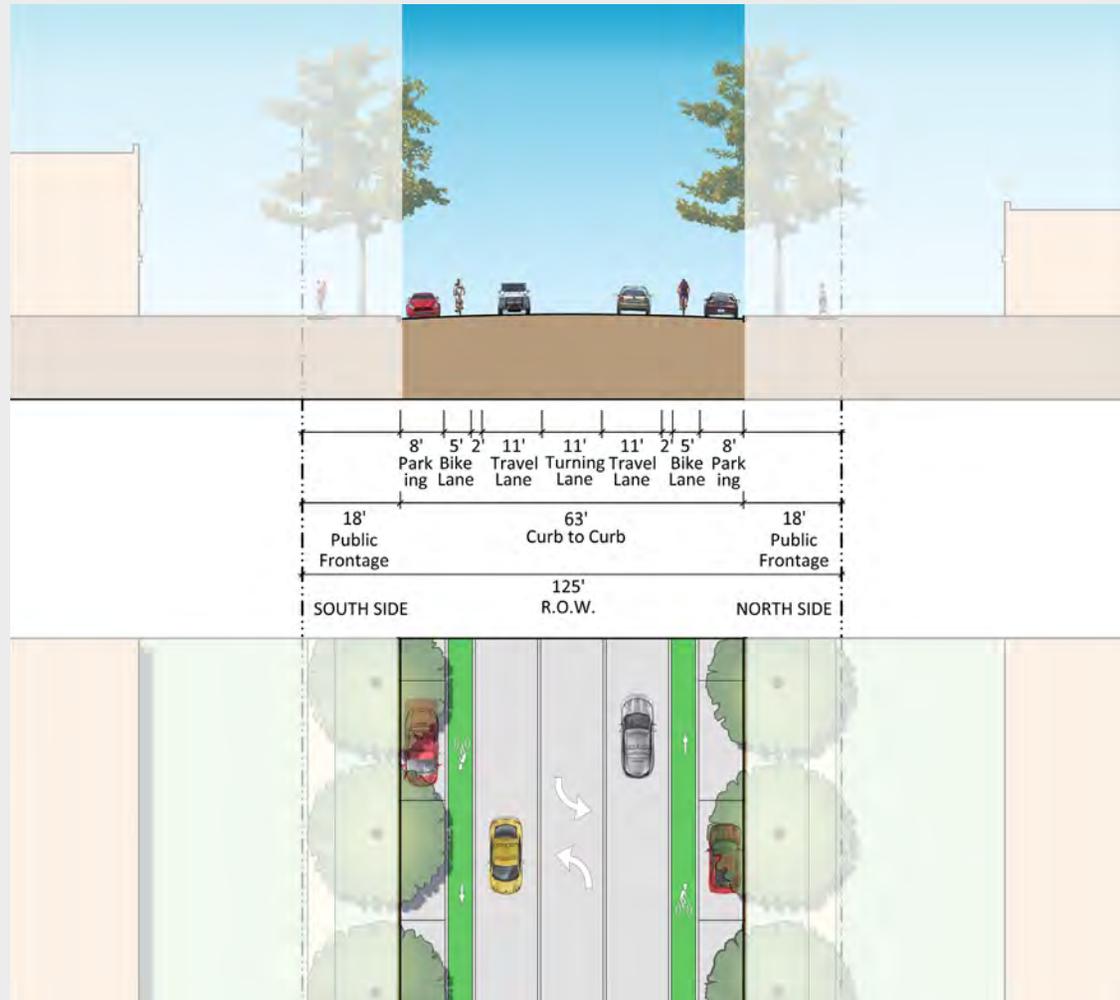
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PROPOSED SECTION B (SHORT TERM) - BETWEEN SUMMIT DRIVE AND LOMBARDY DRIVE (LOOKING WEST)



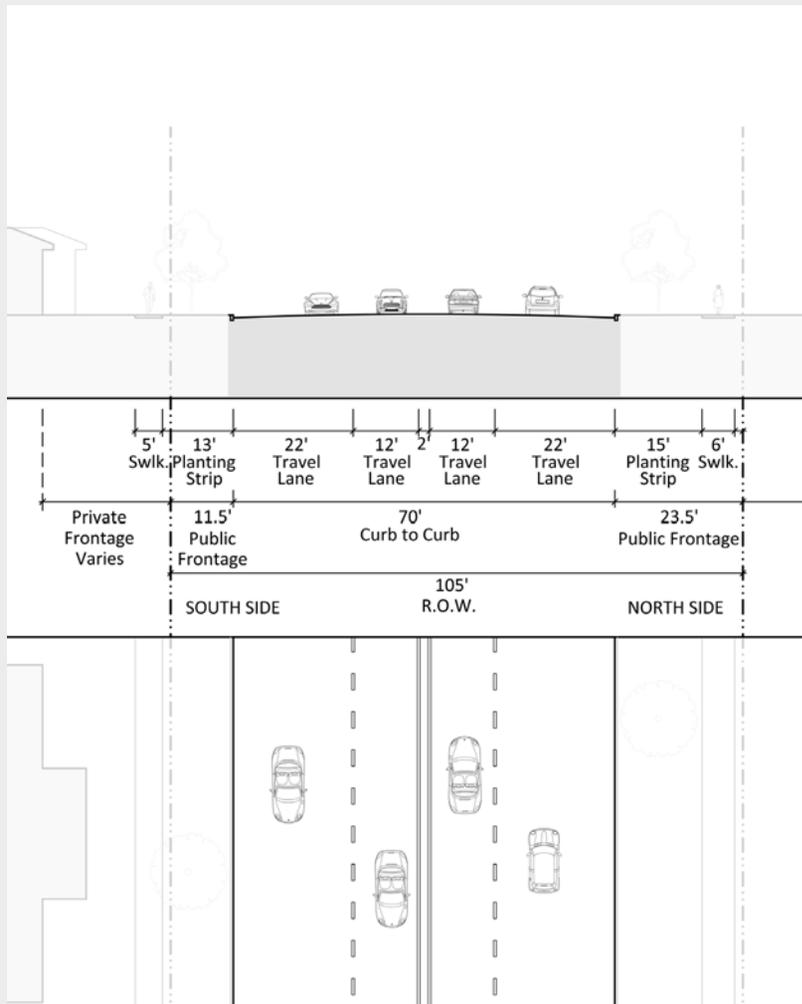
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PROPOSED SECTION B (LONG TERM) - BETWEEN SUMMIT DRIVE AND LOMBARDY DRIVE (LOOKING WEST)



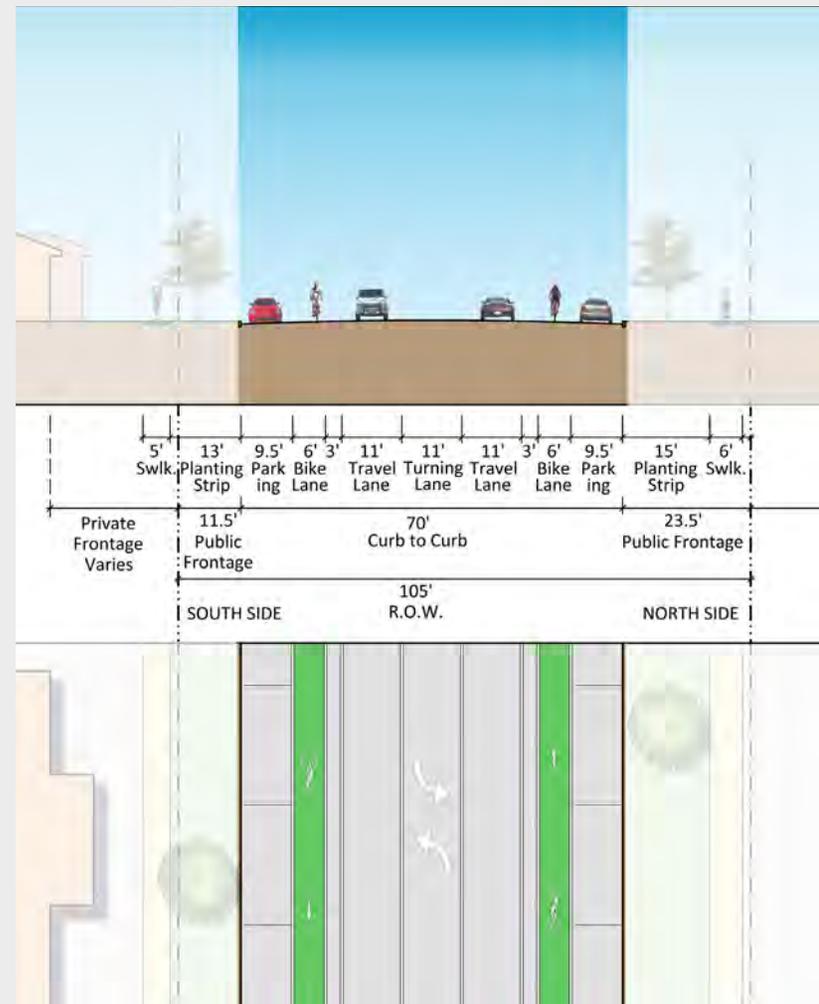
*All dimensions are approximate

EXISTING SECTION C - BETWEEN LOMBARDY DRIVE AND SHERIDAN STREET (LOOKING WEST)



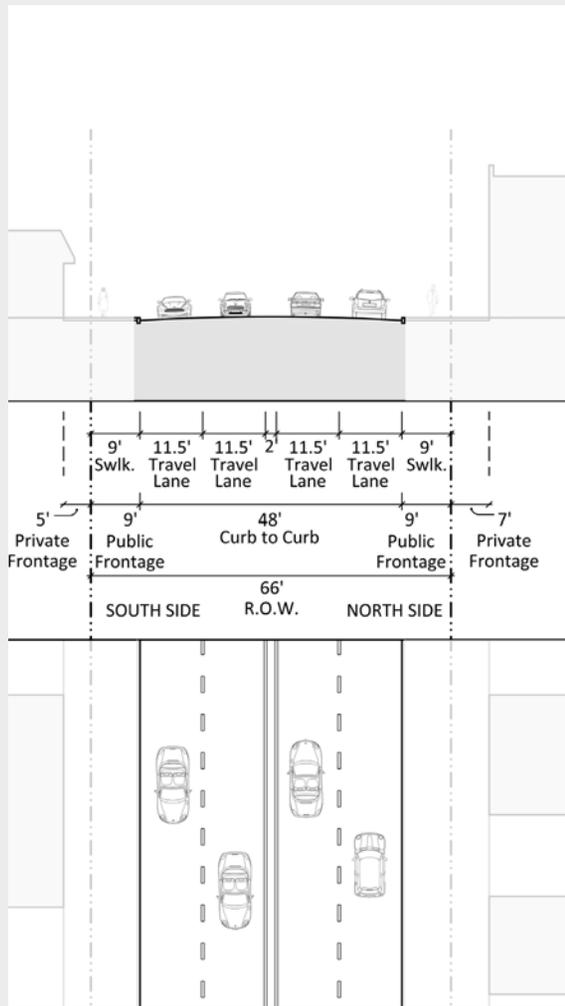
*All dimensions are approximate

PROPOSED SECTION C - BETWEEN LOMBARDY DRIVE AND SHERIDAN STREET (LOOKING WEST)



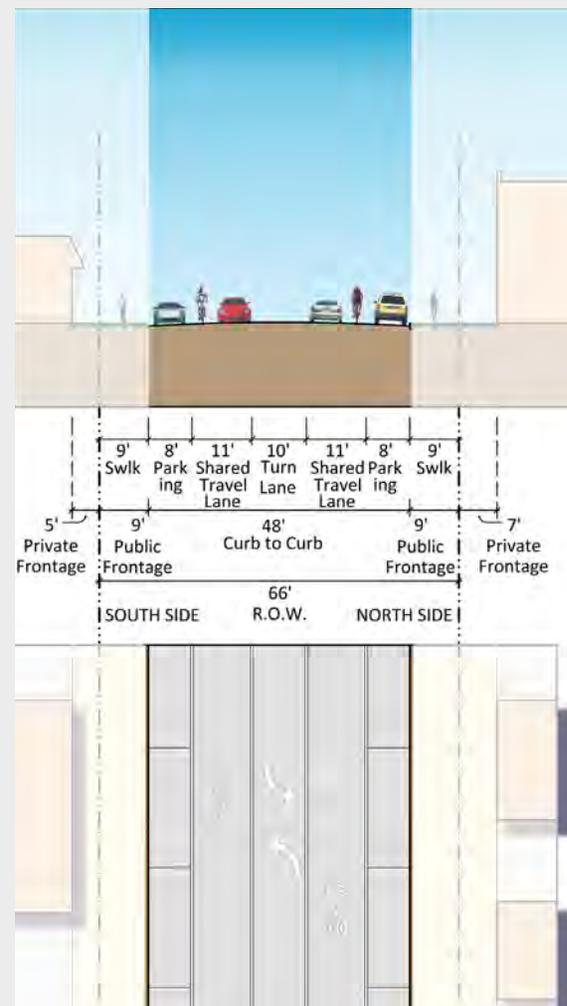
*All dimensions are approximate

EXISTING SECTION D - BETWEEN SHERIDAN STREET AND OLIVE STREET (LOOKING WEST)



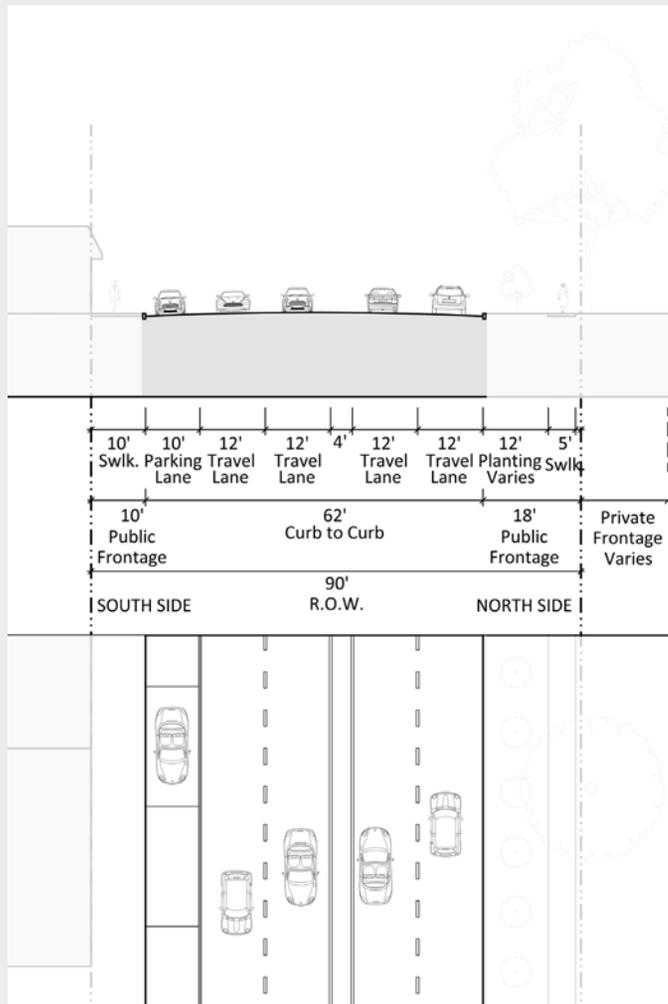
*All dimensions are approximate

PROPOSED SECTION D - BETWEEN SHERIDAN STREET AND OLIVE STREET (LOOKING WEST)



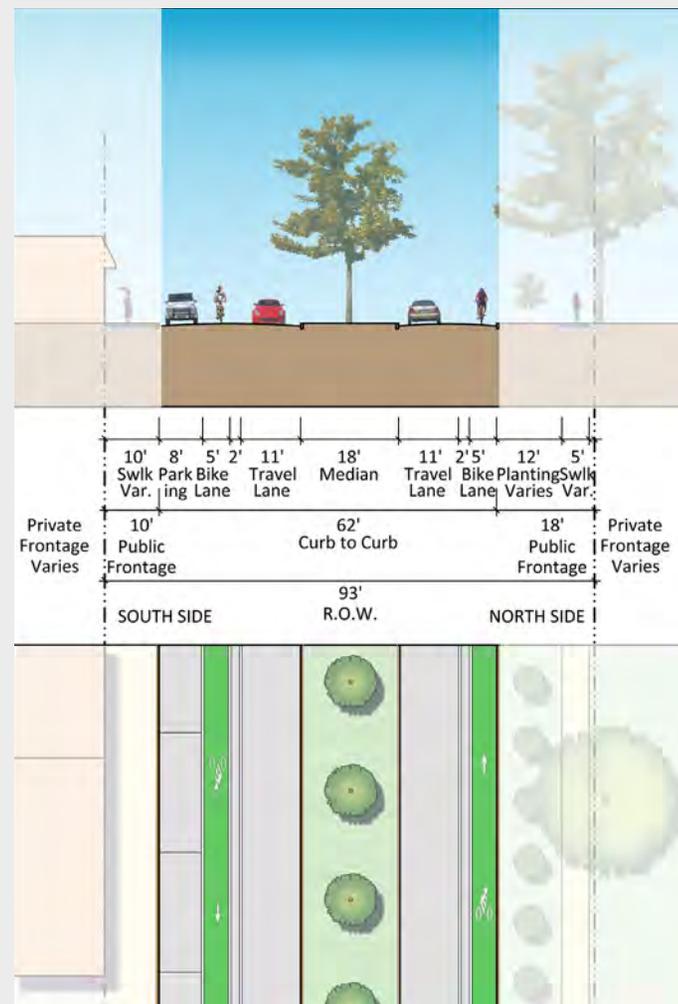
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EXISTING SECTION E - BETWEEN OLIVE STREET AND KOSCIUSZKO STREET (LOOKING WEST)



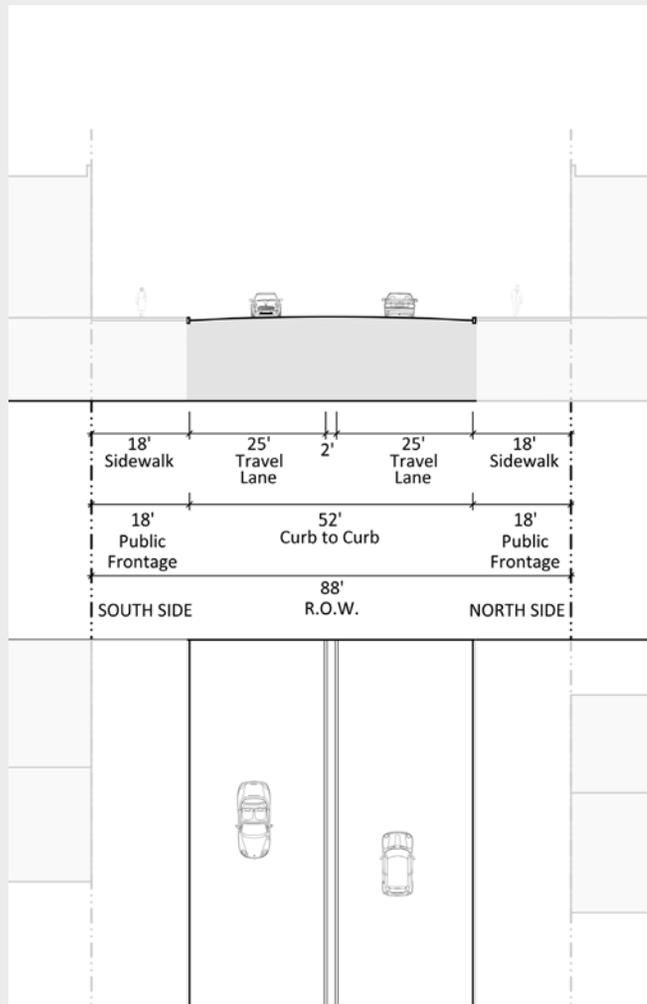
*All dimensions are approximate

PROPOSED SECTION E - BETWEEN OLIVE STREET AND KOSCIUSZKO STREET (LOOKING WEST)



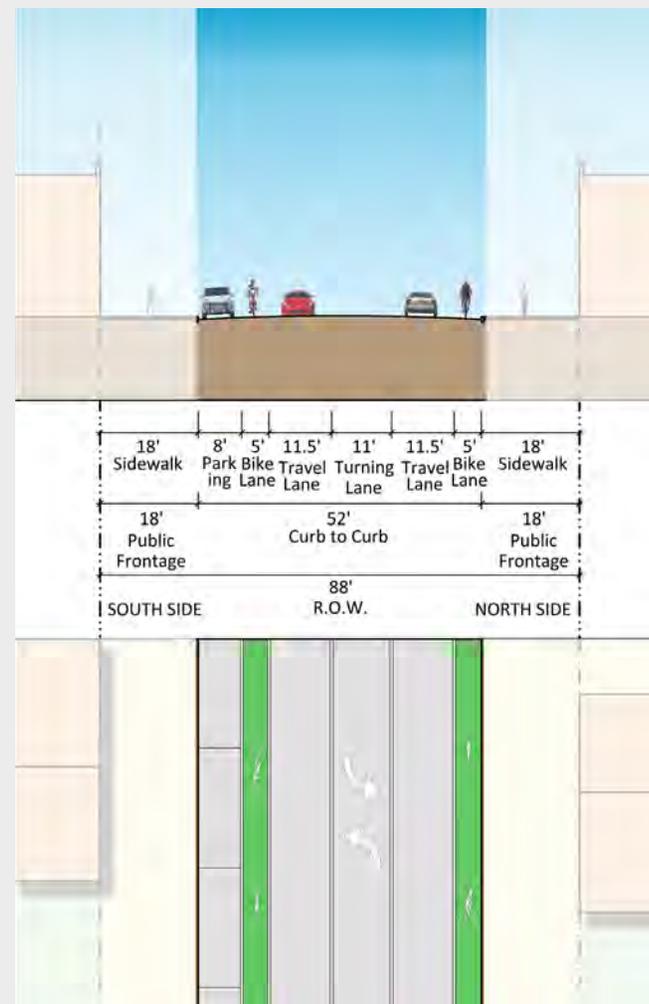
*All dimensions are approximate

EXISTING SECTION F - BETWEEN KOSCIUSZKO STREET AND MAPLE STREET (LOOKING WEST)



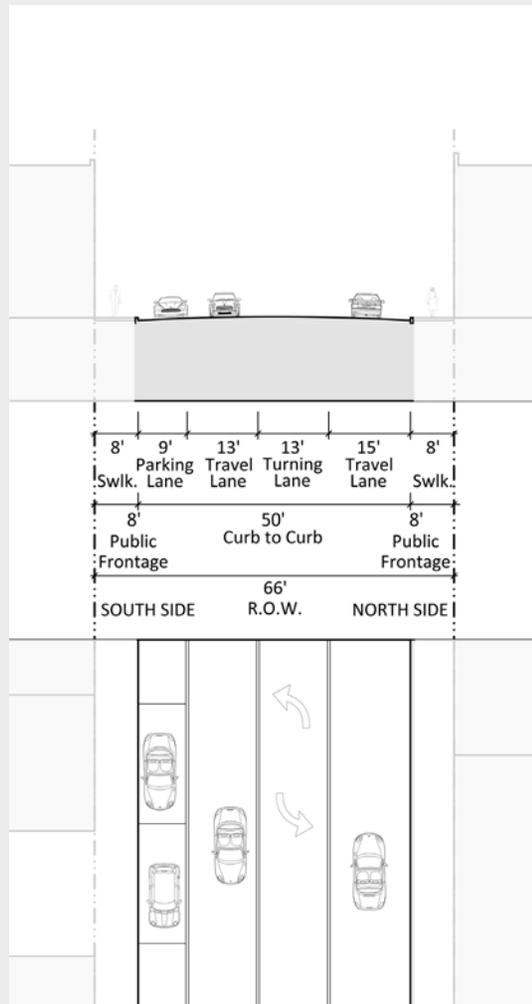
*All dimensions are approximate

PROPOSED SECTION F - BETWEEN KOSCIUSZKO STREET AND MAPLE STREET (LOOKING WEST)



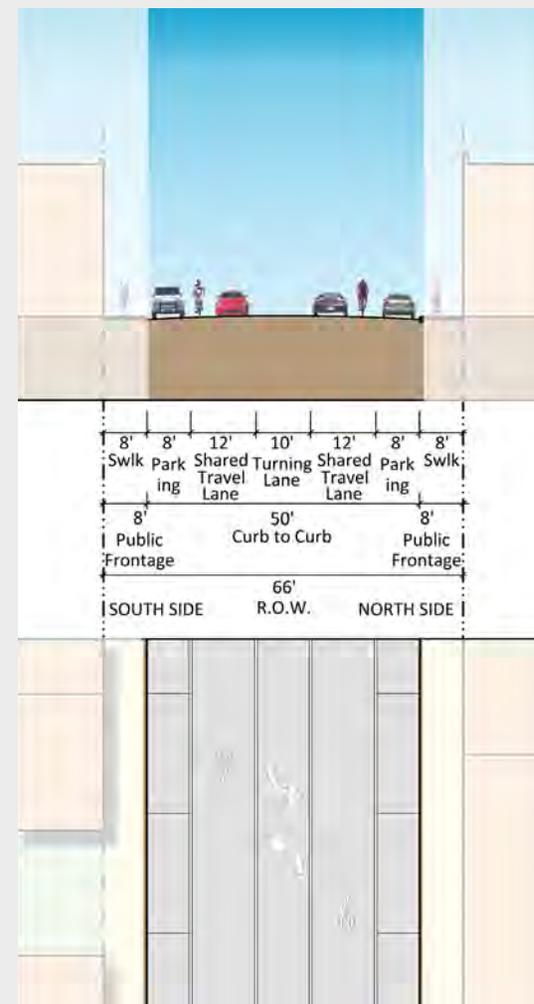
*All dimensions are approximate

EXISTING SECTION G - BETWEEN MAPLE STREET AND CHAPIN STREET (LOOKING WEST)



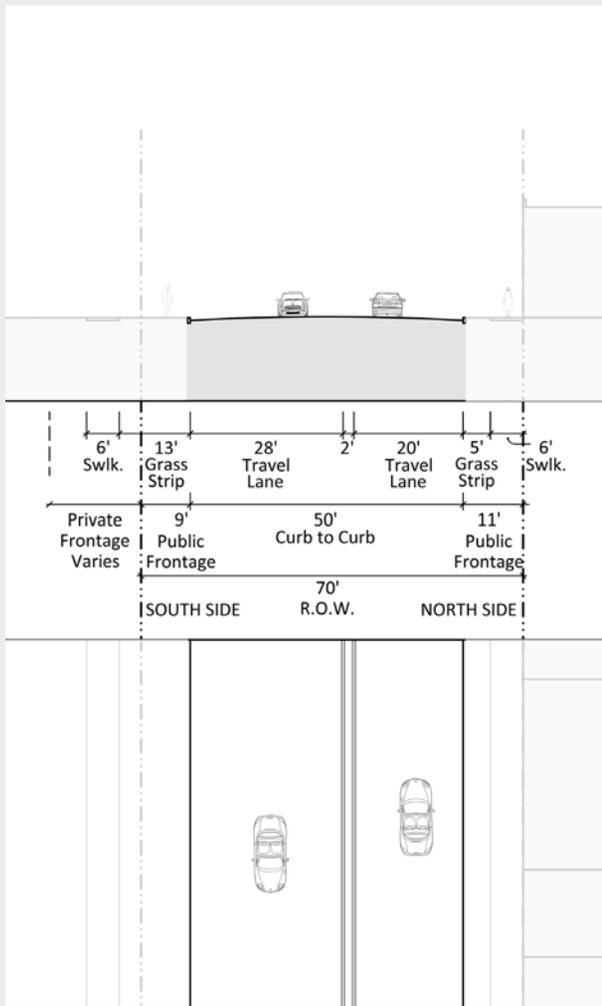
*All dimensions are approximate

PROPOSED SECTION G - BETWEEN MAPLE STREET AND CHAPIN STREET (LOOKING WEST)



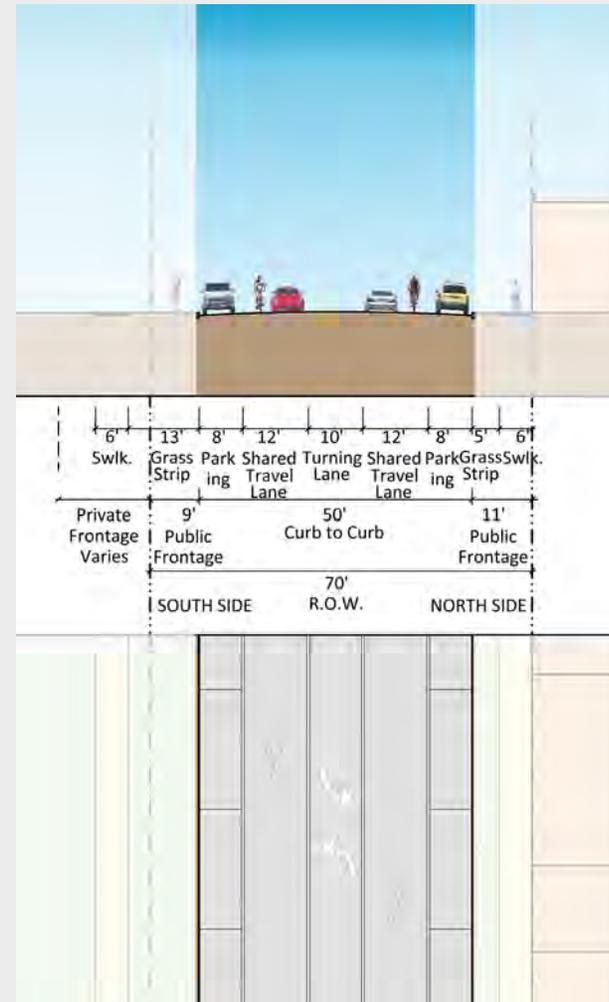
*All dimensions are approximate

EXISTING SECTION H - BETWEEN CHAPIN STREET AND WILLIAM STREET (LOOKING WEST)



*All dimensions are approximate

PROPOSED SECTION G - BETWEEN CHAPIN STREET AND WILLIAM STREET (LOOKING WEST)



*All dimensions are approximate

STREETSCAPES/SIDEWALKS

1. Urban Mixed-Use Areas/Nodes

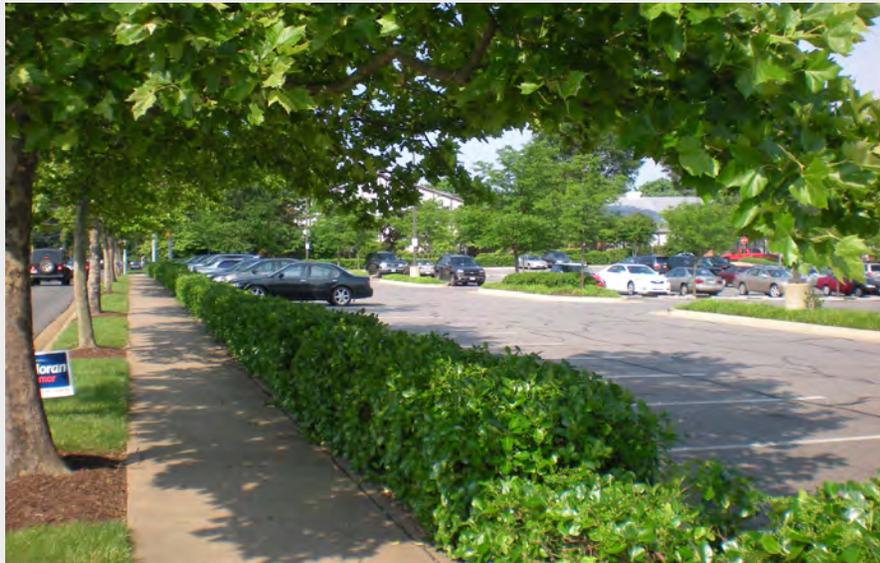
- a. Sidewalk should extend from the curb to the face of the retail building
- b. Street trees should be planted at regular spacing along the curb in tree pits and spaced no more than 40' apart and no less than 30' apart
- c. Where existing dimensions do not permit tree pits in the sidewalk, tree planting islands with street trees should be provided in the on-street parking zone between parking spaces
- d. Large shade tree species should be selected
- e. Ornamental pedestrian scale street lighting should be provided



Urban Mixed-Use Streetscape Precedent

2. Suburban Retail Areas/Node (Interim Improvements)

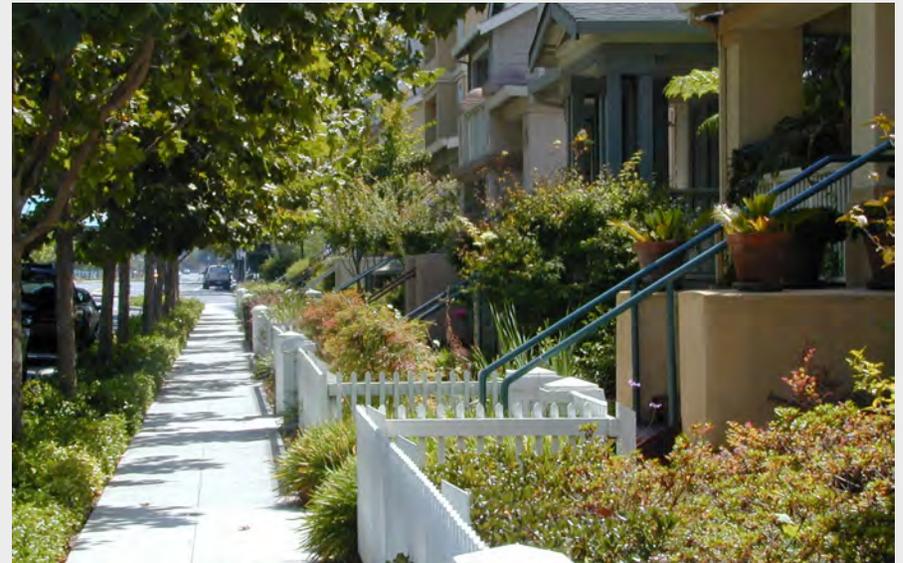
- a. A continuous tree planting strip should occur along the edge of the curb with a 6' minimum width, but a 12' – 15' width is preferred. The remaining dimension to the right-of-way line, except sidewalk, should be grass, but a low evergreen hedge should occur along the right-of-way line to provide screening of parking pavement and cars, but still provide visibility to retail buildings.
- b. Street trees should be planted at regular spacing centered in the tree planting strip spaced no more than 40' apart and no less than 30' apart
- c. Large shade tree species should be selected
- d. A 5' minimum width sidewalk should be provided along the outside edge of the tree planting strip



Suburban Retail Streetscape Precedent

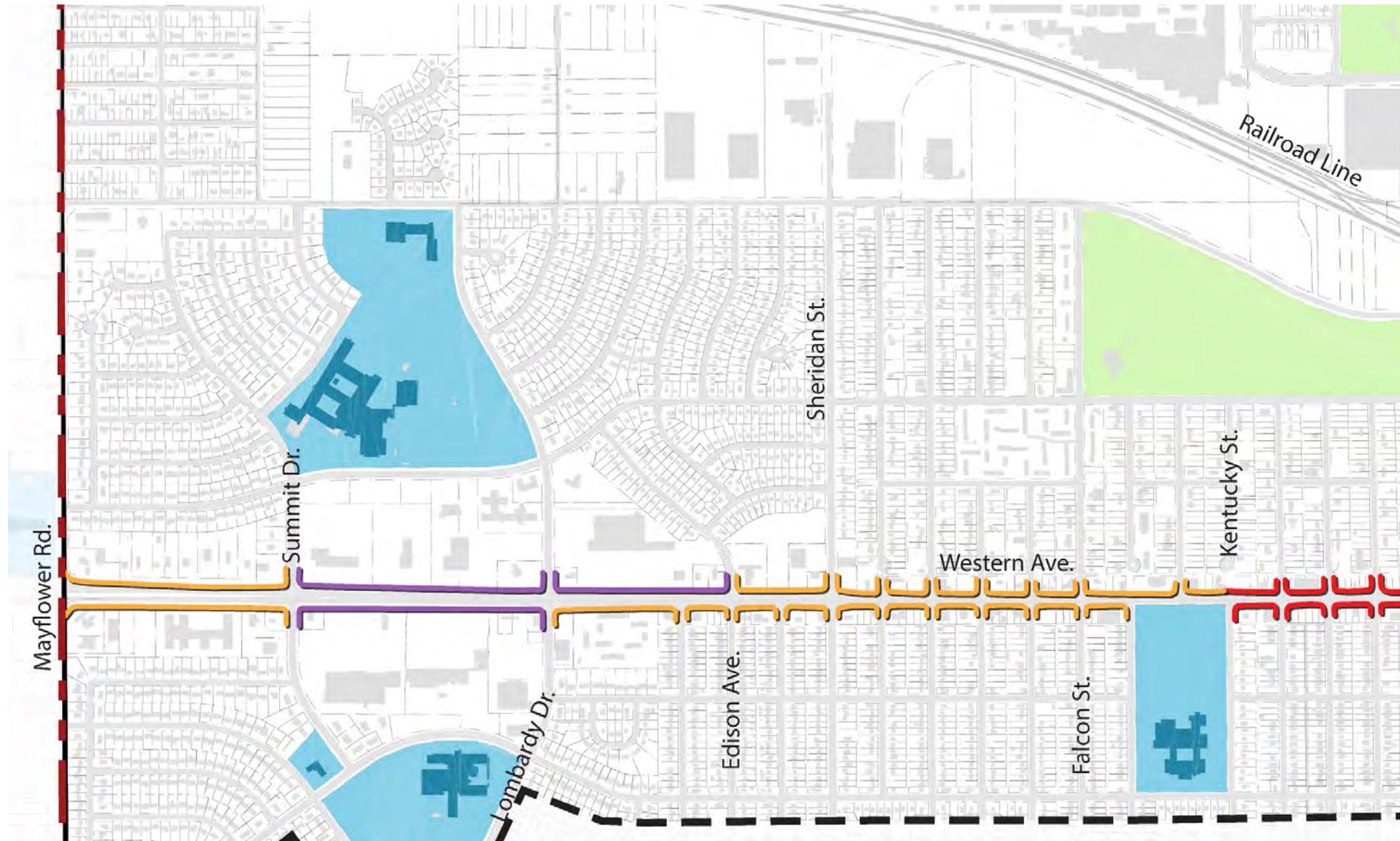
3. Western Avenue Residential Areas (Outside of Nodes)

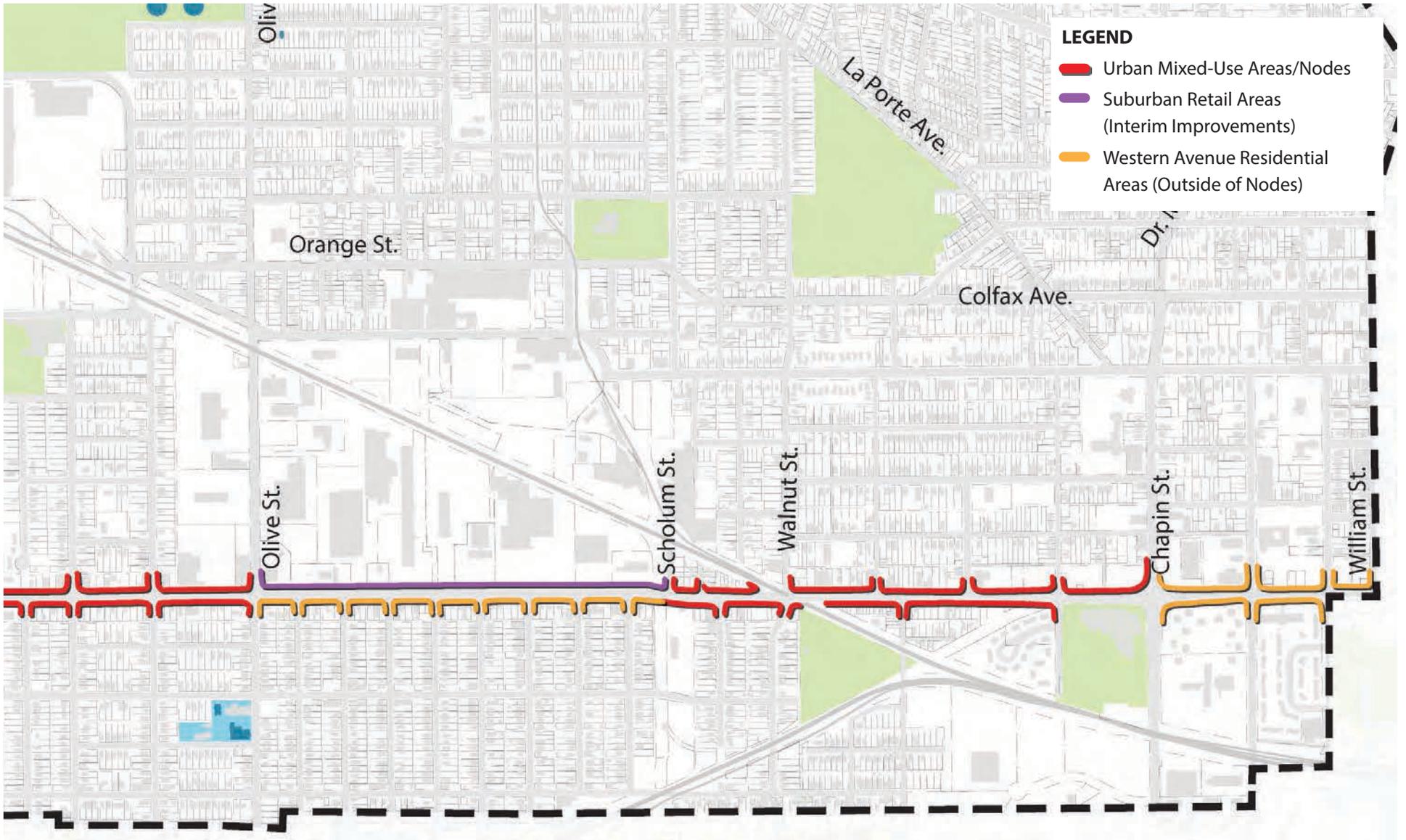
- a. A continuous tree planting strip should occur along the edge of the curb with a 6' minimum width, but a 12' – 15' width is preferred, as permitted by right-of-way
- b. Street trees should be planted at regular spacing centered in the tree planting strip spaced no more than 40' apart and no less than 30' apart
- c. Large shade tree species should be selected
- d. A 5' minimum width sidewalk, or paving from tree planting strip to face of buildings should be provided along the outside edge of the tree planting strip



Residential Streetscape Precedent

STREETSCAPE TYPE LOCATION PLAN

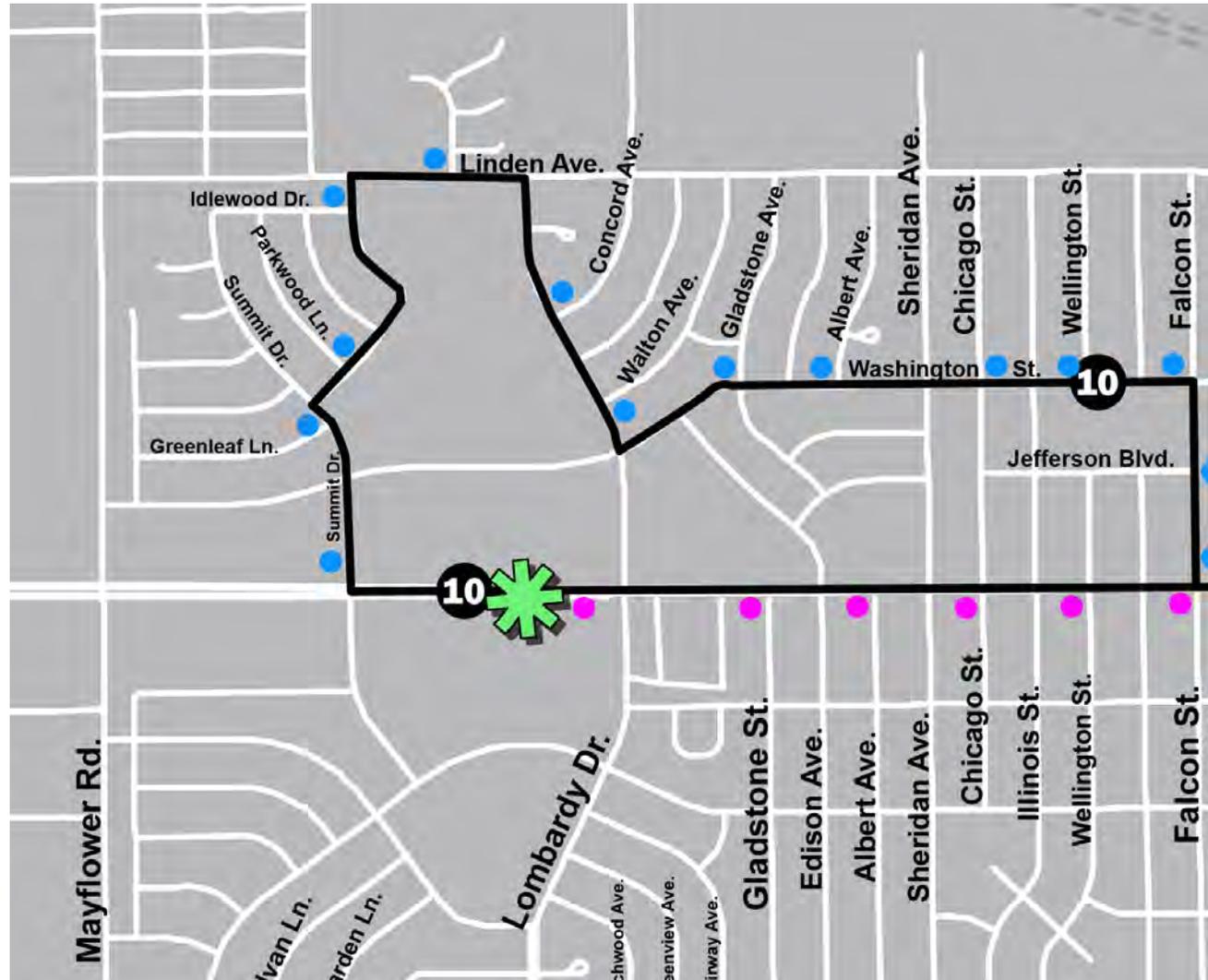




5. WESTERN AVENUE

BUSES

In addition to providing transportation options, transit also helps to support retail and other uses by bringing people to a central location. The greatest benefits are seen from fixed transit, such as streetcars, since the stations are fixed and investments can be made with relative assurance that there will not be a change in the foreseeable future. Non-fixed transit, such as buses, can still aid in supporting uses, but works best when stops are more permanent in nature. Hubs, crossing route locations, and fixed shelters provide more assured long term commitment to transit stops in a particular location. Zoning should reflect this investment and commitment with corresponding land use policy (uses and density). Bus stops and shelters should support the West Side Corridors Plan policies. Based on the most recent Transpo bus stop and shelter plan, recommendations for adjustments are shown on the accompanying plan.



Designated Stop Map Provided by Transpo



5. WESTERN AVENUE

6. Implementation Tools and Matrix

6.1 IMPLEMENTATION TOOLS

As evidenced by the last 50 years, the revitalization of the West Side Corridors, and the West Side in its entirety, is challenging. Implementation tools are required to make many of the recommendations possible. Below is a list of already available implementation tools, existing programs that are recommended to be extended/made available in the Study Area or Pilot Project areas, and potential new strategies. A complete list of Economic Development tools is contained in the “Economic Development Services Portfolio” published by the City of South Bend.

- **Create/Expand Redevelopment Area**
One of the first steps should be the undertaking of a study and determination of blight with an accompanying City designation of a redevelopment area to focus City resources and programs. A TIF allocation area is typically tied to designated Redevelopment Areas.

Potential New Programs

- **Focused and Extended Land Consolidation**
The scattered nature of vacant homes and vacant parcels makes inefficient use of infrastructure and accompanying maintenance dollars, it deters investment, it makes it difficult to implement a project large enough to change perceptions, and is a deterrent to private investment

dollars. Land consolidation will require acquiring contiguous parcels through purchase or relocation, as well as holding properties over sufficient time to create a consolidated contiguous area for redevelopment.

- **Employer Assisted Housing - Institutional Development District**
Downtown institutions have the ability to become a catalyst for development/redevelopment in close proximity to their facilities. Multiple institutions could create a district in close proximity to their facilities where the institutions would own, rent, or subsidize the ownership of housing for their staff. This would provide a convenient location for employees while improving the areas immediately adjacent to the institution. Importantly, it would also communicate to potential investors and homeowners that their individual investments in this district are supported by a larger strategy and that their investment is likely to be a stable or profitable one. A revolving fund could be established by institutions to provide low-cost financing allowing for a positive cash flow and a guaranteed continuation of the program.
- **Employer Assisted Housing - Police, Firefighter, and City Employee Subsidies**
Building on what has been done in other jurisdictions, targeted areas could be defined where police, firefighters, or other City employees would receive a subsidy,

through a higher salary or other means, to live in a targeted area.

Business Related Programs

- **TIF (Tax Increment Financing)**
A TIF in the commercial/mixed-use areas is a manner in which funds can be raised to implement specific recommendations.
- **Tax Abatement**
Tax abatement is a “carrot” which can attract either new development or improvements that has a real financial benefit to the private sector without requiring a cash outlay by the City.
- **Urban Enterprise Zone Tax Credits**
Various tax credits which reduce the amount of tax to be paid are available for qualified businesses.
- **Facade Grants/Building Enhancement Grants**
It is recommended that the Building Enhancement Grants program be extended to the Western Avenue and Lincoln Way nodes.
- **Brownfield Redevelopment Grants**
The City can provide assistance with identifying and defining the scope of remediation and pursuing grants.
- **Small Business Development**
This includes advisory services at the North Central Indiana Small Business Development Center, small business

loans (SBA 504) for expansion assistance through investment in equipment or real estate, as well as consultation services to find grants, financing, and networking.

Residential Programs

- **Tax Abatement for New Housing Construction**
Tax abatement is a “carrot” which can attract either new development or improvements that has a real financial benefit to the private sector without requiring a cash outlay by the City.
- **Low Income Housing Tax Credit**
In order to reduce the debt a developer would otherwise have to borrow, tax credits are awarded to developers of affordable rental housing who then sell the credits to investors.
- **Community Development Block Grant**
CDBG can be used for housing acquisition, rehabilitation, demolition, and new construction.
- **Development Subsidies**
Providing subsidies to developers can bridge the financial feasibility gap so that a private developer can implement the proposed vision.
- **Individual Rental Subsidies**
Individual rental subsidies should be focused on scattered sites so that there is not an undue concentration of poverty. If the community development corporations

could manage the rentals and a significant number of Section 8 vouchers are distributed throughout the new rental housing in a scattered-site format, then we can begin to have the best of both worlds: rental housing managed by a caring company and rental housing that can bridge a very wide range of incomes.

- **Downpayment Assistance/Mortgage Assistance/Forgivable Second Mortgage**
These incentives are available through the Community Homebuyers Corporation.
- **Individual Homeownership Subsidies**
For selected boundaries where the City will have consolidated vacant land and homes, the City could establish a revolving fund to subsidize these homes, such as through a low-cost financing program that would allow for a positive cash flow and a guaranteed continuation of the program.
- **Housing Rehabilitation Assistance**
The South Bend Improvement Program and Rebuilding Together are programs available for low to moderate income households.



6.2 STRATEGIC IMPLEMENTATION MATRIX

West Side							
Task	Lead Role	Potential Partners	1-Year	2-3 Years	4-5 Years	Estimated Cost	Potential Funding Source
1 Establish and Select West Side Corridors Manager	DCI		•			N/A	N/A
2 Implement Zoning Changes That Support West Side Corridors Plan	DCI, APC	Bldg	•			\$150,000	Civil City
3 Address Crime Through Additional Programs	SBPD	DCI	•			N/A	Civil City
4 Create Magnet Schools Priority Attendance Zones for Qualifying Students Living in the Study Area	SBCSC			•		N/A	N/A
5 Coordinate Bus Shelter Locations to Coincide with West Side Corridors Plan	DCI, Transpo	DPW	•			\$25,000/Shelter	Civil City
6 Acquire and Consolidate Vacant Parcels/Homes to Create Larger Development Parcels That Will Attract New Home Developers, Recreational Needs, and Urban Agriculture	DCI	CDCs, Developers, Parks	•	•	•	\$2,000 - \$40,000/parcel	TIF/Civil City/Private
7 Expand City Cemetery	DCI	Parks		•	•	N/A	Civil City/Parks
8 Consolidate Properties Along Tracks to Meet Needs of New Industrial Tenants to Leverage Proximity to Rail in Order to Bring New Jobs to the Area (South of Tracks)	Developers	DCI			•	N/A	TIF/Civil City/Private
9 Create Spur Trail Recreational Path Linking the St. Joseph River at Angela Boulevard North of Downtown to The Western Avenue Arts and Design District	DCI, DPW	Parks		•	•	\$3,000,000	TIF/Federal (Trans Altern)
10 Expand City Cemetery, Provide Improved Visibility, Provide Distinguished Entry, and Reduce Number of Vacant Parcels (North of Tracks)	DCI	Parks	•	•	•	N/A	Civil City/Parks
11 Enhance and Connect the Historic Neighborhoods and Create the “Near Downtown West District” (North of Tracks)	DCI				•	N/A	N/A
12 Differentiate Between North of Tracks and South of Tracks, as well as Between the Lincoln Way and Western Avenue Corridors	DCI				•	N/A	N/A
13 Create Destinations and Focus Retail into Nodes Rather than Strip Development (North and South of Tracks)	APC		•	•	•	N/A	N/A

APC = Area Plan Commission of St. Joseph County

Bldg = City of South Bend Building Department

CDC = Community Development Corporation

DCI = City of South Bend Department of Community Investment

DPW = City of South Bend Department of Public Works

Parks = City of South Bend Department of Parks & Recreation

SBPD = South Bend Police Department

SBCSC = South Bend Community School Corporation



Illustration of MLK Node

WEST SIDE MAIN STREETS REVITALIZATION PLAN

Lincoln Way and Pilot Projects							
Task	Lead Role	Potential Partners	1-Year	2-3 Years	4-5 Years	Estimated Cost	Potential Funding Source
1 Lincoln Way and MLK Roundabout <ul style="list-style-type: none"> o Design o Property Acquisition o Funding o Construction 	DCI, DPW			•	•	\$3,500,000	Civil City/TIF
2 Corridor Road, Bicycle, and Parking Striping <ul style="list-style-type: none"> o Typical Street Sections o Intersection Striping Designs o Striping o Community Painting of Bike Lanes 	DCI, DPW	Bicycle Advocacy Groups	•			\$950,000	Civil City
3 Implement Roundabout Memorial/Art <ul style="list-style-type: none"> o Identify Coordinator o Design and Design Approval o Manufacture and Install 	DCI	Arts Organizations			•	\$250,000	Civil City/Private
4 Residential Neighborhood North of Lincoln Way <ul style="list-style-type: none"> o Identify Blocks to be Cleared and Blocks to be In-filled o Property Acquisition o Develop and Issue RFP for Consolidated Residential Parcels 	DCI	Developers/ CDCs		•		\$2,000 - \$40,000/parcel acquisition	Civil City/TIF/Private
5 Create Sherman Square and Harrison Square <ul style="list-style-type: none"> o Property Acquisition o Design o Construction 	DCI, Developers	CDCs		•		\$500,000	Civil City/Private

Lincoln Way West and Pilot Project							
Task	Lead Role	Potential Partners	1-Year	2-3 Years	4-5 Years	Estimated Cost	Potential Funding Source
6 Create Colfax Triangle <ul style="list-style-type: none"> o Property Acquisition o Street Vacation/Turnaround South of Colfax Triangle o Design o Construction 	DCI	Developers/ CDCs			•	\$2,000,000	TIF/Civil City/Private
7 Financing and Coordination <ul style="list-style-type: none"> o Create a Business Owners Association o Realign TIF to assist in financing o Consider Creating a BID (Business Improvement District) 	DCI, Corridor Businesses		•	•		N/A	N/A
8 Marketing <ul style="list-style-type: none"> o Create and Brand a Marketing Strategy 	DCI, Business Organizations, CDCs, Neighborhood Organizations				•	\$25,000	TIF/Civil City/Private

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 DPW = City of South Bend Department of Public Works
 SBPD = South Bend Police Department
 SBCSC = South Bend Community School Corporation

WEST SIDE MAIN STREETS REVITALIZATION PLAN

Western Avenue and Pilot Projects							
Task	Lead Role	Potential Partners	1-Year	2-3 Years	4-5 Years	Estimated Cost	Potential Funding Source
1 Corridor Road, Bicycle, and Parking Striping <ul style="list-style-type: none"> o Typical Street Sections o Intersection Striping Designs o Striping & Trees o Curbs, Sidewalks, Lighting o Community Painting of Bike Lanes 	DCI, DPW		•			\$1,400,000	TIF
2 Financing and Coordination <ul style="list-style-type: none"> o Create a Business Owners Association o Realign TIF to assist in financing o Consider Creating a BID (Business Improvement District) 	DCI, Corridor Businesses		•	•		N/A	N/A
3 Create Near West Arts and Design District/Connect to West Washington Historic District	DCI			•		N/A	N/A
4 Residential Neighborhood North of Western and South of LaSalle Park <ul style="list-style-type: none"> o Identify Blocks to be Cleared and Blocks to be In-filled o Identify City Parking Lot Locations o Property Acquisition and Street Vacation o Design Parking Lots o Construct Parking Lots o Develop and Issue RFP for Consolidated Parcels 	DCI, DPW	Developers		•	•	N/A \$2,000 - \$40,000/ parcel acquisition, \$1,000,000 parking lots	TIF/Civil City/Private
5 Create LaSalle Park Extension <ul style="list-style-type: none"> o Property Acquisition o Memorial Ellipse Coordination/Agreement with Schools (not part of pilot project) o Western Avenue Ellipse and Recreational Field Design (pilot project is 1/4 of recreational fields) o Memorial Subject Determination o Construction 	DCI, Parks	DPW	•	•	•	\$1,200,000	Civil City/Parks
6 Create Liberty Square <ul style="list-style-type: none"> o Property Acquisition for Square, New Buildings, Parking o Design o Reach Out to University for Art Components o Curbs, Sidewalks, Lighting o Construction o Develop and Issue RFP for Adjoining Commercial/Mixed-Use Components 	DCI	Developers, DPW, Arts Organizations and Programs		•		\$1,500,000 (excludes new buildings)	Civil City/TIF

Western Avenue and Pilot Project							
Task	Lead Role	Potential Partners	1-Year	2-3 Years	4-5 Years	Estimated Cost	Potential Funding Source
7 Western Avenue and Olive Intersection <ul style="list-style-type: none"> o Assess Intersection Problems o Design Intersection o Property Acquisition, if Required o Define Source of Gateway Funding o Gateway Design o Gateway Construction 	DPW	DCI		•	•	N/A	TIF/Federal/Private
8 Implement Art Program for Near West Arts and Design District and Cultural District <ul style="list-style-type: none"> o Identify Art Coordinator o Explore Relationships with Local Universities o Identify Potential Art Projects/Arts Master Plan 	DCI, Arts Organizations				•	\$200,000	Civil City/Private
9 Marketing <ul style="list-style-type: none"> o Create and Brand a Marketing Strategy o Create a “Taste of Western Avenue” Event o Host a Local and Regional Soccer Championship with the new Active Recreation Fields 	DCI, CDCs, Business Organizations, Neighborhood Organizations				•	\$25,000	TIF/Civil City/Private

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