



# SOUTH BEND CITY CEMETERY MASTER PLAN

THE REVITALIZATION PLAN FOR SOUTH BEND'S FIRST OPEN SPACE

CITY of SOUTH BEND - DEPARTMENT of COMMUNITY INVESTMENT  
TROYER GROUP

2015

**The City of South Bend:  
Department of Community Investment**

in collaboration with  
**Department of Parks and Recreation  
The Historic Preservation Commission  
of South Bend and St. Joseph County**

Revitalization Plan and Report for :  
**South Bend City Cemetery**  
214 Elm Street – South Bend, Indiana 46616  
Spring 2015



## ACKNOWLEDGEMENTS:

### City of South Bend

Mayor Pete Buttigieg

### South Bend Common Council

District 1: Tim Scott

District 2: Henry Davis Jr.

District 3: Valerie Schey

District 4: Dr. Fred Ferlic

District 5: Dr. David Varner

District 6: Oliver Davis

At Large: Derek Dieter

At Large: Gavin Ferlic

At Large: Karen White

### Department of Community Investment

Scott Ford, Executive Director

Jitin Kain, Director of Planning

Christopher Dressel, Planner

Michael Divita, Planner

Elizabeth Maradik, Planner

### South Bend Redevelopment Commission

Marcia I. Jones, President

David Varner, Vice President

Don Inks, Secretary

Gavin Ferlic

Gregory Downes

John Anella

### Department of Parks and Recreation

Phil St. Clair, Director

Matt Moyers, Director of Special Projects

Steve Nemeth, City Cemetery Manager

### Parks and Recreation Board

Mr. Robert Goodrich, President

Ms. Amy Hill, Vice President

Mr. Bruce BonDurant

Mr. Garrett Mullins

in collaboration with

### The Historic Preservation Commission of South Bend and St. Joseph County

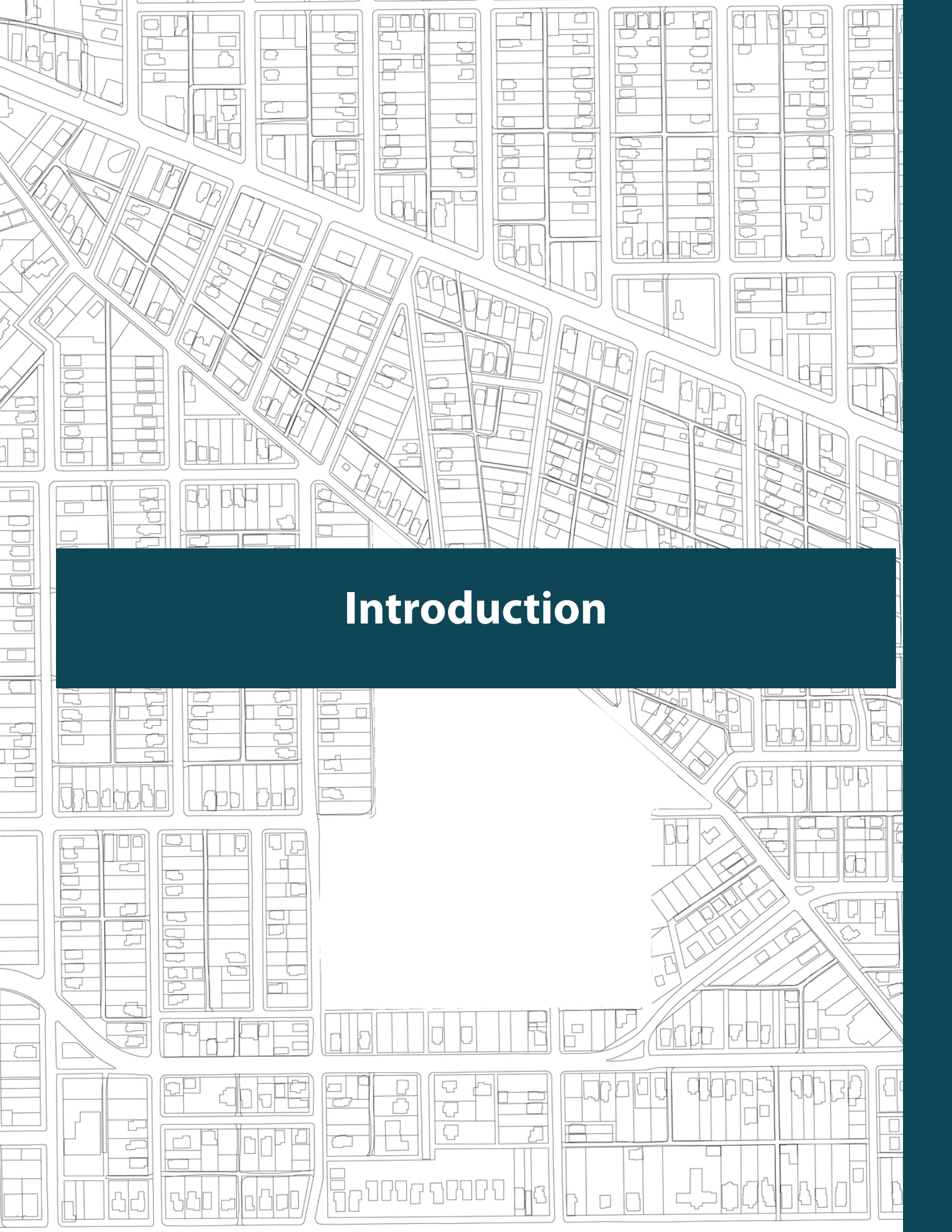
Catherine Hostetler, Director

Elicia Feasel, Assistant Director





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# Introduction

## Defining Cemetery

1. "Resting Place" or "Burial Ground"

*Middle English cimitery*

*Anglo-French cimiterie*

*Late Latin coemeterium*

*Greek koimētērion sleeping chamber, burial place, from koiman to put to sleep; akin to Greek keisthai to lie*

*Sanskrit śete he lies*

One of the best ways to strengthen neighborhoods and improve community health is by investing in public green spaces. While it might be hard to see a cemetery as being green space, they were actually first used very similarly to our current idea of parks - for walking, picnicking, and general respite from the urban environment. In that way, the City Cemetery was the first planned open space for South Bend.

The City Cemetery in South Bend is also special because it is a repository for history. Schuyler Colfax, both Speaker of the House of Representatives and 17th Vice President of the United States, is interred there. Importantly, it was never segregated and has been a shared resource for the peace and repose of all since its inception.

The City Cemetery Master Plan has the opportunity to redefine the cultural perception of cemeteries through a focused effort to make it an asset to the neighborhood and ultimately showcasing one of the most important historic resources in South Bend.



## General Strategy

### 1. Redefine the Role of the City Cemetery

South Bend has a definite tilt toward recreation in the way that it utilizes its public open space. By focusing on a passive recreation approach and highlighting the artistry of the monuments, this open space will better support the adjacent active recreation spaces while strengthening a unique amenity to the neighborhood.

### 2. Make City Cemetery an Asset to the Surrounding Neighborhoods

Currently, the City Cemetery is isolated and difficult to find. Better connecting it to not only other nearby historic amenities, but to the surrounding community will increase use and ultimately strengthen the neighborhood.

### 3. Connect to the West Side Main Streets Plan

South Bend has recently undergone an extensive planning process that took an indepth analysis of two major thoroughfares, Lincoln Way West and Western Avenue, into the city. These corridors are both within a relatively close proximity to the City Cemetery and the proposed direction of the West Side Main Streets Plan should be incorporated into this process.

### 4. Focus on the People

A community's physical environment strongly influences the health of its residents. To counter balance disproportionate spending on green space within lower income areas, the City of South Bend is strongly focused on Environmental Justice and creating equitable spaces around the community. By addressing rampant blight in the area around the cemetery and better connecting this open space to active recreation and historically significant elements in the area, a stronger, more vibrant, and healthier community will emerge.

### 5. Showcase the History

The history of the City Cemetery is undeniable; from the artistic wrought iron gate to the stone monuments to the unique landmarks throughout its 21 acres. It contains elements that have local and national significance, such as the gravesite of Schuyler Colfax, the 17th Vice President of the United States.

*"[Focusing on Context helps define] what a community cemetery could be."*



### Evolution of the American Cemetery and the History of the City Cemetery

One hundred eighty-four years ago, there was no such thing as public parks. In fact, it would be over four decades later before Central Park, America's most well known public park, became a reality. In the nearly two centuries that followed, the definition of parks has evolved to focus on active recreation. Initially though, the focus was primarily on providing respite from harsh (and dirty) urban environments in the throes of industrialization.

The City Cemetery initially was located on the far Northwest edge of the city. Throughout its history, out of necessity for additional burial space as much as anything, the City Cemetery was never segregated. As the city expanded, it developed around the boundary of the cemetery. This development led to a hidden boundary edge and eventually the City Cemetery became a forgotten resource of the community.

### Public Enthusiasm

In recent years several groups have begun efforts to rehabilitate the City Cemetery. None more so than the Historic Preservation Commission of South Bend and St. Joseph County (HPC), who have served as a main point of contact for the various groups and who have advocated for the historic significance at many levels of policymaking. In 2012, in collaboration with HPC and the South Bend Parks Foundation, the South Bend Parks and Recreation Department began a visioning effort to address the vandalism and accessibility of the property, which resulted in some initial goals and conceptual images.

Shortly after the visioning process began, the South Bend Common Council became engaged in the City Cemetery and held several public meetings to address their concerns. This led to a groundswell of public awareness and concern that has carried through the City Cemetery Master Plan process led by the Department of Community Investment.



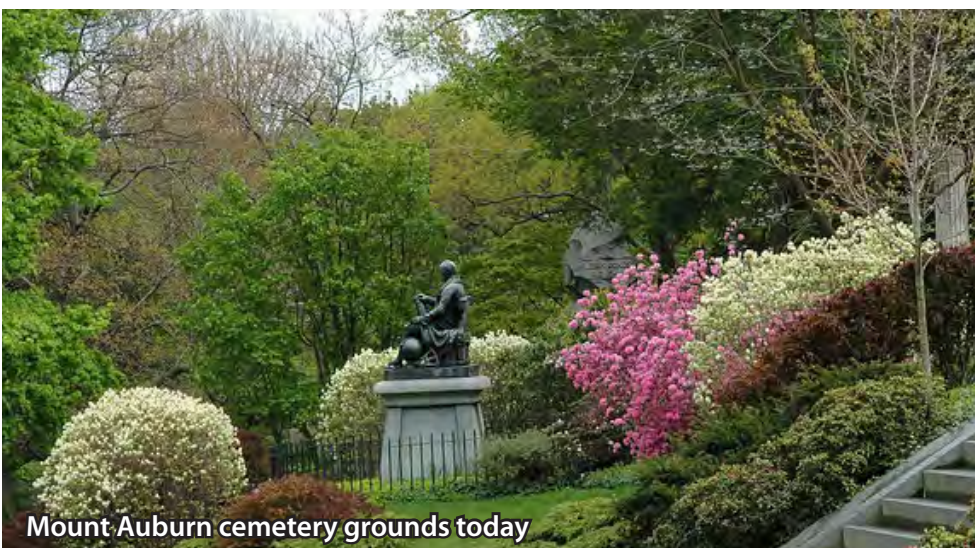




Painting of the Mount Auburn Cemetery Grounds



Overall Site Plan showing romantic meandering paths



Mount Auburn cemetery grounds today

## Case Study: Mount Auburn

Located in Cambridge, Massachusetts, Mount Auburn Cemetery was founded as a "Garden Cemetery" in 1831. With classical monuments that still serve as public art set in a beautiful landscape, this cemetery was a strict departure from traditional burial sites most often associated with church graveyards. Similar to South Bend, this cemetery serves as the largest contiguous open space in the region. Its construction marked a wave of not only cemetery design, but even the use of the word cemetery ("resting place") and signaled the beginning of the modern idea of parks. Unlike South Bend, Mount Auburn Cemetery is 170 acres and 8 times the size of City Cemetery, despite Cambridge having a similar population size of just over 101,000 people.

When Mount Auburn Cemetery was constructed, the public saw an opportunity to utilize its grand vistas, beautifully landscaped pathways, and ornate monuments as something other than simply a final resting place for their family and friends. Driven by a need to get away from an overcrowded and unclean city, people utilized Mount Auburn, and the many cemeteries designed thereafter, as parks; places for passive recreation like walking and picnicking. It was because of the lack of public green spaces that drove this usage and eventually evolved into a nationwide advocacy effort for public parks.

### Mount Auburn Information

- Founded: 1831
- Located: Cambridge, MA
- Size: 170 acres
- Style: Garden or Rural Cemetery

### Key Elements

- Romantic path system with formal site details at pedestrian level
- Extensive Website that promotes education and engagement
- Active Burials
- Diverse Partnerships
- Meticulous Maintenance



**Other Recent City Planning Initiatives**

**Vacant and Abandoned Properties**

In 2013, to address a growing problem of unoccupied homes many of which were in poor condition, Mayor Buttigieg committed to addressing 1000 Homes in 1000 Days. This effort began with the release of the Vacant and Abandoned Properties Task Force Report and is scheduled for completion November 24, 2015. The high number of Vacant and Abandoned properties around the City Cemetery significantly influenced each stage of the Master Plan process, including the formation of this report.

**West Side Main Streets Plan**

This plan serves to revitalize two major corridors into the City: Lincolnway West and Western Avenue. Among other elements, the plan strategically addresses landuse, market potential, traffic flow and configuration, and seeks to influence design decisions along these two corridors. Each of these corridors are in close proximity to the City Cemetery, with Lincolnway West just a block away to the North. As such, the considerations, recommendations, and public support identified in that process have laid the ground work for the areas and ultimately the projects investigated in this Master Plan Report.

**For More Information**

**Vacant and Abandoned Properties**

[southbendin.gov/government/content/vacant-abandoned-properties-initiative](http://southbendin.gov/government/content/vacant-abandoned-properties-initiative)

**West Side Main Streets Plan**

[southbendin.gov/government/content/west-side-corridors](http://southbendin.gov/government/content/west-side-corridors)



Public Planning Session at the MLK Recreation Center

**Contemporary Transition:**

South Bend has a definite tilt toward recreation in the way that it utilizes its public open space. From the onset, this project has taken a more “public gardens” approach that embraces passive recreation and amplifies the public art component of the monuments and features of the cemetery. This not only supports the adjacent active recreation places in the area, but it embraces a unique amenity to the neighborhood. This transition in the way City Cemetery is described will be a critical way of changing the way that it is used, harkening back to the emergence of the word cemetery. It not only aids in the amplification of value for the parks, but also for the neighborhood, an important first step in marking the open space of the cemetery a resource for the community.

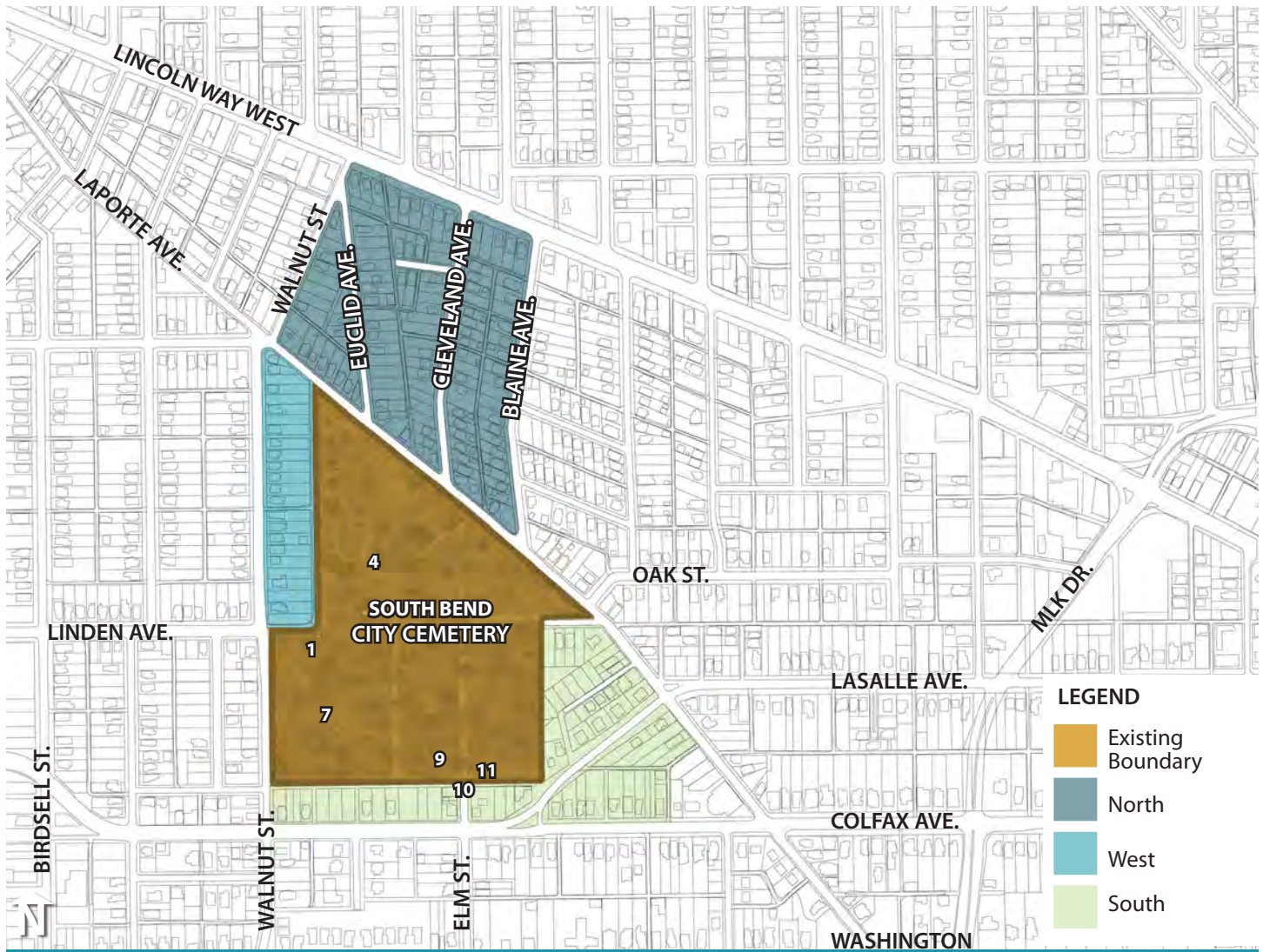
Another transition for the City Cemetery to make is from functionally inactive to operationally active. This increase in activity will be accomplished in a multifaceted, but intrinsically linked approach that deals with function and aesthetics through new burials, updated programming, and seeking landmark status. While the opportunities for burial are limited within the existing cemetery boundaries and are currently being explored by HPC and the Parks Department, there is ample open space around the property that could facilitate both future burial as well as park programming. Additionally, to encourage activity the cemetery will need more extensive programming with a distinct effort to inform and engage a broader audience of partners, volunteers, and visitors. Finally, in order to improve aesthetics, clean blight, highlight existing features, and include new elements that better support the existing ones will aid in current efforts to formally designate the cemetery a National Landmark.

Each of these transitions and ultimately, the landmark designation will help develop a more sustainable, functioning resource for the community.

**Key Events Leading to the City Cemetery Master Plan**

EVENT TYPE	DATE
Preservation Assessment of City Cemetery (Chicora Study)	2009
City Council Committee Meetings	2013
West Side Main Streets Plan Completed	June 2014
City of South Bend 5-year Park Master Plan Complete	2014
Redevelopment Commission Approval to start Master Plan	December 2014
Master Plan Complete	April 2015
Start Master Plan Projects	Spring 2015
Cemetery Programming	Ongoing



**LEGEND**

- Existing Boundary
- North
- West
- South

## City Cemetery Study Area

### City Cemetery Details

- Founded: 1832
- Located: South Bend, In
- Size: 21.36 Acres
- Style: Garden Or Rural Cemetery, With Lawn Cemetery Characteristics Within Additions
- Burials: 14,800

### Key Cemetery Elements

- 1 - P. E. Stuebaker Monument; Obelisk; C.1920
- 4 - Kankakee Race/Bridge; Stone Bridge; C1895 (Alexis Coquillard, Builder)
- 7 - Stuebaker Monument; Obelisk; 1874
- 9 - Schuyler Colfax Monument; Stone Monument; 1885
- 10 - Cast Iron Gates; 1832/1899
- 11 - Sexton's Lodge; Free Classic; 1899

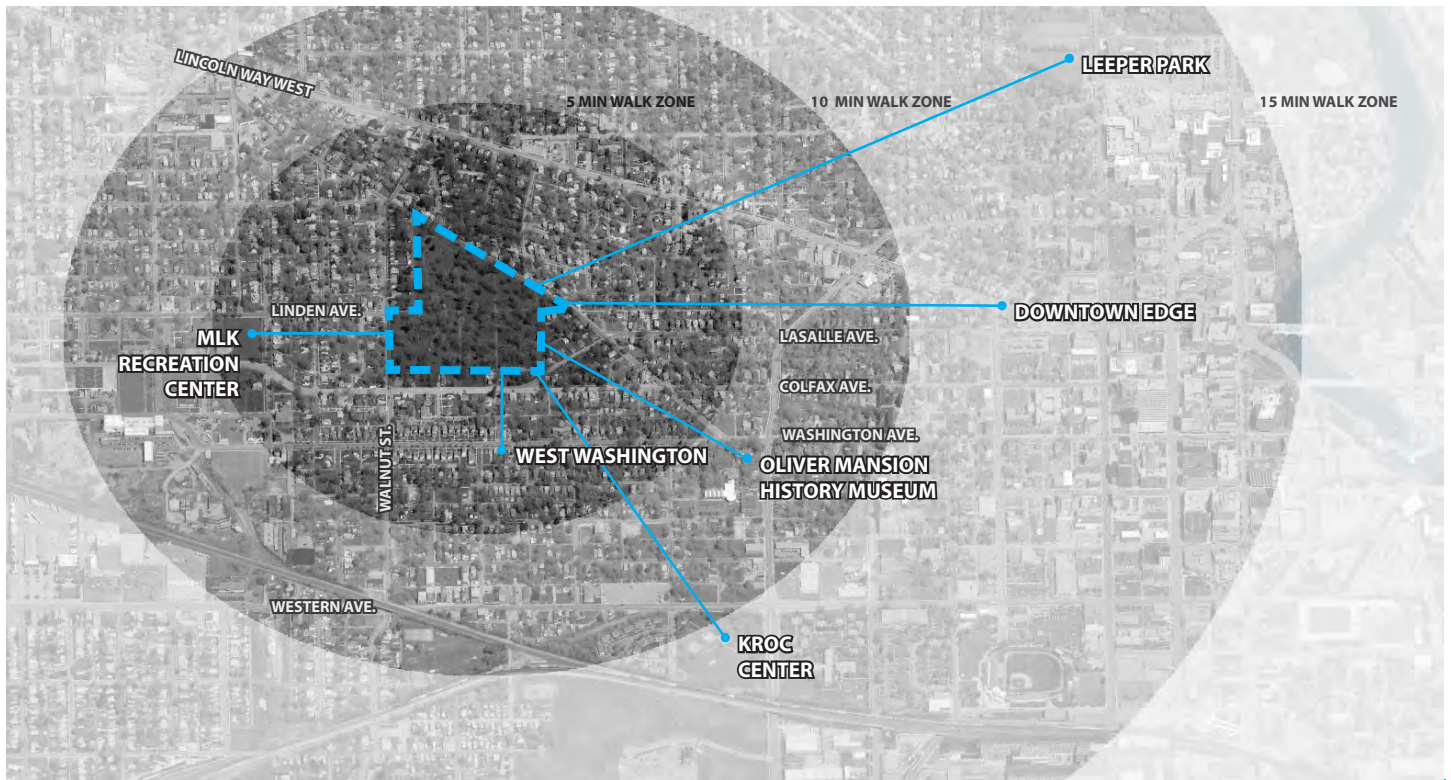
Refer to page 46 in the Appendix for full listing of Key Cemetery Elements from the Historic Sites and Structures Inventory

### Site Inventory and Analysis Process

The West Side Main Streets Revitalization Plan and the 2014 Department of Parks and Recreation 5-Year Master Plan preceeded this City Cemetery Master Plan Process. Those studies outlined areas needing immediate attention, including the cemetery and adjacent neighborhoods. This was due to the historic importance of the City Cemetery and the high amount of vacant and abandoned properties in the surrounding area. The above areas served as the starting point for an indepth study, but as we began to dig into the context of the area, important connections to West Washington Historic area and the Martin Luther King Jr. Recreation Center became apparent as important as well.

While the City Cemetery itself has remained the primary focus, the surrounding areas were broken down into a Southern Study Zone, a Northern Study Zone, and a Western Study Zone. Throughout the public process neighbors, community stakeholders, and city staff were asked for their input on not only their future desires, but also for their detailed understanding of context of the area. As ideas materialized into potential projects, these iterations were presented and evolved to reflect the priorities outlined in this study.





Site Context Map

### Walkability Metrics

- Walk Speed: 3.1mph
- 5 Min Walk Zone: 1400'
- 10 Min Walk Zone: 2700'
- 15 Min Walk Zone: 4100'

### Key Walk Zone Connections:

- West Washington Street: 2mins
- MLK Rec Center: 2mins
- Leeper Park: 13mins
- Kennedy Park: 14mins
- Downtown Edge: 9mins
- Oliver Mansion/History Museum: 5mins
- Kroc Center: 8mins
- St. Joseph River: 16mins

### Pedestrian Environment Analysis

As a major thoroughfare just north of the cemetery, Lincolnway has gone through an intense study and management plan. This process will impact how visitors move in and out of the city and given the short distance, it will also impact the way people access the cemetery. Currently, this corridor has the only Transpo Route in the area. As property is consolidated and a more formal open space plan is addressed, a logical Transpo stop could occur between the Wilber and Dr. Martin Luther King Jr. intersections.

The only bike lane in the study area was south of the cemetery along Colfax Avenue and along LaSalle Connector (See Existing Transportation Inventory Map).

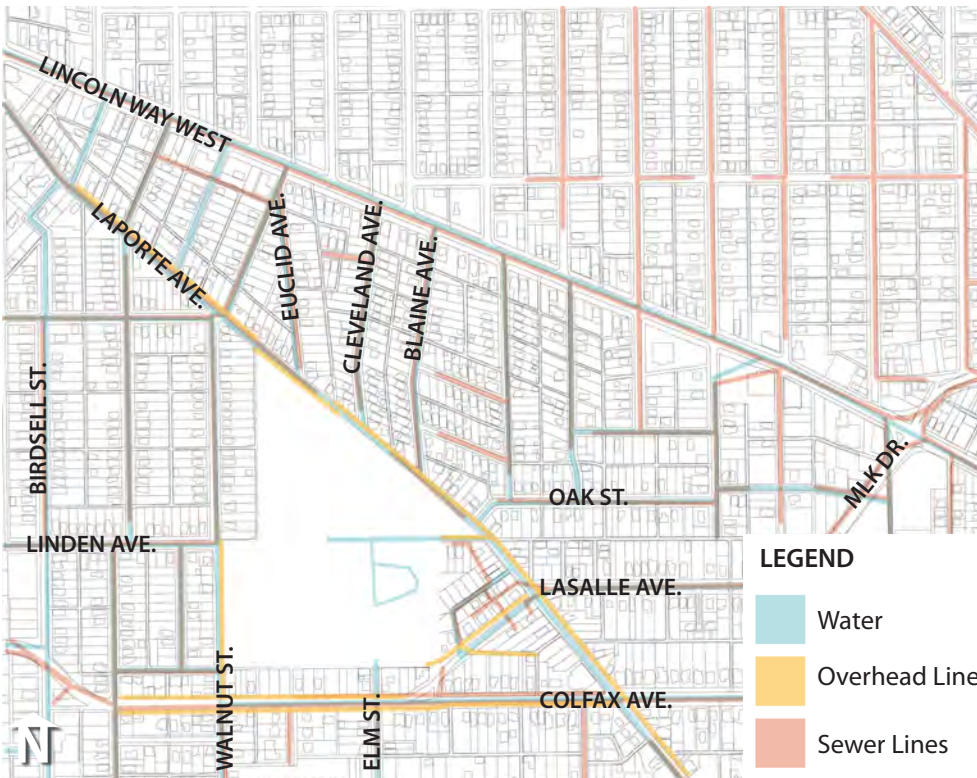
With a Walkscore range of 42-62, the area around the cemetery is relatively car dependent with some "somewhat walkable" areas to the south and east. As you move further west, the score gradually decreases. The adjacent Near Westside Neighborhood is considered the most walkable area around the cemetery.

Universal access is a critical component to improving pedestrian accessibility and connectivity. Rehabilitating broken sidewalks, providing adequate curb ramps and crosswalks, and ramping to structures like the Sexton Cottage, number 11 on the Study Area Map, are part of the process.

**WalkScore:** Online resource that measures walkability based on walking routes to destinations and amenities

[www.walkscore.com](http://www.walkscore.com)





Existing Utility Inventory



Existing Transportation Inventory

**Inventory Plans**

The Inventory Plans enclosed in this document were assembled in collaboration with the Department of Community Investment with input provided by the SJC Historic Preservation Commission and spatial data provided by the GIS component of the Division of Engineering in the Department of Public Works.

**Utility Assessment**

The utility pole infrastructure is a confusing web that crisscrosses the surrounding neighborhood adding visual clutter. A main utility pole line is situated on both sides of Colfax Avenue along the southern border of the cemetery. Water lines surround the existing cemetery with two small spurs coming from Linden Avenue and Elm Streets. While not shown on the adjacent map, gas lines are anticipated at each of the residential buildings, and should be analyzed if any land consolidation is pursued.

**Drainage Assessment**

The existing cemetery drains toward the Northwest with several inlets located along LaPorte Street and sewer lines throughout the neighborhood street corridors.

**Accessibility and Approaches Assessment**

The Elm Street entry serves as the Main Entrance. It is a brick street with a concrete curb that has two driveway cuts and is visually closed off from Colfax. The Linden Street maintenance gate entrance is an asphalt approach with concrete curb in relative disrepair. As it connects with LaPorte Street, asphalt has been used to backfill to the sidewalk from the property boundary. A sidewalk is immediately adjacent to the approach on the South side of Linden St. The pedestrian entrance off of LaPorte Ave. on the north part of the existing cemetery is visually insignificant without an internal pathway or landmark. It remains locked all of the time. There is currently an alleyway that runs along the southern and western edge of the cemetery. Neither of the alleys are paved and given their closed off nature from nearby houses, they are believed to



contribute to the ease of vandalism.

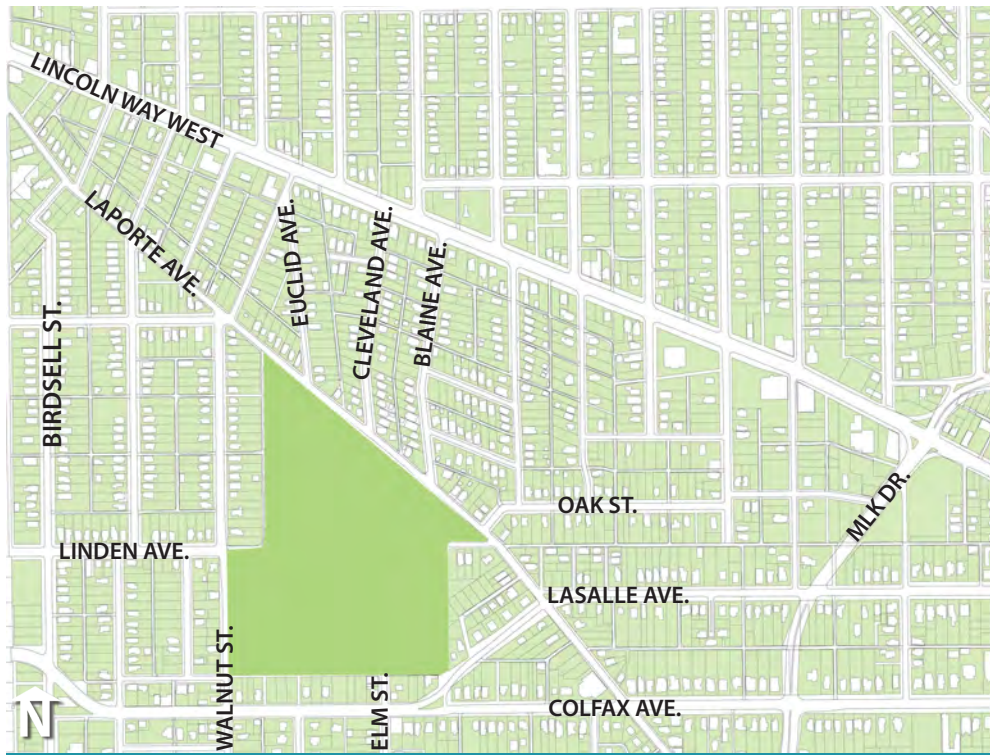
The internal path network has three levels of circulation: asphalt vehicular, cinder vehicular, and lawn pedestrian. The asphalt route is currently functional, but is in disrepair and certainly not contextually relevant. The curbs used to line this pathway were removed to facilitate ease of mowing maintenance, but decrease the effectiveness of the distinct pathways and reduce the grandeur created by the gate. The cinder paths have become infiltrated with lawn and are losing their edges. These paths were formally paved with the cinders from the Studebaker Foundry, which has not been operational for over 50 years. The lawn paths are in reasonable shape, but require markers to highlight their existence.

#### Maintenance Assessment

The lawn areas are currently mowed with large riding mowers that contribute a notable amount of damage to the monuments. Additionally, the lawn between the monuments is often overlooked which leads to the perception of graveyard versus cemetery. With the removal of the internal curbs, lawn has begun to creep into the path areas leading to their degradation.

Landscaping is limited to a small number of shrubs that have overgrown the monuments they were planted next to or they are not historically accurate by species or location.

Trees throughout the cemetery have been a significant focus of the South Bend City Forester; removing dead wood and fallen trees. While introducing new trees is often discouraged in cemeteries so as not to disturb the monuments, replacements should be sought



Existing Open Space Inventory



Internal view of City Cemetery showing historic Studebaker Obelisk



Internal view of City Cemetery showing current pathway condition





Existing Main Entrance gate and Sexton Cottage



Soldiers Field and Monument



Alleyway across southern frontage of the cemetery



Existing typical trash receptical

for the older trees that do come down as well as ornamental options that do not have the same growth patterns.

#### Cemetery Structures and Site Amenities Assessment

The City Cemetery ornamental entrance gate, wrought iron perimeter fence, and monuments were identified in the 2009 Preservation Assessment of City Cemetery, commonly referred to as the "Chicora Study" (refer to page 28) for more information) as needing significant attention. That report recommended a stone by stone conservation assessment. As the issue of deferred maintenance has been exacerbated by the vandalism since, this recommendation is all the more relevant.

The Sexton's Cottage is also identified in the Chicora Study as needing a formal assessment. Upon a walkthrough assessment, the structure currently does not have functional water supply and is heated by a large standalone system. Much of the original furniture is still present. As a key focal point at the main entrance and historic significance, it is



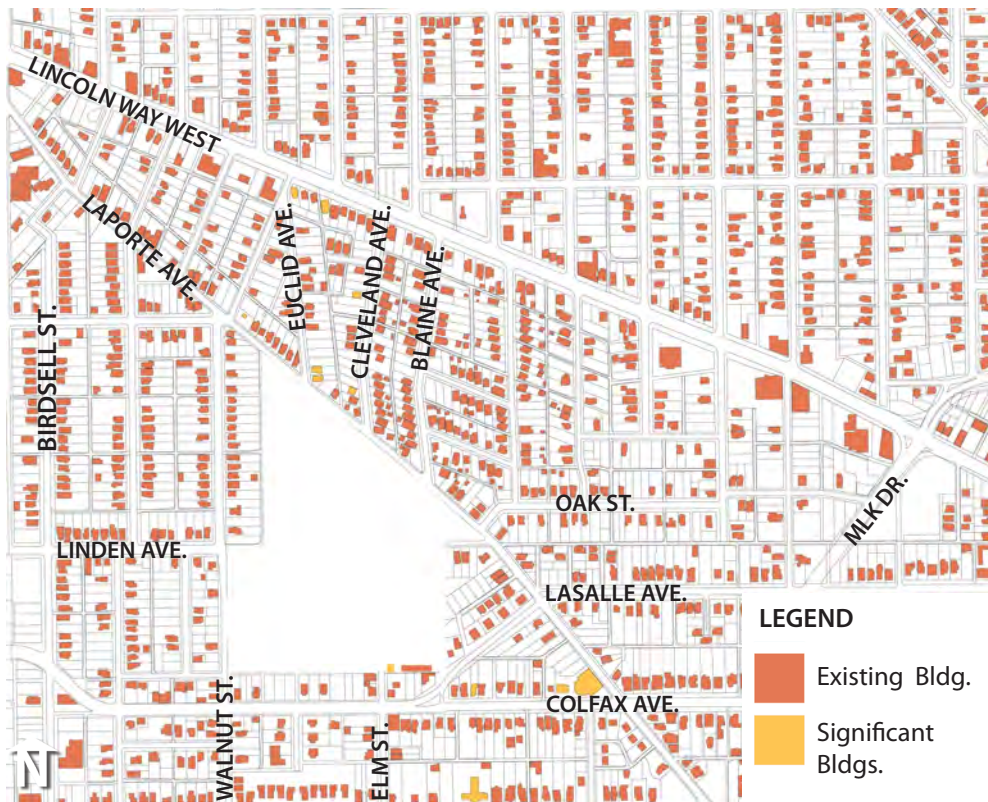
important to ensure long term sustainability of the structure.

The two large mausoleums were noted to have leaking roofs and foundation issues. As the largest structures in the cemetery grounds, they play an important role in aesthetics, wayfinding, and history. Along with the monuments and the cottage, these are the most important elements needing attention in the cemetery.

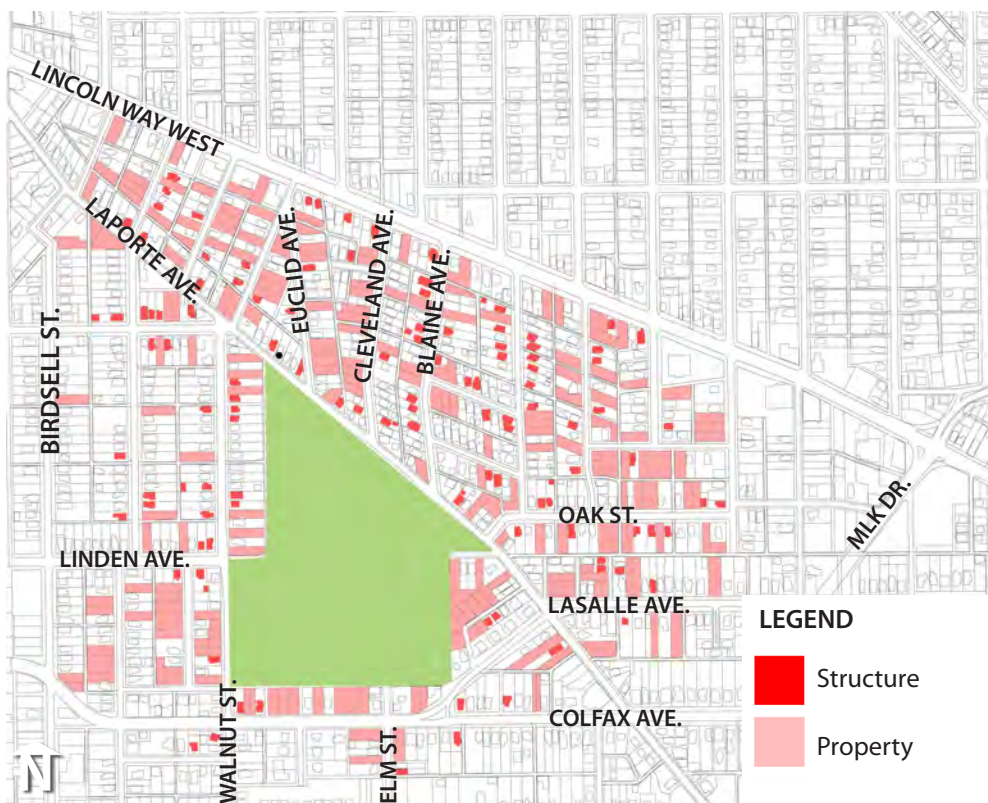
The only major site furniture within the City Cemetery are the 55gallon metal drums that function as trash recepticals. They have rust issues and do not tie into the historic atmosphere of the cemetery. Lighting throughout the area are the "Cobra Head" High Output Metal Halides that are out of scale, not historically significant, and energy inefficient. Throughout the public meetings, lighting was cited as a major concern of visitors and residents alike. Signage is limited to road signs, which are hard to read or even find. There are several internal and external variations, which are not consistent or historically sensitive.

**Adajcent Housing and Open Space Assessment**

The study found 10 Historically Significant Structures with at least an outstanding or notable rating per the South Bend *Historic Sites and Structures Inventory*. Two of these structures are the Sexton Cottage within the Cemetery and St. Paul's United Methodist Church at the corner of the study zone, a signifcant and distinct marker for the area. While the former gas station at the corner of Walnut and LaPorte Ave. was not identified in the study, in each of the public meetings it was discussed as worthy of integrating into the final plan.



Existing Structures Inventory - January 2015



Existing Vacant and Abandoned Property Inventory - January 2015

**Structures Inventory**

The two maps above look at a snapshot of history. The ongoing issue of Vacant and Abandoned Housing continues to grow throughout the area (highlighted in red in the bottom map) and the rampant deferred maintenance will degrade the quality of the historically significant properties (highlighted in yellow in the top map.)







Vacant and Abandoned Property - Along Colfax Ave.

Vacant and Abandoned houses (highlighted in red on the V&A Inventory Map) pepper the study area. The abandoned buildings and blight beget more damage. It should be noted that several of these properties have already been demolished with several more new V&A houses appearing since the study. The remaining open space is a key landuse consideration for this Master Plan.

The Red Flag Investigation, part of the National Environmental Policy Act (NEPA) requirements for Indiana, found only one noteworthy item in the study area: an underground storage tank (marked in black on the V&A Inventory Map) near the former gas station.

**Social Context Assessment**

The area around the Cemetery has a median annual income between \$12-\$15,000 and is comprised of many renters per the Environmental Systems Research Institute (ESRI) Zip Code Lookup. Compounding the issue of a dominant transient population is that many of the landowners are from out of town and are not tied to area. This population is dramatically juxtaposed with an active Near Westside Neighborhood that boasts higher home values. *For more information visit: [www.esri.com](http://www.esri.com)*



Former Gas Station - At Corner of Walnut and LaPorte

**Martin Luther King Jr. Recreation Center and Park**

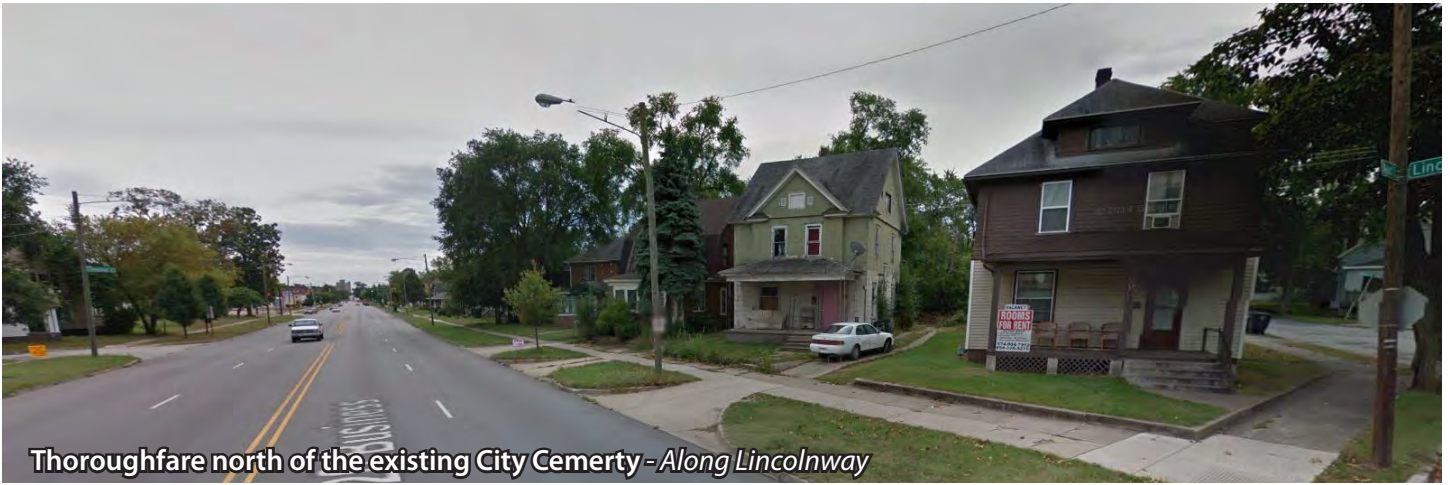
The MLK Rec. Center serves the surrounding area for active living with options like basketball courts, a fitness center, playground, and lawn areas for undefined active recreation. It all serves as a community center with after school programs, a regular Senior Men's Group, and neighborhood organization meetings. It is less than a 5 minute walk from the western edge of the cemetery along Linden St.



Linden Street Site Map - Showing proximity of MLK Rec Center to Cemetery



Sidewalk and Alleyway Condition - Along Walnut Street



Thoroughfare north of the existing City Cemerty - Along Lincolnway



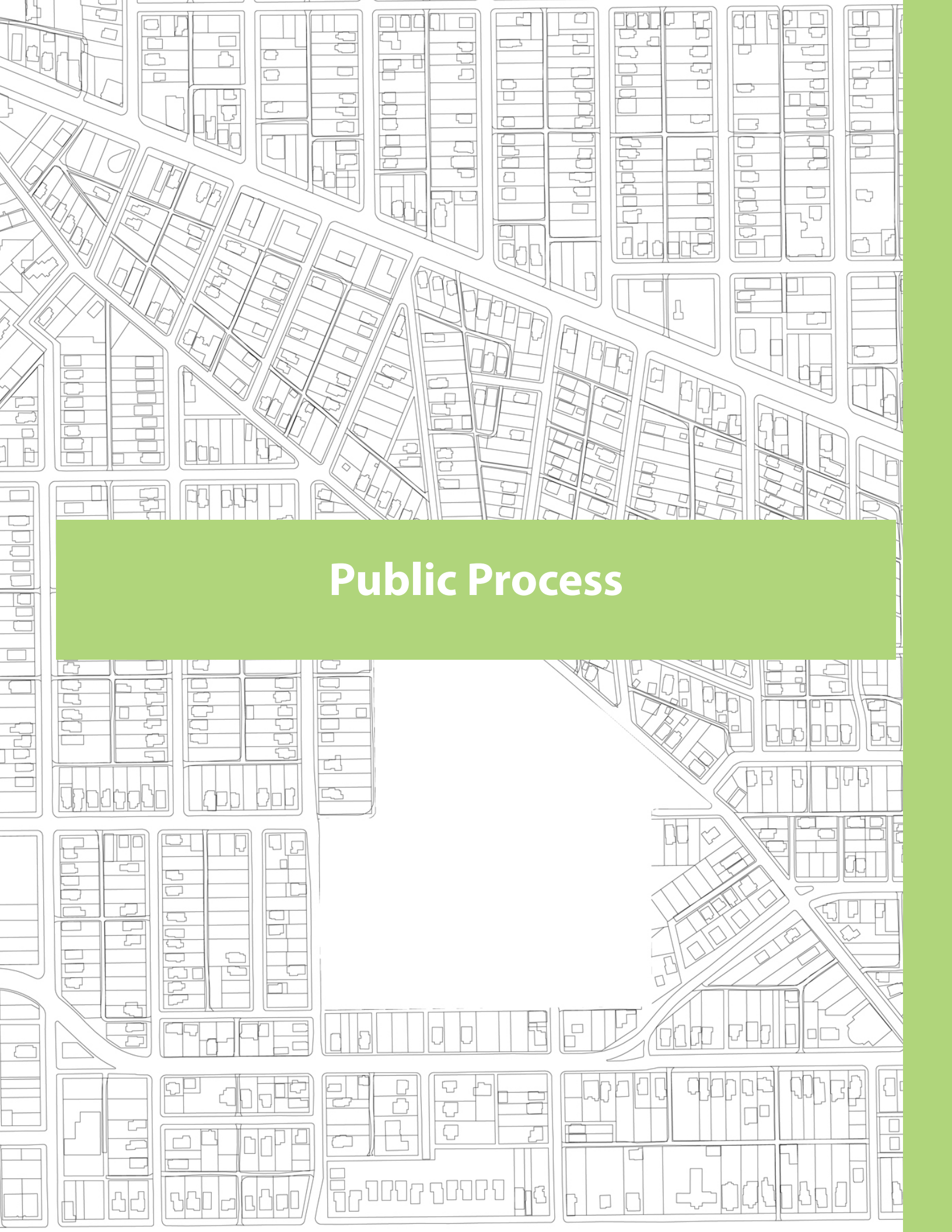
Northern City Cemetery border - Along LaPorte Ave



Southern frontage of City Cemetery - Along W Colfax Ave

Site Context Photos - Images above were obtained through Google Street View





# Public Process



Ideation session at a Focus Group Meeting

**Process**

Building on recent efforts with the West Side Main Street Plan, the City Cemetery in South Bend serves as a major project for the City of South Bend's revitalization plan for the City's West Side. An iterative process was developed to focus on neighborhood residents, stakeholders, community groups, government agencies, and several City Departments as well as online feedback from web and social media. Throughout this process, the feedback was tracked and shared to aid in the evolution of the Master Plan. Key considerations were presented at each level to ensure a relevant and focused dialogue. Several strengths, weaknesses, threats, and opportunities emerged from that dialogue giving shape to the list of potential projects. Finally, several goals and priorities arose from those conversations that contributed to the direction of the Master Plan. Ultimately, given the nature of the City Cemetery, this process will continue to evolve as the priority projects identified come into fruition.

**Schedule**

Several opportunities for feedback were offered to both the stakeholders and the public to ensure a transparent, context sensitive, and people driven process. The following outline represents the major meeting dates with continual feedback provided by the Department of Community Investment, the Parks and Recreation Department, and the Historic Preservation Commission.

**Key Dates in Cemetery Master Plan Process**

MEETING TYPE	DATE
1. Kick-off Meeting	December 2014
2. Focus Group One	January 2015
3. Focus Group Two	January 2015
4. Public Input Session	February 2015
5. Public Planning Session	March 2015
6. Draft Plan Complete	May 2015
7. Final Plan	June 2015

With the front end of the plan featuring public meetings, in order to facilitate wider distribution, the Master Plan was released for further public review via the City Cemetery website.





Outlining priorities at a Public Planning Meeting

## Strengths, Weaknesses, Opportunities, and Threats

### Strengths

**Proximity:** The City Cemetery lies within an area steeped in history including several historic neighborhoods and cultural resources like the Natatorium and History Museum. It is also near two major vehicular corridors with easy access to a transit line. At the same time the cemetery is within 5 minutes walking distance to other parks and just under 10 minutes walking to downtown South Bend. Colfax Ave. immediately south of the existing boundary of the cemetery, serves as the major East/West bicycle route and includes wayfinding signage.

**Open Space:** The area around the cemetery has a high amount of available open space; either vacant parcels or homes slated for demolition.

**Renewed Interest:** The City Cemetery finds itself at the center of a groundswell of public interest and engagement. Several outside groups with tangent missions, like genealogy study or Schuyler Colfax enthusiasts, have been very involved. The surrounding neighborhood is also very engaged and continues to support this effort.

**History:** Between the surrounding community, the monuments themselves, and the Sexton's Cottage, the cemetery is a "repository for history". The cemetery also contains some of South Bend's oldest trees.

### Weaknesses:

**Physical Condition:** The cemetery and surrounding community find itself in continuing disrepair and decline with significant vandalism and blight issues.

**Perception:** Cemeteries have the stigma of being graveyards; places that you don't visit unless you know someone buried there. Because of the condition of the surrounding community, there is also a perception of it not being safe.

**Visibility:** Many houses back right up against the cemetery limiting views from the street. Lack of area lighting also cuts down on visibility.

**Open Space:** The area surrounding the City Cemetery has some of the highest vacant and abandoned properties in the city. Utilizing the subsequent open space is one of the biggest land use issues the city faces.

*"How to include and educate children on the importance and history of the site."*

*"Raise the understanding of the scale of the cemetery - importance as a repository of history."*

*"How many people know the history of the site? How do we promote education?"*

*"Emphasis definitely on park aspects - green space."*

*"Self-sustaining materials and plants to enhance natural environmental control."*



*“Enhanced Pedestrian Access”*

*“Subtle lighting that goes on when people [are] walking through”*

*“Buy houses on Elm - redo front emphasis on green space”*

*“Consistent - Natural - Integrative”*

*“Bring Elm Street Gate out front further - Landscape front areas”*

*“Buy houses on Elm - Keep gate, but redo front area.”*



**Opportunities:**

**Consolidation of property:** As the problem of vacant and abandoned homes continues to contribute to the decline of the area around the cemetery, consolidating the properties to create a unique park experience presents a viable land use opportunity.

**History:** The historic context of the city cemetery is unlike any place in the city: a combination of people and places. With an abundance of public art and architecture, this can be leveraged into a deeper experience of place for visitors.

**Contextual Connections:** The city cemetery is connected to the surrounding community through shared history, aesthetics, and proximity.

**Threats:**

**Safety:** Improving the actual and perceived safety of the cemetery and the area is of the utmost concern. Without doing so, it will be hard to attract visitors and utilize resources for improvement.

**Displacement:** The fear of displacement could overshadow many of the efforts to revitalize the City Cemetery. Careful consideration of current residents must be made throughout the process.

**Community Perception:** While the near Westside area of South Bend has made great strides over the last few years and has seen renewed investment most recently, there still exists a negative connotation with the region that may be difficult to overcome.





### Key Considerations

In order to break down complex projects into digestible content and facilitate purpose driven feedback, several key lenses to look at the City Cemetery though were utilized throughout the process. These lenses are both dynamic and systemic in order to ensure broad coverage of the context of the project and a detail oriented process that provides a meaningful direction for the Master Plan.

The following lenses were utilized to guide discussions with the focus groups and the public. Each lens was broken down into more specific prompts to dial into greater detail to determine potential projects and ultimately project priorities. Participants were shown the different lenses and asked to provide feedback on post-it notes within each category. Their comments were then compiled (see appendix) and analyzed for feasibility and community support.

The **lenses** and prompts were as follows:

**People:** social, mental, physical

**Mobility:** access, awareness, way finding, passive and active recreation, Transpo, walkability, bicycle

**Energy/Environment:** urban heat island mitigation, native planting, storm water management, low maintenance

**Materials:** historically sensitive, accurate to time period, contextually sensitive, within the City and within the cemetery, environmentally sensitive, low impact

**Context:** history, landmarks, events, social, demographics, community, neighborhood, parks, commercial

**Technology:** mobile, web, lighting, security

**Economics:** resources, partnerships, endowment, tangent activities and supported amenities

**Scale:** physical size, experience, programming, proximity



## Master Plan Priorities and Goals

Throughout the process, the key considerations of environmental justice, community connections, and building on prior efforts were stressed and served as the backdrop for identifying overarching goals that the identified projects needed to achieve. With that framework, we could then identify priority projects that would fit within the scope and that were important to the community.

Using these goals and priorities as a jumping off point, the next series of pages goes into more detail regarding the identified projects and how they might be implemented.

## Master Plan Key Considerations

### 1. Environmental justice

*Address blight and vandalism (within and around Cemetery)*

### 2. Connections to community

*Improve visual and physical accessibility*

### 3. Build on corridor initiatives

## Master Plan Goals

1. Improve safety: visibility and wayfinding

2. Increase aesthetic appeal and public use

3. Connect to neighborhood and area

4. Highlight history of City Cemetery

5. Explore funding options

6. Prioritize opportunities and phasing

7. Evaluate future maintenance considerations

## Public Priorities

1. Main Entrance Improvements and Creating Community Connections

2. Area Lighting and Visibility Improvements

3. Pathway Improvements and Signage

4. Additional Green Space and New Burials

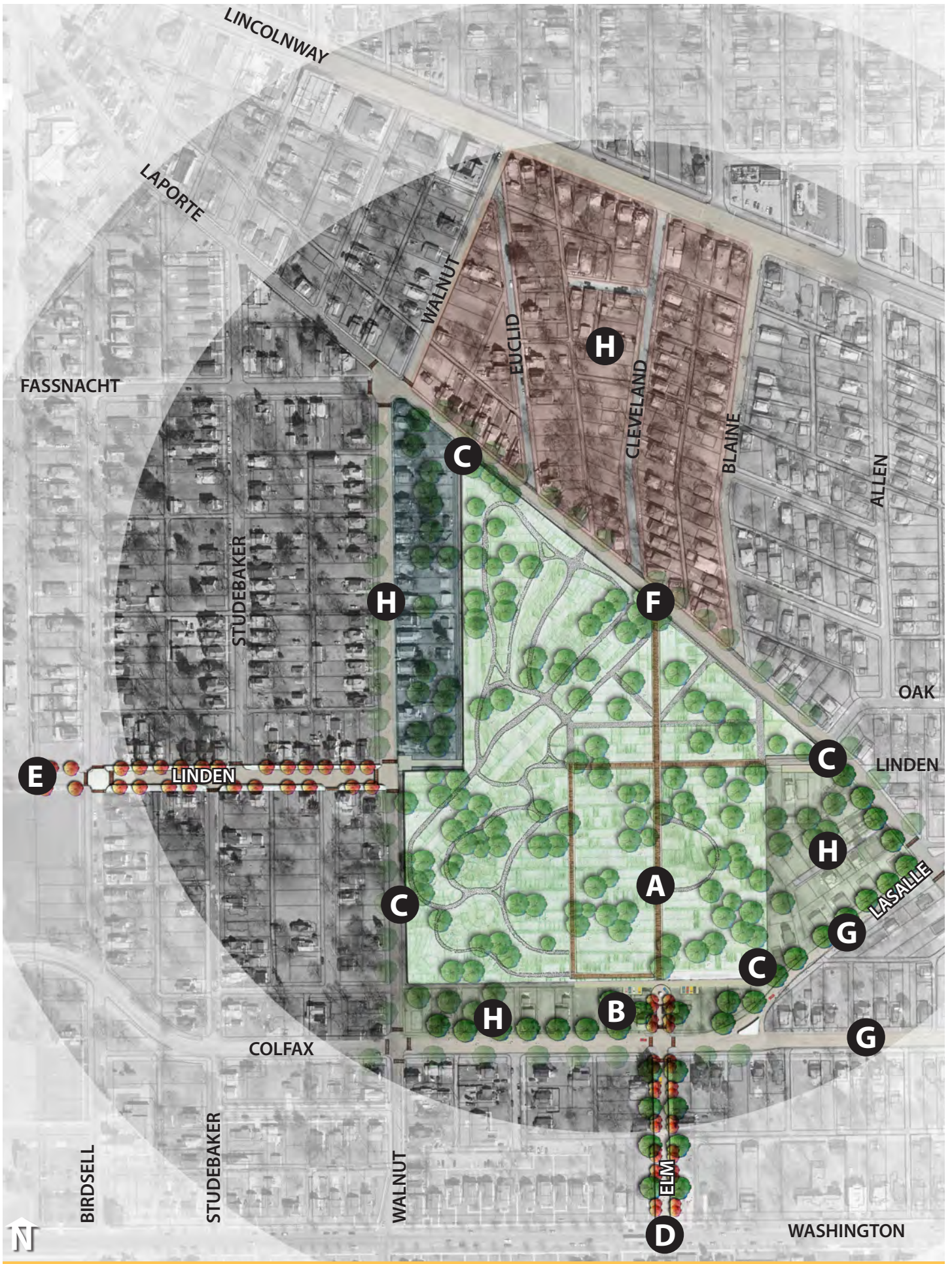
5. Improved Programming







# Recommended Improvements



## MASTER PLAN PROJECT RECOMMENDATIONS

The following list of project recommendations can be found on the Overall Revitalization Master Plan graphic on the previous page.

- A Internal Improvements**  
*Focuses on areas within the existing cemetery that are critical to the future success of the cemetery.*
- B Entrance Improvements**  
*Refers to the area immediately in front of the gate to Colfax along Elm Street.*
- C Perimeter Improvements**  
*These improvements are concentrated along the existing boundary of the cemetery.*
- D Elm Streetscape Improvements**  
*The area along Elm Street between Colfax and Washington that includes curb, sidewalk, and tree lawns.*
- E Linden Streetscape Improvements**  
*The area along Linden Street between Walnut and the Martin Luther King Jr. Recreation Center that includes curb, sidewalk, and tree lawns.*
- F LaPorte Streetscape Improvements**  
*The area along LaPorte Street between Walnut and LaSalle, that includes curb, sidewalk, and tree lawns.*
- G Two Way Street Conversion**  
*This project addresses the last remaining one-way streets in the city.*
- H Develop Neighborhood Open Space**  
*Several key locations around the cemetery have high vacant and abandoned parcels with no updated landuse plan in place. This long term project looks to leverage the success of the cemetery and provide an identified need in both additional green space and future burial opportunities to make a stronger community.*

*While this list of projects is not exhaustive, it represents the keystone efforts that are imperative to accomplish to move forward and see a more successful open space for the city. The above projects will be implemented over short, middle, and long term initiatives that should be the focus for the foreseeable future.*

*The next series of pages will address in greater detail the components of the individual projects and highlight the key recommendations for each.*

## CITY CEMETERY MASTER PLAN

From the onset, the revitalization plan for the South Bend City Cemetery and its surrounding area maintained a deep focus on people. This public oriented process sought to capitalize on the momentum and awareness brought by the initial meetings with the South Bend Common Council as well as the recent West Side Main Streets Plan. For the first time in its 175 year history, this community resource has a comprehensive vision. This vision leverages its existing capacity as passive recreation open space and provides a roadmap for improvement for the foreseeable future. The following 8 project recommendations were objective implementations of the consensus goals and were identified as community priorities throughout the process. Within these recommendations, three overarching projects were consistently highlighted as most important: opening up the area surrounding the main entrance, improved lighting throughout the neighborhood, and addressing vacant and abandoned open space to benefit the cemetery and neighborhood.

With each of these projects, it is important that a consistent and unique lexicon be established that would help create an identity for the City Cemetery and surrounding community. Additionally, minimal use of materials will help not only with long term maintenance, but with long term applicability and aesthetic appeal. These materials include wrought iron to match the ornamental entrance gate, limestone to match the monuments, and a simple pallet of period specific colors like the yellow tones found on the Sexton's Cottage.



**INTERNAL IMPROVEMENT  
KEY NOTES**

- 1. Paving Upgrades
- 2. Headstone improvements
- 3. Landscaping
- 4. Site Furniture
- 5. Lighting
- 6. Signage: wayfinding



A: internal Improvements Diagram

## A: Internal Improvements Overall Recommendations

The impetus that has spurred much of the Master Plan discussions is the general state of disrepair that the cemetery finds itself in. While reports like the Chicora Study have outlined an extensive list of internal items for consideration, the focus on this study was to improve items critical to the immediate perception and wellness of the cemetery. In this way, the plan would foster some baseline programmatic improvements that would increase use and potential funding pools for future improvement.

### 1. Paving Upgrades



There are three types of pathways within the City Cemetery: the main vehicular route, which is currently paved with asphalt; the secondary vehicular route, which is paved with cinders; and the lawn pedestrian paths between the monuments. Each requires maintenance attention and should include more contextually appropriate paving, such as brick instead of asphalt.

In addition to paving the existing hardscaped areas appropriately, crusher fines - a smaller aggregate than gravel - should be considered for the gravel pathways over limestone because they are more accessible. It should also be noted that, according to the United States Forestry Service via the American Trails National Trails Training Resources, "Since crusher fine trails are not always smooth enough or hard enough, they do not fulfill all the requirements of a fully accessible trail. To make the surface harder and smoother, lime or some other stabilizing agents may be added to the crusher fines so that it will set up harder and remain that way for longer periods of time." Washouts after snow melt appear to be the biggest concern with crusher fines used for trails so maintenance crews would need to be aware of this. This recommendation comes from the **American Trails Training Resources**, an online coalition that works to create and protect trails. For more information visit: [www.americantrails.org/resources/trailbuilding/BuildCrushFinesOne.html](http://www.americantrails.org/resources/trailbuilding/BuildCrushFinesOne.html)

### 2. Headstone Study/Repair/Maintenance



Many of the monuments in the cemetery have been vandalized or are in disrepair from weather and age. A stone by stone analysis, previously recommended by the Chicora study, is necessary to determine the extent of the damage to the monuments. This is important because of their historic and aesthetic value, and should be done out of respect for those interred here.

## Internal Improvements Key Recommendations:

1. Upgrade paving to vehicular paths that is both respectful of the context as cemetery as well as environmentally responsible and resilient such as porous concrete, brick, crusher fines, or limestone gravel.



The graphic above shows a typical road rehabilitation section utilizing crusher fines with a flush curb border that defines the edge without impacting mowing.

2. Provide adequate, but respectful lighting that is period specific and representative of a unique cemetery lexicon.
3. Provide new signage at entrance, wayfinding throughout, and markers at key locations.



Chicora Foundation

The 2009 Preservation Assessment of City Cemetery South Bend, commonly referred to as the "Chicora Study" made in-depth recommendations as to the maintenance and conservation of the existing cemetery grounds and facilities. Commissioned by the SJC Historic Preservation Commission and performed by the Chicora Foundation, it served as a baseline recommendation for many of the issues as each of these items identified in that report are still outstanding.



### Contextual Site Amenities:

*The City of South Bend has an extraordinary amount of monuments, lighting, and ornamental site furniture from which to draw on for inspiration. The above monument and light fixture can be seen at the Twyckenham Street Bridge near the intersection at Lincolnway. It would be appropriate to utilize these for design inspiration given their historic nature and context along the Lincolnway Corridor.*

### 3. Landscaping



In general, the planting plan for the City Cemetery should be kept to a small palette occupying only the upper and ground planes for clear sightlines and legibility of the site. While tree planting should be limited within the cemetery boundary due to damage caused by roots and dead limbs, a replacement strategy should be coordinated with the City Forester to replace the trees which have come down. Shrub planting should also be kept to a minimum in order to not overgrow the monuments, as many have. Any perennials should be non-invasive, low growing, and provide seasonal interest.

### 4. Site Amenities: Sculpture, Fountain, Benches



There is minimal furniture around the cemetery save for a handful of metal barrels for trash collection. Although they serve a functional purpose, they should be replaced with a fixture more appropriate to the cemetery. Fountains, originally called for but never installed, are not uncommon for larger cemeteries. If one is installed, it should be durable and located near a waterline in one of the islands. Benches are a necessity for passive recreation spaces. Ones that can include lighting and are made from durable, graffiti resistant materials should be considered. Several options are available that can tie together all of the site furniture and accommodate customizations, such as displaying a cemetery logo.



## 5. Lighting: Bollards, Light Poles



Internal pole lighting should be kept to a minimum in the cemetery. While visibility is important, bollard lighting will ensure not disturbing the residential surrounding. As mentioned with site furniture, lighting can be customized to tie together with all site furniture, including signage. Bollards can be used to define space and delineate pathways more formally. To maintain continuity, all site furnishings should have a black powder coat finish. The use of more modern style fixtures could be used if a consistent branding, like logos or fonts, were used to distinguish them and the fixtures themselves were simple enough to not distract from the existing aesthetics.

## 6. Signage: wayfinding



The recommended signs used throughout the cemetery should be sturdy, aesthetically connected to their surrounding, and be able to leverage new technology (such as quick response codes or augmented reality). Signage should be used sparingly throughout the grounds to not detract from the existing environment.

*“Durable period specific materials.”*

*“Easily usable, durable, local.”*

*“[Provide] Info/history access kiosks”*

*“Fix-up the fence and make it a work of art”*

*“Subtle lighting that goes on when people [are] walking through.”*

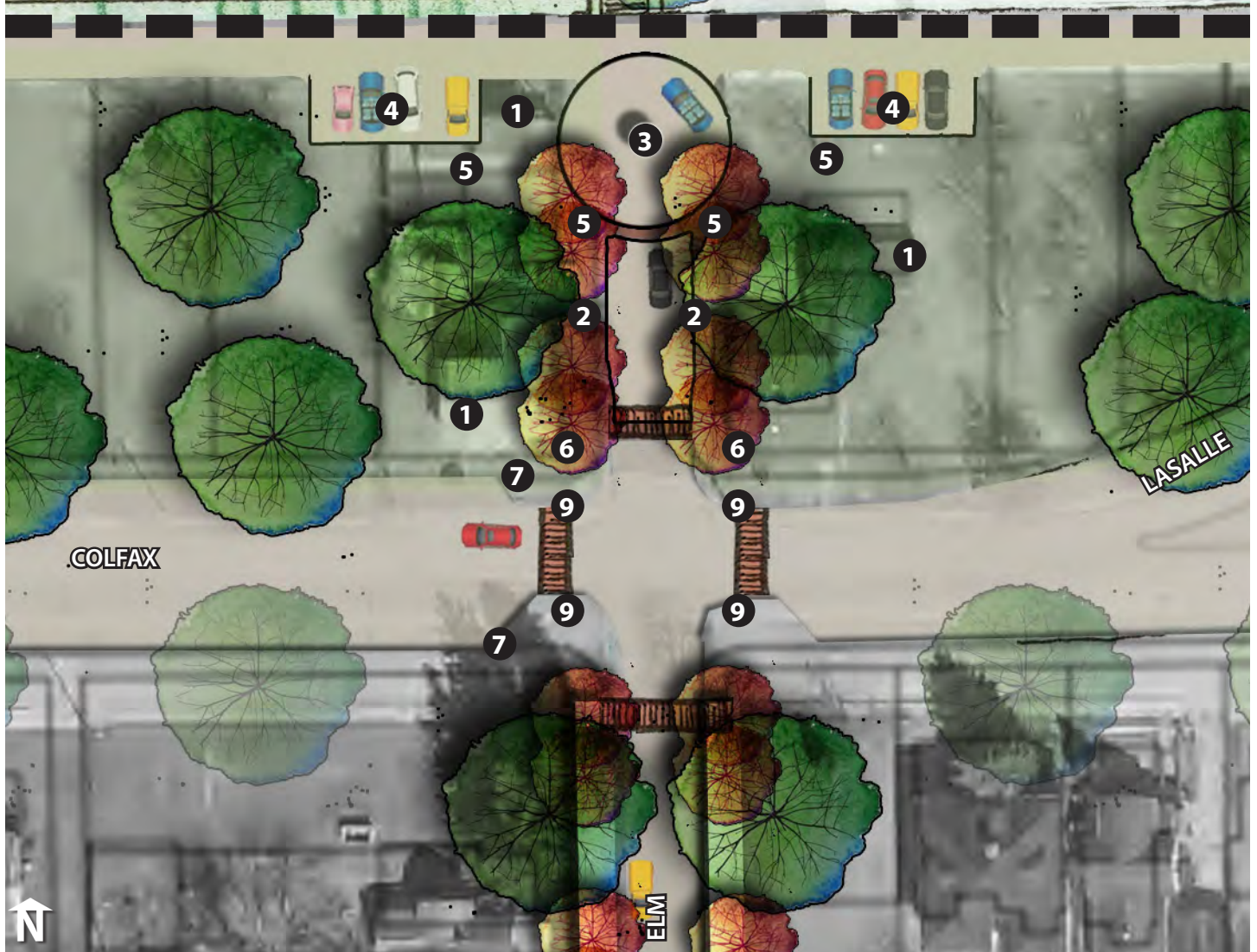
*“Re-light everything.”*

*“Self-sustaining materials and plants to enhance natural environmental control.”*



### ENTRANCE IMPROVEMENT KEY NOTES

1. Consolidate Adjacent Parcels
2. Curb and Sidewalk
3. Street repair and traffic circle
4. Parking Areas
5. Landscaping
6. Signage
7. Lighting
8. Site Furniture
9. Curb Bumpouts at Colfax



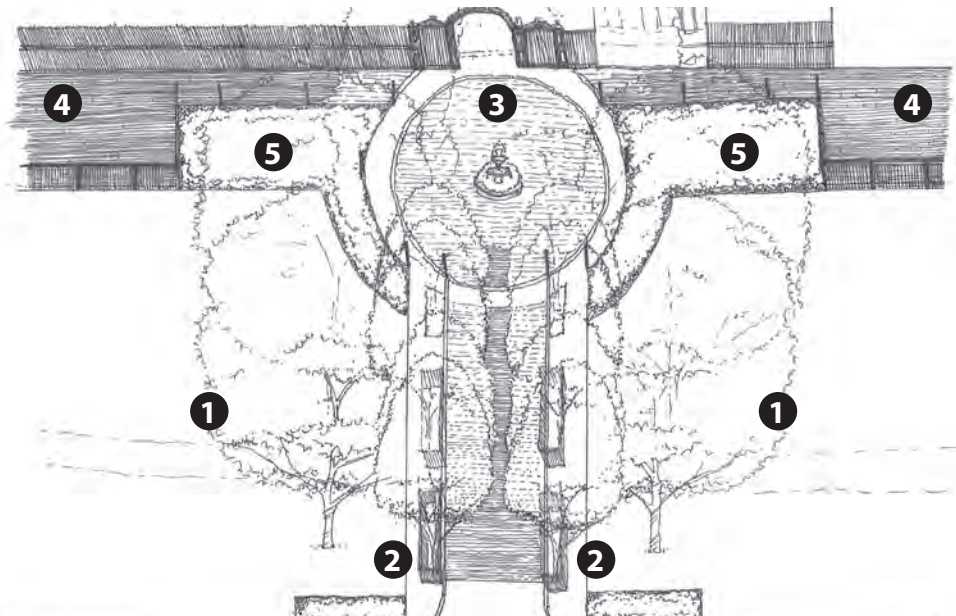
B: Entry Improvements Diagram





## B: Entrance Improvements Overall Recommendations

Among the most anticipated improvements involves opening up and highlighting the main entrance at Elm Street. This will dramatically improve wayfinding for not only the City Cemetery, but for the area increasing visibility as well as providing the grandeur worthy of the artistry of the gate. As it was said during the Focus Group meetings, "Make it look like it [the new improvements] were always there and the way that it always should have."



### 1. Consolidate Adjacent Parcels

The first step to opening up the main entrance is to acquire and consolidate the property along Elm Street between Colfax and the cemetery. These properties currently decrease area visibility, deter wayfinding, and often clog the entrance with vehicles.

### 2. Curb and Sidewalk

This will serve as the primary pedestrian connection to the Washington Street corridor and should utilize a similar lexicon of elements to the cemetery. Establishing this route will help draw in more visitors and provide a unique amenity to the neighborhood.

### 3. Street Repair and Entry Court

This helps create hierarchy in the different elements, developing a focus on the entrance and main gate.

### 4. Parking Areas

Two small parking areas are suggested just off of Elm Street, outside the main entrance. A short "bollard height" fence is suggested to visually disguise the parking and brick, preferably reclaimed street pavers, is recommended to tie into the existing street.

### 5. Landscaping

Low landscaping is suggested, primarily groundcover such as Liriope or Euonymus with some bulbs for seasonal interest.

### 6. Signage: Formal Entry Sign/Gateway

Creating a more formal entrance sign feature at the northern corner of Colfax and Elm will anchor the gate and provide a landmark to improve wayfinding.

### 7. Lighting

Pole lighting should be limited to key areas, with bollards providing the majority of the lighting to reduce overall light pollution while still improving visibility.

### 8. Site Furniture: Sculpture, Bollards, Decorative Fencing

Bollards will help define spatial differentiation while not impeding sight lines. They should be black to match the gate. Trash receptacles should be provided near the parking areas and at the Sexton's Cottage.

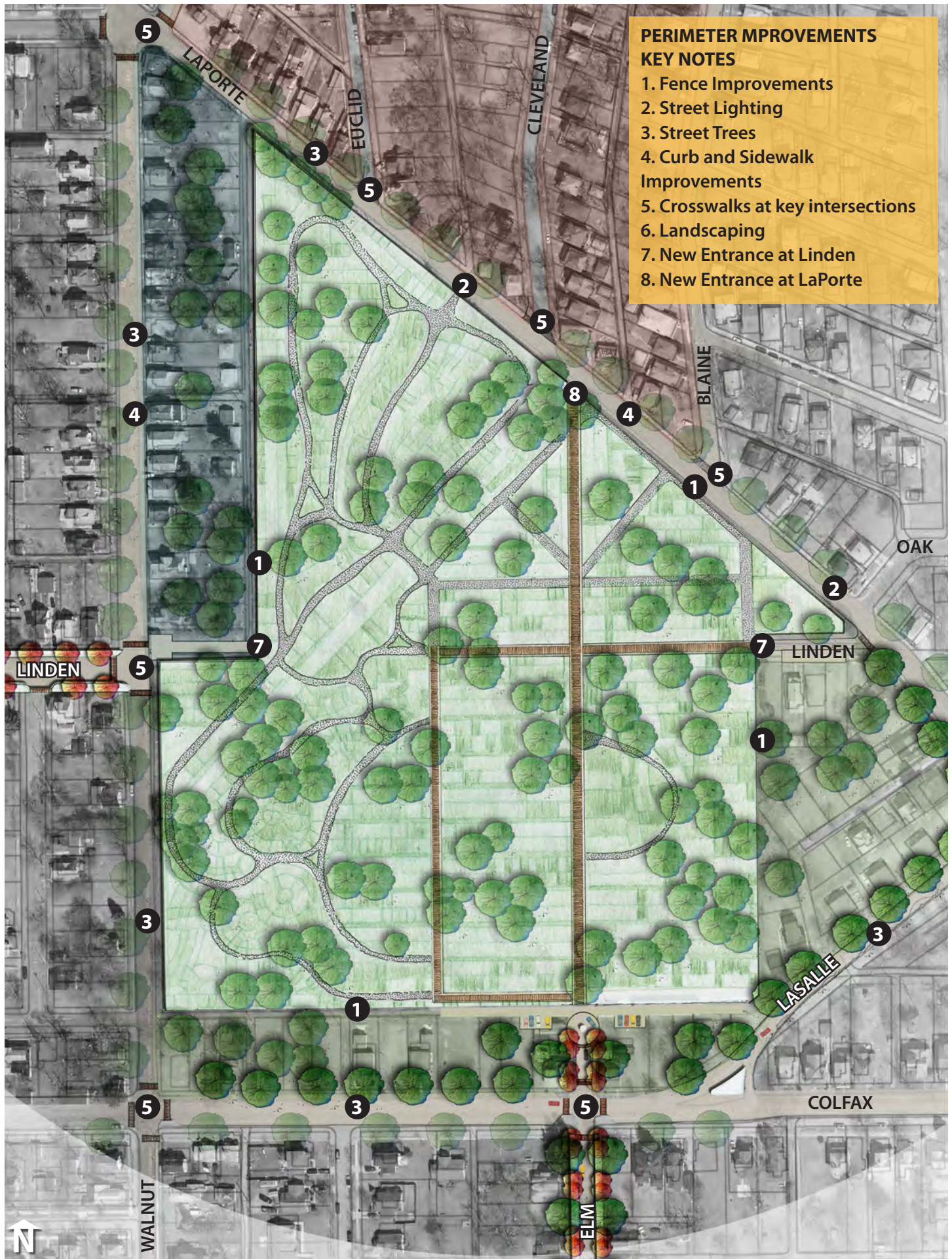
### 9. Curb Bumpouts at Colfax

Bump-outs should be added at the intersection of Elm and Colfax in the parking lanes, in order to increase pedestrian safety in crossing Colfax, to reduce the scale of the street corridor, and to further create physical connections to the Washington corridor.



## Entrance Improvement Key Recommendations:

1. Open Up/Consolidate Property along Elm Street immediately next to the main entrance to the existing cemetery for the purposes of creating a grand entrance.
2. Create new sidewalk connections to Colfax Ave. and provide some adjacent parking to new entrance feature.
3. Create new entrance signage that provides a distinct landmark along Colfax and connects to the history of the cemetery and the community.



C: Perimeter Improvements Diagram

## C: Perimeter Improvements Overall Recommendations

The outside edge of the City Cemetery is the first opportunity for people to experience the place itself. It should be legible and clearly defined (improving internal visibility) as well as clean and in working order (to be respectful to neighborhood residents) and the edge should foster visual and physical connection to the community.

### 1. Fence Improvements



The exterior fence has many sections that are bent or disconnected, as well as nearly 800 feet of the eastern portion was taken out and replaced with chain link. With the streetscape improvements proposed, it is anticipated that the W-section guardrail shown above would be removed as well. Replacement pieces should match unique style of existing fence.

### 2. Street Lighting



As noted earlier, street lighting should be consistent and replace the existing "cobrahead" metal halides with something more pedestrian scale and energy efficient.

### 3. Street Trees



Street trees should be utilized to help with wayfinding (due to shape, size, and seasonal color). Smaller trees like the columnar varieties of Maple can be used on to differentiate the featured corridors themselves (Elm and Linden), with larger trees such as the American Sycamore can be used for both secondary streets (like LaSalle) and background trees throughout the area.

## Perimeter Improvement Key Recommendations:

1. Repair existing boundary fence where bent or broken and replace chain-link portions with wrought iron.
2. The curb and sidewalk areas around the perimeter of the cemetery boundary are largely overgrown and broken. In order to improve walkability and connectivity for the surrounding area, sidewalks and curbs should be repaired or replaced, and crosswalks should be introduced at intersections.
3. New pedestrian scale lighting that is consistent with fixtures used in the cemetery and around the community shall be used.

***“The Master Plan should find opportunities to bring attention to the property.”***

***“It needs to be more accessible”***

***“Integrate this Master Plan with plans for surrounding community and historic efforts.”***

***“Connection to the surrounding neighborhood is a priority - it’s isolated.”***

#### 4. Curb and Sidewalk Improvements



Around the perimeter of the cemetery several areas of sidewalk and curb have fallen into disrepair; specifically the westside along Walnut Street. These areas need repair as part of a comprehensive amelioration of walkability in the area.

#### 5. Provide Crosswalks at Key Intersections



Crosswalks alert drivers to pedestrians and can provide an opportunity to further establish the brand of the cemetery. Incorporating unique designs within the framework of the crosswalk helps support area identity while serving a functional purpose.

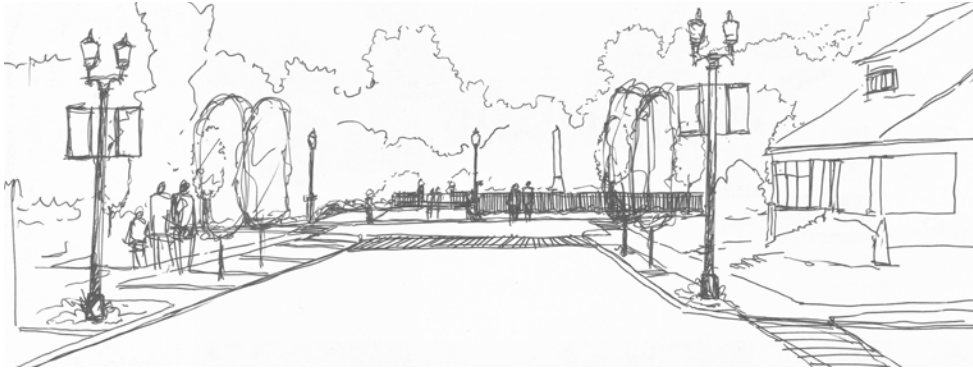
#### 6. Landscaping



Perimeter planting around the cemetery must be minimal, but bulbs like daffodils can blur the edge created by the fence. Small varieties of shrubs, like the boxwood shown above should be the largest plant utilized in this area. Where ever possible, native plants should be utilized for their low maintenance benefits. Wild flowers, prairie grasses, and the like work best as a background planting, en masse. The most logical location for them would be around the perimeter and as a backdrop to any expansion areas.



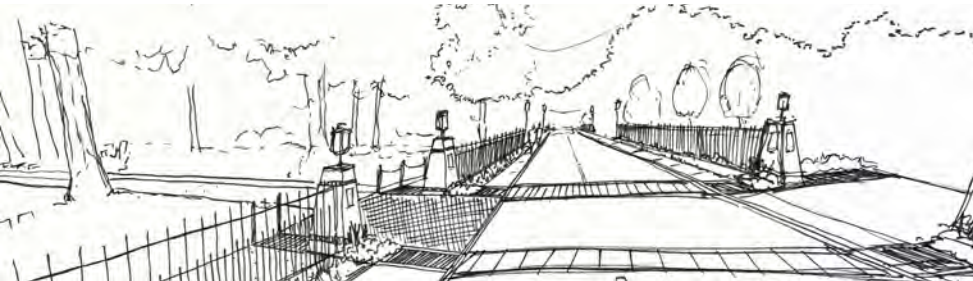
## 7. Linden Entrance



As the terminus to the Linden Streetscape project, a new pedestrian entrance that allows for better connectivity with the MLK Rec Center was identified as a community favorite. Where the current alleyway begins, a "trailhead" type plaza that signals the new entrance would function as a people collector and transition several types of transportation. It also can highlight the historic Kankakee Mill Race. As such, it should contain useful wayfinding information as well as utilize similar aesthetics as the other entrance locations, but in its role as secondary entrance it should be a step down in scale.

Due to concerns with security, this entrance should not be opened up until visibility into the cemetery and around the area is improved.

## 8. New entry gate at LaPorte



Situated at the end of the main pathway spine, a new gate functions only after the reinforcement of the pavers are implemented. This gate would make the cemetery far more functional as a park and provide better connectivity to the North. Any new gates should be constructed only after internal visibility is increased to ensure the safety of the cemetery. This gate should be a step down in hierarchy from the main gate, yet still provide wayfinding cues like pillars to alert visitors to the new entrance.

***"Open up access points from more streets."***

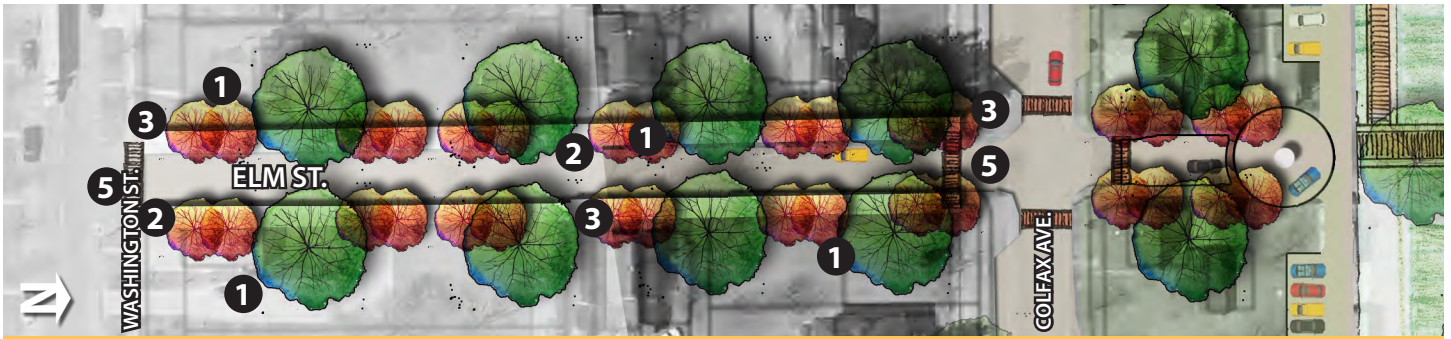
***"Multimodal access."***

***"Scale is rarely experienced from current vantage points. Same size or bigger - open up."***

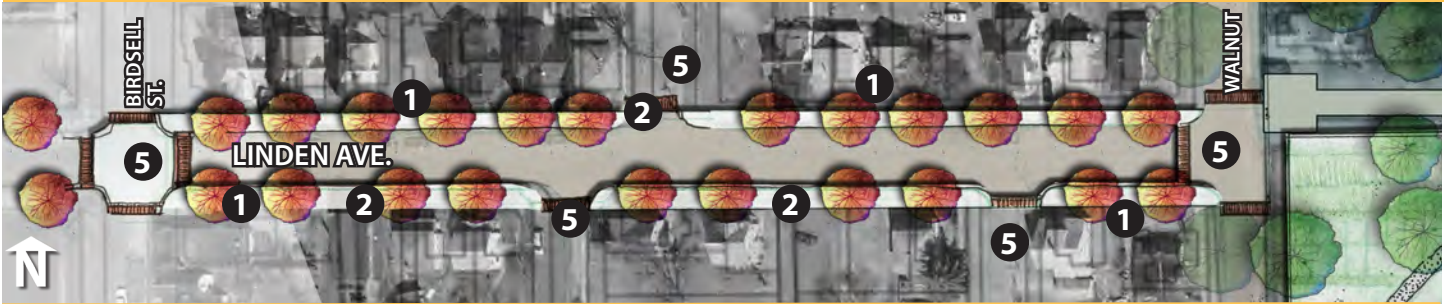
***"Make it an attractive, desirable destination"***

***"Active cemetery creates some \$\$"***

***"Link to MLK Center Programs"***



D: Elm Street Streetscape Improvements Diagram



E: Linden Avenue Streetscape Improvements Diagram



F: Laporte Avenue Streetscape Improvements Diagram



G: Colfax and LaSalle Two-Way Street Conversion Diagram

## Streetscape Improvements Overall Recommendations

The best way to support pedestrian connectivity and thereby add value to the neighborhood is through streetscape improvements. The four primary opportunities to do that are at Elm Street (between Colfax and Washington), Linden Street (between Walnut and the MLK Rec. Center), along LaPorte Ave. (between Walnut and LaSalle), and converting Colfax Ave. (between LaPorte and LaSalle) as well as LaSalle Ave. (between LaPorte and Colfax) from one way to two way streets.



### Streetscape Improvements Key Notes (Refer to Diagrams on previous page)

1. Street Trees
2. Curb and Sidewalk Repair
3. Lighting
4. Site Furniture: Tree Guards
5. Crosswalks
6. Restriping,
7. Signage
8. Restructure Traffic Island

## Streetscape Improvements Projects

### D: Elm Streetscape Improvements

As a natural vista, Elm Street serves as a key connector from the cemetery to West Washington Street. This physical connection elongates the entrance, increasing the hierarchical importance of the gate, thus generating more attention and providing better access to the property. A strong, clean streetscape here improves the curb appeal (literally) of the area along a route that will get increasingly more pedestrian and vehicular traffic.

### E: Linden Streetscape Improvements

The proximity of the Martin Luther King Jr. Recreation Center should be leveraged by strengthening the capabilities of the center and by improving the neighborhood will create a greater impact. The Linden Avenue corridor between the cemetery and the MLK Recreation Center is the physical component to a relationship that should extend to programming as well. This project helps create more opportunities for physical activity without being limited to active recreation (like basketball).

### F: LaPorte Streetscape Improvements

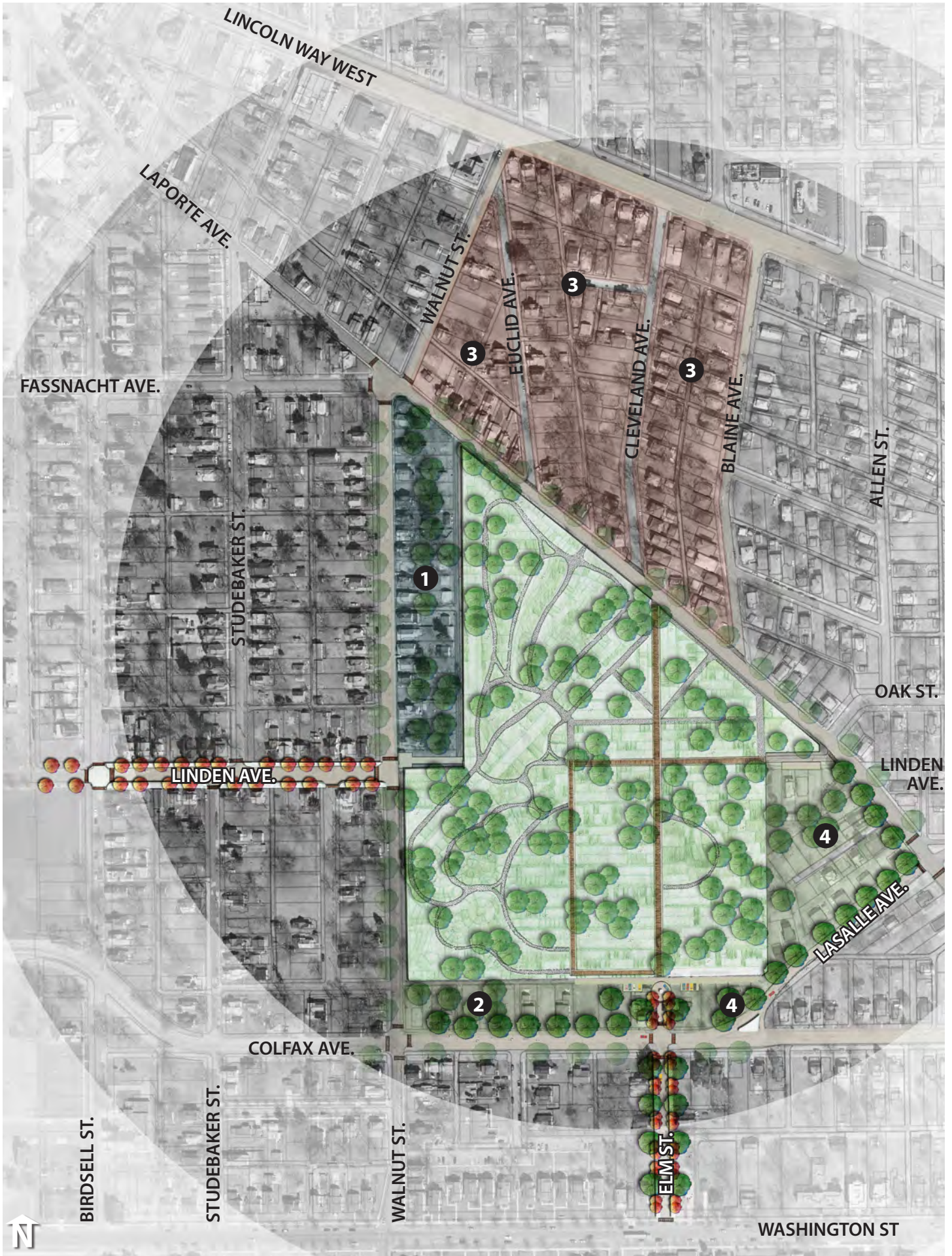
As the northern-most border of the existing cemetery, LaPorte Avenue is one of the first opportunities to experience the City Cemetery, with many of the monuments and majesty visible from the street. Removing the w-channel guardrail would go a long way to improving the aesthetic appeal of the boundary, and because the street is relatively wide at 30' (with no onstreet parking), removing 6' and utilizing that space for a tree lawn would help facilitate better pedestrian accessibility between the areas just north and south of LaPorte Avenue. Because the houses are pressed tightly to the right-of-way on the northside, adding this space to the south side of the street is the most feasible option.

### G: Two Way Street Conversion

The last two remaining one-way streets in South Bend after the Smart Streets Initiative would be these sections of Colfax Avenue (~940' from LaPorte to LaSalle) and LaSalle Avenue (~700' from LaPorte to Colfax). Converting to two-way would greatly improve wayfinding for the City Cemetery and adjacent organizations like the historic St. Paul's United Methodist Church. With the consideration of making LaSalle a two-way street and given spatial restrictions in accommodating bicycle traffic, it should also be looked at as a sharrow.

## Streetscape Key Recommendations:

1. Install curb and sidewalk where none currently exist on the identified streetscape projects with area added for tree lawns, lighting, and other improvements.
2. Street trees should be added that help create a unique aesthetic for the cemetery and are consistent with historic planting designs (utilize George Kessler and the City Beautiful era as a reference).
3. Lighting should be consistent with perimeter improvement recommendations.



H: Neighborhood Improvements Diagram



## H: Neighborhood Open Space Recommendations

During the public process, participants identified a lack of open space as a weakness of the neighborhood. This same concern had been previously identified by residents during the creation of the Lincoln Park Neighborhood Revitalization Plan (2012). As noted earlier, the cemetery is bounded by areas, particularly to the north and west, containing large quantities of vacant and abandoned properties. An option to address this large vacancy around the cemetery is to use vacant and underutilized land as park space or possible expansion of the cemetery in the long term, a sentiment expressed by several during the public meetings. Most vacant and abandoned parcels remain in private hands and any possible acquisition of these lots would be done on a voluntary basis or via Tax or Commissioner sale processes established by St. Joseph County.



### 1. Expand West to Walnut St.:

Similar to the issues along the southern frontage of the cemetery, this stretch along North Walnut Street is a natural extension of the existing cemetery property. In addition to the area along the southern edge, this would allow for the City Cemetery to be completely bounded by streets. This aspect is critical to increasing internal visibility leading to decreased vandalism, improved safety, and better wayfinding for visitors. It also allows the neighborhood to showcase the resource of the cemetery greater.

### 2. Expand South to Colfax Avenue:

Moving the boundary of the cemetery from along the dirt alley to Colfax Avenue may not only provide land for additional burials, which the existing cemetery cannot accommodate, it may dramatically improve wayfinding for the property and improve the general curb appeal of the community. Street trees and pedestrian scale lighting can be utilized to help create an identifiable neighborhood brand, similar to what is achieved locally in Chapin Park or regionally in Broad Ripple, Indianapolis or the Chicago Neighborhoods.

### 3. Expand North to Lincoln Way West:

Looking at the area between Walnut and Euclid, with the former Texaco Station occupying a corner for a small entry plaza, this area can function as a gateway for both the existing cemetery and a new green space which the community has indicated as a top priority. The high Vacant and Abandoned properties, existing open space, and awkward block shape make this a good first step in making the area north of the cemetery into a passive recreation oriented green space.

This middle segment, from Euclid to Cleveland, having the highest amount of frontage along Lincolnway has high potential for creating a strong gateway into the community and a distinct landmark along a major vehicular thoroughfare. Though vacancy continues to be rampant in this section, special consideration should be given to the properties of historic significance along Lincolnway.

The Lincoln Park Neighborhood Master Plan identifies the eastern half of the block, between Cleveland to Blaine, for reinvestment. Given the issues with house backing up to open space, like poor internal visibility and overall lack of accessibility, it is not recommended to create additional park space here. As the area investment progresses over the next several years, this section should be given consideration for possible expansion. Continuing the main pedestrian spine of the cemetery to Lincolnway would create a unique vista and landmark.

### 4. Expand Southeast to LaSalle Avenue:

This area could allow for the Cemetery to be bounded by streets along the entire southern frontage, greatly improving visibility (and thereby safety), wayfinding, and potentially land for additional burials.

## Neighborhood Open Space

### Key Recommendations:

1. Consolidate Vacant and Abandoned property north of the existing cemetery toward creating a new "gardens" style park focused on passive recreation.
2. Consolidate Vacant and Abandoned property west of existing cemetery toward creating additional cemetery plots and creating a continuous and formal edge along Walnut Street.
3. Consolidate parcels along the Colfax frontage of the cemetery and between LaSalle Street and the City Cemetery for creating a mix of open park space and burial plot expansion. New parking should be considered along Linden Street on the East side of the cemetery.

### The Lincoln Park Neighborhood Revitalization Plan (2012)

A collaborative effort between the residents and community partners that was facilitated by the City of South Bend to address neighborhood enhancement efforts and build confidence for future investments. The Lincoln Park boundary identified in that plan directly abuts the existing cemetery property and many of the initiatives identified in that plan would have an impact on the future of the City Cemetery.

For more information visit:  
[http://www.ci.south-bend.in.us/sites/default/files/files/CI\\_LincolnParkRevPlan-Final\\_Adopted.pdf](http://www.ci.south-bend.in.us/sites/default/files/files/CI_LincolnParkRevPlan-Final_Adopted.pdf)



## Programming Overall Recommendations

### 1. Establish Friends of SB City Cemetery Group

This group could help with volunteer coordination, grants/fund raising, and special projects. In collaboration with the South Bend Parks and Recreation Department and the SB Park Foundation, this group could focus on funding deficiencies in addressing the proposed Master Plan projects. An ongoing and sustainable revenue stream, managed by the South Bend Park Foundation, for improvement projects as well as regular maintenance projects, would ensure long term success of the City Cemetery.

### 2. Create a task oriented volunteer calendar

To best utilize volunteer labor, a regularly updated list of needs broken down into manageable tasks needs to be created. These tasks should be geared toward mitigating the improvement and maintenance items and their need and value should be listed on the website. For example, "Your Donation Dollars Fund These Projects", "Donate Here", and "Donations To Date".

### 3. Create a collaborative events calendar

Once a broad group of partners is established, those groups can help facilitate, in collaboration with the Sexton, an ongoing events calendar with weekly, monthly, and annual events. Events should be based on overall mission and context of the City Cemetery to maintain consistency.

### 4. Create, promote, and utilize website and social media

Much of the data and "artifacts" regarding the City Cemetery should be housed on the website for public consumption and inquiries should be directed there as much as possible. While the "Find a Grave" website has worked well for those looking to find love ones at the South Bend City Cemetery, having a location for them to self identify on the City Cemetery website would allow for a coordinated effort to engage those individuals, catalog their information and stories, and provide them with additional cemetery information. This effort could be coordinated with the Friends of the SB City Cemetery Group as well as other genealogy and historic volunteer groups.

### 5. Leverage mobile usage for tours and reduce site clutter

Mobile applications (apps), like Aurasma, allow for augmented reality tour experiences so that visitors can use their mobile devices to have a more in depth experience of the City Cemetery. This could include video of people with ties to the cemetery and audio tours, all of which would help reduce site clutter. Quick Response (QR) codes could also be utilized on signage to link to the website and additional content like the map. Generating these codes and utilizing these apps are free.

### 6. Reestablish and utilize Sexton Cottage

A regular presence at the cottage will facilitate better care of the buildings and grounds while also enabling a consistent program.

## Programming

### Key Recommendations:

1. Populate website with information on history, burials, tours, volunteer opportunities, and events.

2. Re-establish a Sexton and "Friends of the City Cemetery" Group.

3. Create a regular and consistent activities calendar.



## Conclusion

### 1. Master Plan Summary

Overall, five strategies for improving the existing cemetery and its surrounding context were identified in the Master Plan process. They include: capitalizing on community interest in the City Cemetery through enhanced programming and partnerships, improving cemetery access and aesthetics around the cemetery, improving the cemetery grounds, enhancing the main entryway to the cemetery, and developing additional neighborhood open space. Each of these utilized the key considerations of environmental justice, connecting to the community, and building on the current initiatives as a starting point. After introducing the contextual analysis and gathering ideas about potential projects, the public then identified five priority improvements. These priorities included internal and external improvements that were then used to develop the overall project recommendations. In total, thirty-three recommendations were made that carefully considered feasibility, leaders, potential partners, and a general timeline. The Strategic Implementation Matrix (on page 44) features the summary of those considerations.

### 2. Implementation Tools

Funding: Parks and Recreation Master Plan/Park Bond; Tax Increment Financing; partnerships; grants

### 3. Strategic Implementation Matrix

Each of the major projects identified on the overall Master Plan (items A-H on page 27) were broken down further into key implementation components. Within the Strategic Implementation Matrix, those projects were analyzed and given priority and potential time line, as well as lead roles identified for moving forward. Given the overall longevity of this Master Plan, the information providing in the matrix provides a snapshot and general framework to improve the City Cemetery.

### 4. Closing Thoughts

The projects identified within this report, while not exhaustive, provide a roadmap for revitalization of the City Cemetery. In implementing each of the components to the plan, South Bend gains not only a stronger, more resilient open space, but an adaptive plan for the community that surrounds the cemetery that contributes to overall public health, safety, and wellness.

## South Bend City Cemetery Master Plan

### Strategic Implementation Matrix

Strategic Implementation Matrix				Timeline (in years)		
Strategies and Action Steps	Lead Role(s)	Potential Partners	Short	Medium	Long	
<b>Strategy 1: Capitalize on Community Interest in Cemetery Through Enhanced Programming and Partnerships</b>						
1.1 Establish Friends of South Bend City Cemetery Group to include component groups (DAR, NWSNO, etc.)	HPC, Parks	Friends of SBCC	1-2			
1.2 Create volunteer calendar centered around tasks that need to be complete	Parks	Friends of SBCC	1-2			
1.3 Create a centralized events calendar for Friends of SBCC to populate based on mission of component groups	Parks	Friends of SBCC	1-2			
1.4 Create and utilize website and social media presence to promote cemetery	HPC	HPC, Friends of SBCC	1-2			
1.5 Establish regular tours, both traditional and mobile device oriented	HPC, Parks	Friends of SBCC, Parks Found		3-5		
1.6 Reestablish Sexton Cottage as a programming center				3-5		
<b>Strategy 2: Improve Cemetery Grounds</b>						
2.1 Upgrade vehicle/pedestrian paths	Parks	DCI, HPC, Public Works	1-2			
2.2 Add internal wayfinding signs	Parks	Friends of SBCC, HPC	1-2			
2.3 Add trees and other landscaping amenities	Parks	Friends of SBCC, HPC	1-2	3-5		
2.4 Improve Lighting	Parks	HPC, Public Works	1-2	3-5		
2.5 Introduce New Site Amenities	Parks	Friends of SBCC, HPC, Parks Found		3-5		
2.6 Replace and Repair Perimeter Fence	Parks	Friends of SBCC, HPC, Parks Found		3-5		
2.7 Conduct Headstone Repair and Replacement	Parks	Friends of SBCC, HPC, Parks Found		3-5	5+	
2.8 Add new pedestrian entry gate at Linden Avenue	Parks	Friends of SBCC, HPC, Parks Found		3-5	5+	
2.9 Add new pedestrian entry gate at LaPorte Avenue	Parks	Friends of SBCC, HPC, Parks Found			5+	
<b>Strategy 3: Enhance Main (Elm Street) Entryway</b>						
3.1 Acquire properties adjacent to entryway	DCI		1-2			
3.2 Enhance Entry Streetscape	DCI	DCI, HPC, Public Works		3-5		
3.3 Identify and Define Off-Street Parking Areas	DCI	DCI, HPC, Public Works		3-5		
3.4 Add Trees and Landscaping	DCI	DCI, HPC, Public Works		3-5		
3.5 Add Lighting	DCI	Public Works		3-5		
3.6 Add entry identity signage	DCI	HPC, Parks		3-5		
3.7 Identify and Define other Site Amenities	DCI	HPC, Parks			5+	
<b>Strategy 4: Improve Cemetery Access and Aesthetics along Cemetery</b>						
4.1 Restore Colfax Avenue to 2 Way Traffic Pattern	DCI, Public Works		1-2			
4.2 Add trees along Colfax Avenue	DCI, Public Works	Parks	1-2			
4.3 Restore LaSalle Connector to 2 Way Traffic Pattern	DCI, Public Works		1-2	3-5		
4.4 Add Crosswalks at Key Intersections	DCI, Public Works		1-2			
4.5 Add Streetscape Improvements to Elm Street	DCI, Public Works			3-5		
4.6 Add Streetscape Improvements to Linden Avenue	DCI, Public Works			3-5		
4.7 Add Streetscape Improvements to LaPorte Avenue	DCI, Public Works			3-5		
<b>Strategy 5: Develop Additional Neighborhood Open Space</b>						
5.1 Expand West to Walnut	DCI	Parks, Public Works		3-5		
5.2 Expand South to Colfax	DCI	Parks, Public Works		3-5		
5.3 Expand North to Lincoln Way West	DCI	Parks, Public Works			5+	
5.4 Expand Southeast to LaSalle Connector	DCI	Parks, Public Works			5+	

**Key Abbreviations:**

DCI - City of South Bend Department of Community Investment

HPC - St. Joseph County Historic Preservation Commission

DAR - Daughters of the American Revolution (Schuyler Colfax Chapter)

NWSNO - Near Westside Neighborhood Association

Parks - South Bend Parks and Recreation Department

Parks Found - South Bend Park Foundation

SBCC - South Bend City Cemetery



## Resources

### 1. Preservation Assessment of City Cemetery, South Bend, Indiana

Chicora Foundation, Inc.  
Historic Preservation Commission of South Bend  
2009

### 2. Landscapes in History, 2nd Edition

Philip Pregill and Nancy Volkman - 1999 - John Wiley and Sons

### 2. Lincoln Park Neighborhood Revitalization Plan

City of South Bend - Department of Community and Economic Development  
2012

### 3. West Side Main Streets: The Revitalization Plan for Lincoln Way, Western Avenue, and West Side Neighborhoods

City of South Bend - Department of Community Investment and the Urban Enterprise Association of South Bend  
Torti Gallas and Partners  
2014

### 4. City of South Bend: Historic Sites and Structures Inventory

Indiana Department of Natural Resources - Historic Preservation Commission of South Bend and St. Joseph County - Historic Landmarks Foundation of Indiana Administration - 2007

## Advocacy and Activism Groups

### St. Joseph County Historic Preservation Commission

125 S Lafayette Blvd., South Bend, IN. 46601

### South Bend Parks Foundation

### South Bend Heritage Foundation

803 Lincoln Way West, South Bend, IN. 46616

### Daughters of the American Revolution - Schuyler Colfax

### Natatorium/Civil Rights Heritage Society

1040 W. Washington St., South Bend, IN. 46601

### The History Museum

808 W. Washington St., South Bend, IN. 46601

### South Bend Area Geneological Society/Indiana Geneological Society

209 Lincoln Way East, Mishawaka, IN. 46544

### TWIGS Geneological Society

### South Bend Achievement Forum

#### Graphics Disclaimer:

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**CEMETERY HISTORIC DISTRICT**  
**City of South Bend: Historic Sites and Structures Inventory**

- 001 - PETER E. STUDEBAKER MONUMENT; OBELISK; c.1920
- 002 - VETERANS OF WWII MONUMENT; STONE; c.1980
- 003 - STUDEBAKER MAUSOLEUM; ROMANESQUE REVIVAL; 1884
- 004 - KANKAKEE RACE/BRIDGE; STONE BRIDGE; c1895 (ALEXIS COQUILLARD, BUILDER)
- 005 - SAVIDGE MONUMENT; ZINK MONUMENT; 1884
- 006 - NORMAN EDDY POST G.A.R.; STONE MONUMENT; 1914
- 007 - STUDEBAKER MONUMENT; OBELISK; 1874
- 008 - MILLER MAUSOLEUM; GREEK REVIVAL; 1882
- 009 - SCHUYLER COLFAX MONUMENT; STONE MONUMENT; 1885
- 010 - CAST IRON GATES; 1832/1899
- 011 - SEXTON'S LODGE; FREE CLASSIC; 1899

# County Commissioners' Certificate Sale Property Transfer

Anticipated Properties to City as of March 10, 2015



## South Bend Mutual Homes







Infrastructure Legend

Sources:

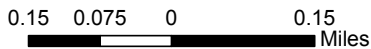
**Non Orthophotography**

Data - Obtained from the State of Indiana Geographical Information Office Library

**Orthophotography** - Obtained from Indiana Map Framework Data ([www.indianamap.org](http://www.indianamap.org))

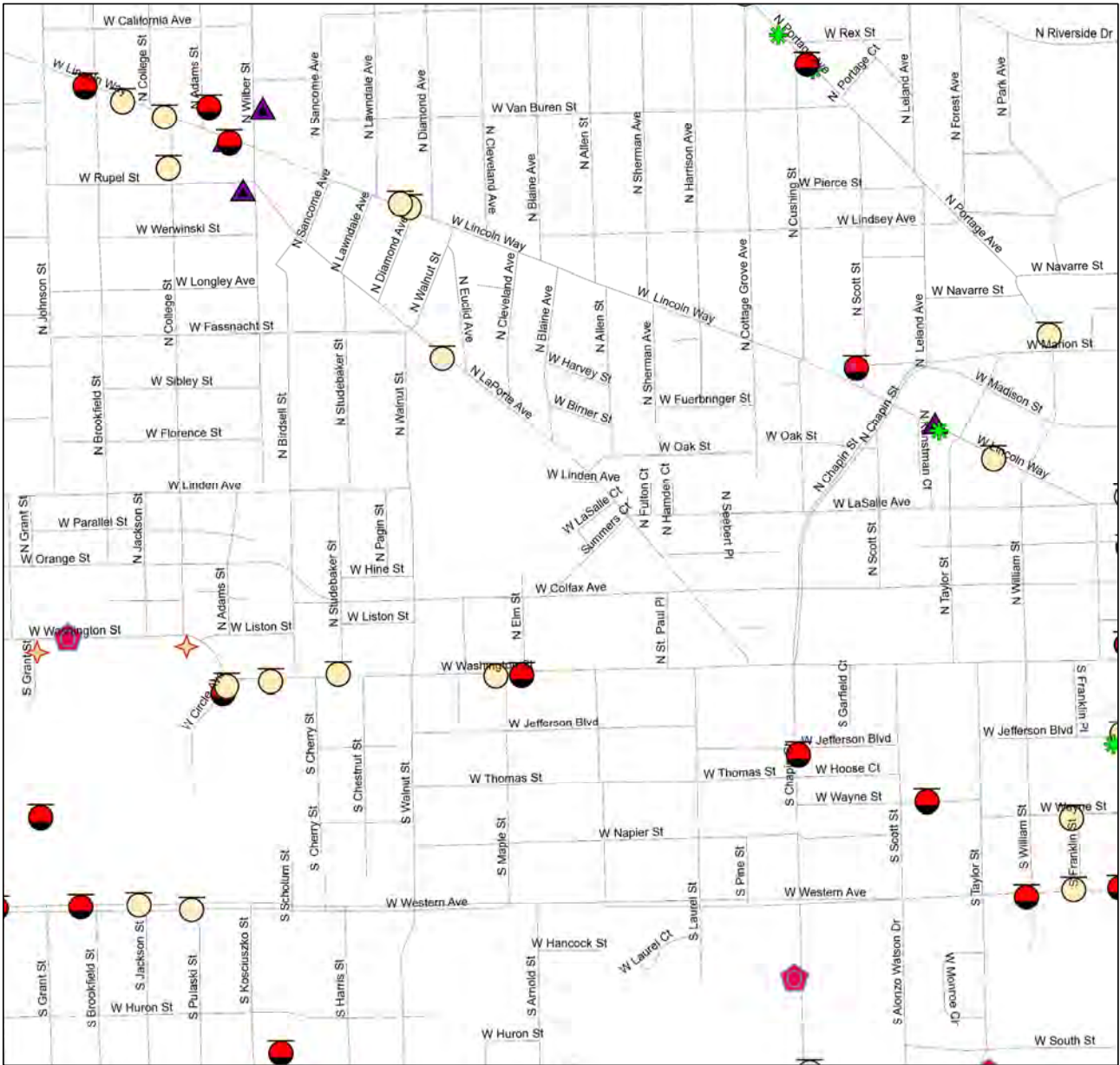
Map Projection: UTM Zone 16 N Map Datum: NAD83

This map is intended to serve as an aid in graphic representation only. This information is not warranted for accuracy or other purposes.

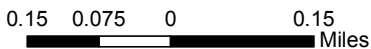
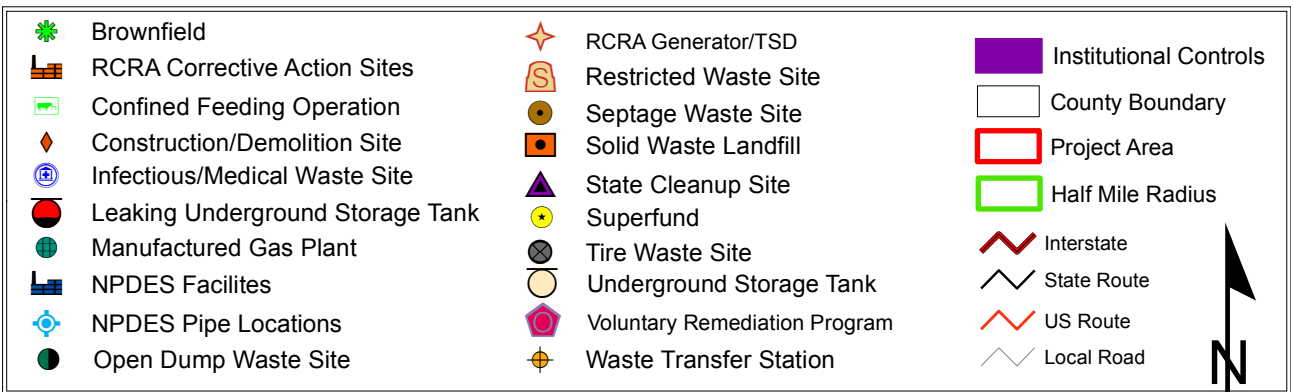


	Religious Facility		Recreation Facility		Project Area
	Religious Facility		Pipeline		Half Mile Radius
	Airport		Railroad		Interstate
	Cemeteries		Trails		State Route
	Hospital		Managed Lands		US Route
	School		County Boundary		Local Road

# Red Flag Investigation - Hazardous Material Concerns



HazMat Concerns Legend



This map is intended to serve as an aid in graphic representation only. This information is not warranted for accuracy or other purposes.

Sources:  
**Non Orthophotography**  
 Data - Obtained from the State of Indiana Geographical Information Office Library  
**Orthophotography** - Obtained from Indiana Map Framework Data ([www.indianamap.org](http://www.indianamap.org))  
 Map Projection: UTM Zone 16 N Map Datum: NAD83



## Focus Group 1 Feedback

### Context

1. What a community cemetery could be
2. Who we are: SB and region's roots are here
3. Make it an attractive desirable destination
4. Emphasis definitely on park aspects - green space
5. Seems very little connection to current residents and neighbors - Make "historic" welcoming
6. Veterans plots
7. Kankakee Mill Race
8. "Connection" to neighborhood. It's isolated
9. Sponsored patriotic events in the cemetery
10. How to include and educate children on the importance and history of the site

### Technology

1. Lock the gate
2. Activity is needed
3. Locking the door on elm - it's never locked
4. Tourist information and mapping
5. Group with other cemeteries on a website - i.e. Highland and Riverview
6. Connect history through technology
7. Subtle lighting that goes on when people [are] walking through
8. Security cameras
9. Enhanced pedestrian access
10. Use as much green tech as possible
11. Info/History access kiosks
12. Re-light everything
13. Someone work out of the cemetery office
14. Making cemetery information available through technology increases connections

### Economics

1. Sell new plots
2. Some benches in cemetery
3. Leave no stone unturned - this is an all-city effort
4. West Washington homes
5. Other than "seed costs" this is to be financially self-sustaining > new lots
6. Create columbariums in abandoned mausoleums
7. Historic Tourism
8. Active cemetery creates some \$\$
9. Link to MLK Center programs
10. NWSNO Link - SB Heritage

### Mobility

1. Parking/Access/Comprehensive Layout
2. Multimodal Access
3. Signage in cemetery to find graves
4. Signage
5. Parking?
6. Establish clear sightlines
7. Open up access pts. from more streets
8. Buy houses on Elm - redo front emphasis on green space



## Focus Group 1 Feedback (continued)

### Materials

1. Fix up the fence and make it a work of art
2. Improve toward a concept. A vision
3. Durable period specific materials
4. Standardize signage to historic standards
5. Restore existing wrought iron and use good materials for expansions
6. Brick street maintenance
7. Easily usable, durable, local

### People

1. Perception: treasure or left over
2. Write-up history of the people buried there
3. Covered areas
4. Link to DTSB tours/other
5. Inclusive
6. Records online
7. How many people know the history of the site?
8. How you could use the cemetery
9. Visitory attraction
10. Picnic areas?
11. City cemetery an asset to neighborhood
12. Walking/biking path
13. Continues to see it as an environmental asset

### Energy/Environment

1. YES!
2. Windmill
3. Arboretum
4. Future green burial site
5. Self sustaining materials and plants to enhance natural environmental control

### Scale

1. Raise the understanding of the scale of the cemetery - importance as a repository of history
2. Cost to expand? Time frame
3. Unexpected and very advantageous
4. Scale is rarely experience from current vantage points - same size of bigger - open up
5. Bring Elm Street Gate out front further - Landscape front areas
6. Buy houses on Elm - Keep Gate, but redo front area
7. Consistent - natural - integrative



## Focus Group 2 Feedback

1. If we don't do anything, we lose everything
2. Genealogy top pursuit - destination tourism
3. Time limit on empty plots and mausoleums?
4. Sensitive to land grab
5. Thomas Gordon Smith @ UND Cemetery
6. Permeability around storm drains
7. Stabilize not gentrify
8. Perception not good > early indicators
9. Identify "right away" items
10. Case Study: Alleghany Cemetery Pittsburgh
11. To neighborhood vs for neighborhood
12. Done in a day - Rotary
13. Parking by original entrance
14. Avoid mega-block
15. Gateway Thresholds
16. Streets ending in park
17. Typology of cemetery sites
18. Sexton's cottage museum
19. 150th Anniversary | Bendix Heritage Tour
20. Play-up Colfax
21. Program: Passive Recreation
22. SB at it's most open and free
23. Veteran's stories: Revolutionary War, War of 1812, Civil War
24. Humanizing stories
25. MLK Program: Service
26. Western destination of museum campuses
27. It's about what we're adding, not talking away
28. Northern area is a dividing line between neighborhoods
29. Part of a larger effort on the West Side
30. Bring asset and build fabric
31. Filling gaps - consolidating open space
32. Pride in area

## Public Input Session Feedback

1. Remove some of the vacant or rundown properties that surround the cemetery
  2. Better street lights (like gas lamps), brick sidewalks
  3. More frequent tours and community events
  4. Make a feature of V.P. Colfax's grave
  5. Pave with appropriate materials
  6. Save the old gas station - use as anchor
- Fill with art pictures from schools and papers written on historical people  
Tagged to destroy. Please give thought. Think outside of the box

### Economics

7. Buy land to north so you can sell cemetery lots for money to maintain it and grow
8. Stabilization must be first - Expansion is so far down the road
9. Expansion is at the bottom of priorities

### People

10. There are residents that, due to culture, may not use a cemetery as a park  
You need to include this point of view in your consideration and presentations
11. I agree with this ^^^
12. What will you do with land lord who do kept up their property?
13. Community Awareness - funding - vandalism - Make the community proud
14. Get involved - get funding to start safety and restoration  
and better signage and visibility

### Technology

15. Use the lighting from Coveleski to improve appeal - in the barn
16. Need band stand
17. Need short wrought iron fence surrounding Colfax Family Site

### Mobility

18. Colfax Ave. Two way plausible

### Energy/Environment

19. Cobblestone paths and walkways
20. Street signs with names and sections identified
21. Cut all dead trees down

## Online Feedback

The children we work with see the cemetery as a space of beauty. They recognize exactly what you mentioned in the message above that it was an integrated space. It also represents the stories of the past to children. I wonder how we honor that cemetery as our places of story. How can we create opportunities for people to tell their stories or share their stories with one another in meaningful ways?

Does it mean circular benches rather than straight ones? Circular picnic tables instead of rectangle ones?

It could also mean space under a shelter with some plaques that encourage writing or reflecting on one's own family past?

What about a space of tribute to local writers? Children also that the cemetery should be beautiful to honor the stories of the past. How can we plan native plants or low maintenance shrubbery our bushes that flower and bloom in beautiful ways during the spring and summer?

Also, is there a way to bring in walking paths? Perhaps we can create a space of pathways with markers along the way telling the stories of significant people in South Bend might be buried there. This way the cemetery becomes the story in South Bend as well as the individual stories of the people who are buried there.



## Table 1

1. New burials/Cremations
2. Programming
3. Open Gate
4. Pathway Improvement

## Other Feedback (Table 1)

1. Open access from Linden on East side of cemetery
2. Expand between LaSalle and Church
3. Improvements to Sexton Cottage
4. Programming - Use Sexton Cottage/Potential for staff on site
5. Opportunities for those that are cremated
6. Transpo Bus Stops at Elm/Colfax Intersection
7. Signage in cemetery to help people navigate
8. Available land in cemetery > sell space

## Table 2

1. Colfax entry/open up/planting
2. Lighting inside/out
3. Additional Entrance (Linden)

## Other Feedback (Table 2)

1. Street lighting
2. Make entrances expand West to Walnut
3. Emphasize West axis
4. New Mausoleums
5. Use as complementary green space, open access park (no fence)
6. Consider wider boulevard on Linden
7. Potential for entrance off of Linden on West side of cemetery
8. Garden planting along LaSalle and at entrance
9. Open view to gate
10. Visitor Center at cottage
11. Parking area?
12. Plantings and flowers along pathways

## Table 3

1. Two-way traffic
2. Entry enhancement
3. Enhance relationships and better understanding of historical significance and civil rights
4. Additional open space areas



## Public Planning Meeting Feedback (continued)

### Other feedback (Table 3)

1. 2way helps church wayfinding
2. Hard for turning movements
3. Revitalize cemetery and make more accessible
4. Connection with the value of city
5. Expand to Colfax, LaPorte, and Walnut
6. Fear of relocation, removal of heritage
7. Add gate to Linden to make it walkable
8. Roundabout at LaSalle and Colfax (this could be confusing)
9. Tours and promotion
10. Create a landmark and a destination
11. Create a reflection area (i.e. grotto)
12. History connection with civil rights
13. Theme helps with connection to others
14. How do you fit 2way on LaSalle

### Table 4

1. Security/Visibility/Lighting
2. Parking/Accessibility/Paths and flow
3. Signage
4. Sell lots

### Other Feedback (Table 4)

1. Security camera
2. Edging paths
3. Lighting inside and out
4. Pathway improvements - Brick?
5. Signage inside for paths to allow for traffic flow
6. Edging along paths
7. "Godzilla" oversized groundhog - banish to zoo
8. Sell Vision: Volunteers/community buy-in - family bequests back space
9. Promote concept: business sponsorship
10. Community space for justice centers
11. Expand cemetery north
12. Activate frontage along Lincolnway
13. Use gas station at corner of LaPorte and Walnut
14. Dwarf trees within cemetery
15. Parking between cemetery and LaSalle
16. Entrance trees along Elm
17. Show lighting and updates soon
18. Semi-dwarf trees along Lincolnway
19. When talking about open space/green space why not just call it cemetery plots  
Say it like it is
20. Signage and lighting priority
21. Security
22. Smaller trees - roots, storm damage







**South Bend City Cemetery Master Plan**  
**City of South Bend: Historic Sites and Structures Inventory**

Prepared By:

**Troyer Group**

550 Union Street | Mishawaka, IN. 46544

[troyergroup.com](http://troyergroup.com)