

Northeast Neighborhood Plan Adopted October 2022

Table of Contents

- What is a Plan?
- Neighborhood Background
- Planning Process & Engagement
- What We Heard
- Neighborhood Planning Principles
- Scale of Development
- Neighborhood Plan
- Streets & Transportation
- Housing
- Preserve Historic Character
- Sustainability
- Built Form & Zoning

Acknowledgments

James Mueller, Mayor of City of South Bend Troy Warner, City Council Member, 4th District

Special thanks to all the residents, area organizations and institutions that shared their thoughts and vision for the future of the Northeast Neighborhood.

Department of Community Investment

Tim Corcoran, Director of Planning and Community Resources Michael Divita, Principal Planner Chris Dressel, Senior Planner Andrew Netter, Senior Planner Angela Rose, Senior Planner

Planning Consultants

Torti Gallas + Partners **Toole Design**







What is a Plan?

A neighborhood plan is a shared statement about the desired long-term future for that area and a strategy to reach those goals. Developed through a public engagement process, a plan is a guide for:

- · Making decisions about what kind of development and services are appropriate,
- How resources should be allocated, and
- How issues residents, business and property owners, and others in the neighborhood are concerned about should be addressed.

Created in the context of the needs and priorities of the larger region, a neighborhood plan focuses on assets and challenges unique to that specific area. Neighborhood plans seek to create a more livable urban place that is attractive, healthy, equitable, and sustainable for current and future generations.

Once adopted, a neighborhood plan becomes official city policy as an amendment to the City's Comprehensive Plan.

What does it include?

Neighborhood plans typically identify strategies to be implemented over the next 20+ years for the following topics:

- · Public facilities and infrastructure (including parks, streets, sidewalks, bicycle facilities, lighting, and utilities),
- Housing (types, condition, and affordability),
- · Zoning (building types and design, density, and locations for residential, commercial, industrial, and mixed-use development), and
- · Other matters important to the neighborhood.

Who is it for?

- Neighborhood residents will use the plan to understand proposed initiatives in the short, medium, and long terms.
- Developers, builders, and other individuals will use the plan to help determine the type, scale, intensity, and location of projects.
- Public officials and community leaders will use the plan to direct funding and to make decisions on zoning issues.
- City staff will use the plan to understand key neighborhood issues and as a guide to implementing priority projects and initiatives.

How is it used?

A neighborhood plan provides a broad framework for future initiatives, and it serves as a starting point for more detailed planning and public engagement as individual projects are pursued. A plan will continually evolve to meet the changing needs and context of the community.

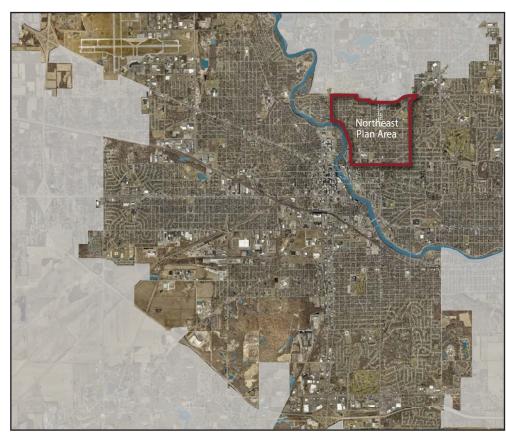
The maps, diagrams, photographs, and other graphics presented within a neighborhood plan are illustrations of its key features. These images are not intended to represent the exact results expected from the implementation of the plan, but they provide a general representation of development principles, desired building types, land use, infrastructure, and other elements that the plan establishes.

The specific scope, final form, and timing of neighborhood plan initiatives will depend on market demand, the interest of private organizations and individuals, available resources, and direction from further public engagement.

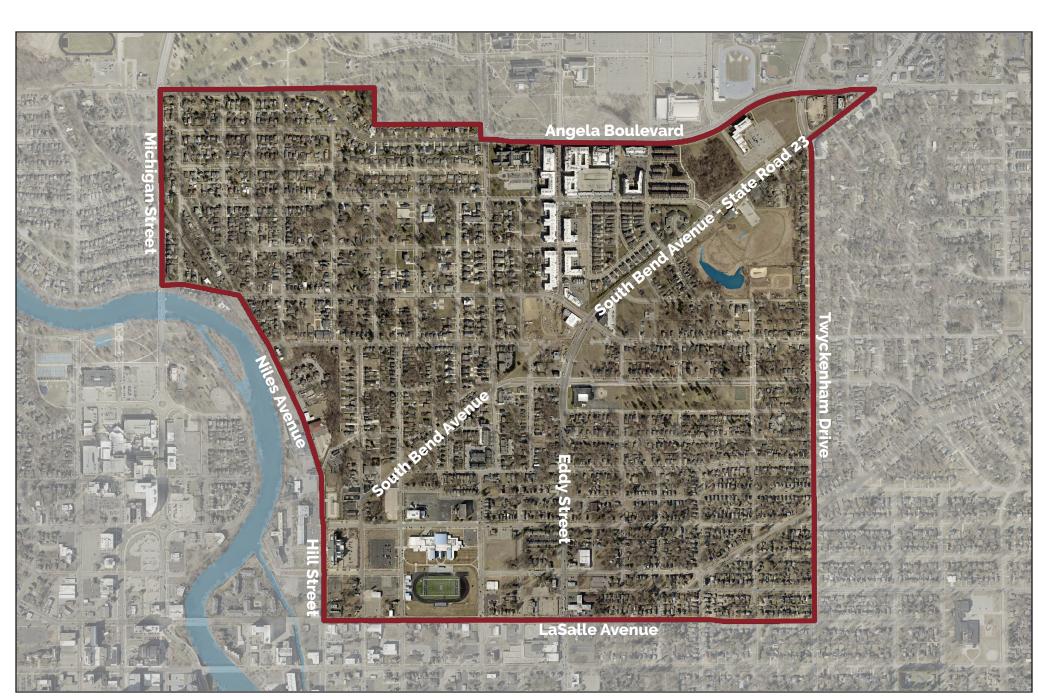
Neighborhood Background

Planning Area

The Northeast Neighborhood is in the northeast quadrant of South Bend and is roughly bounded by Angela Boulevard on the north, Twyckenham Drive on the east, LaSalle Avenue on the south, and Niles Avenue and Michigan Street on the west.



Northeast Neighborhood Context Map.



Northeast Neighborhood Boundary Map.

Existing Conditions

University: Proximity to University of Notre Dame has encouraged housing redevelopment

Harter Heights: Area with historic homes and established urban fabric

Residential Development: Area experiencing extensive housing redevelopment

Development Area: Development interest expanding outward from **Eddy Street Commons**

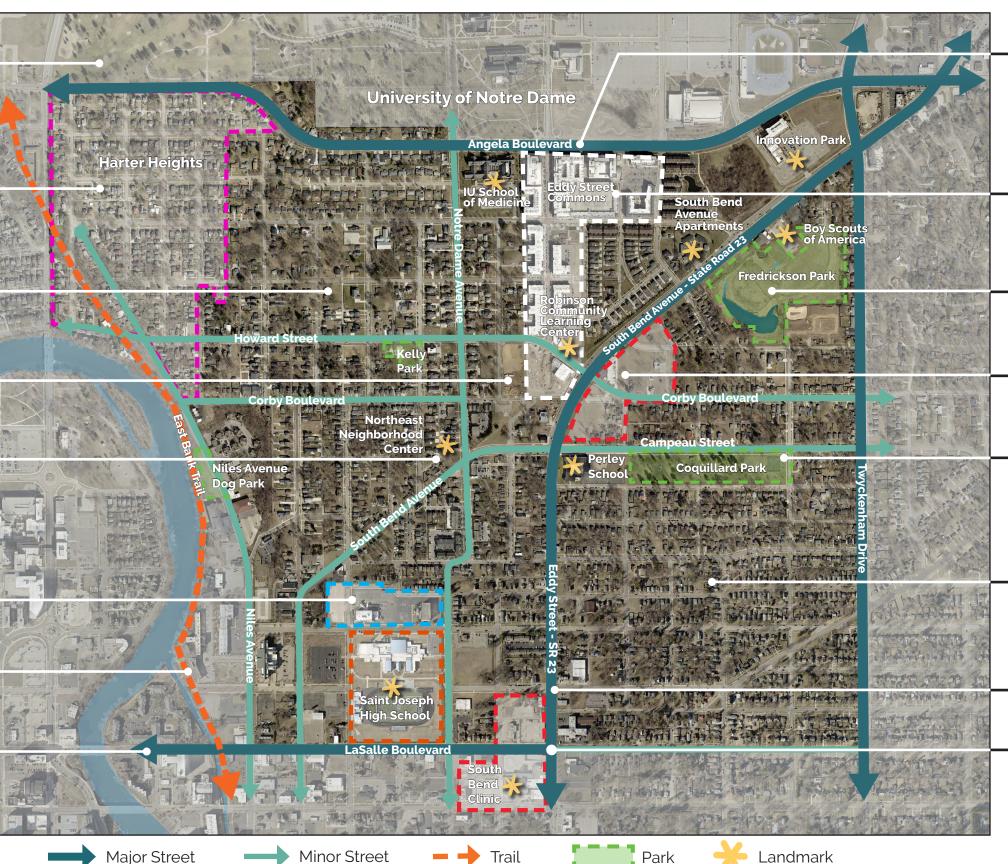
Northeast Neighborhood Center:

Advocates for neighborhood needs and hosts food pantry.

Pavilions Site: Underutilized office buildings and property

East Bank Trail: Popular walking/ biking trail; lacking strong connection to neighborhood

LaSalle Boulevard: Major east-west street connecting the neighborhood to Downtown; wide street that prioritizes motor vehicle traffic



Angela Boulevard: Wide street of up to 5 lanes of traffic creates barrier to the north; lacking safe pedestrian connections between University and neighborhood

Eddy Street Commons: Center for shopping and entertainment for university and neighborhood

Fredrickson Park: Underutilized park on reclaimed brownfield site; lacking neighborhood access and visibility

East of State Road 23: Area of mostly vacant lots

Coquillard Park: Undefined spaces and equipment nearing end of life cycle

Perley School (Rise Up Academy): Underutilized building and parking lot

Residential: Area primarily composed of detached houses

Eddy Street: Major thoroughfare with fast moving traffic creates barrier through neighborhood; mixture of residential and neighborhood-scale

Eddy & LaSalle: Wide intersection prioritizes vehicle traffic over pedestrian movement; uncomfortable crossing between South Bend Clinic and Clinic parking lot

Neighborhood Character

Located south of the University of Notre Dame, the Northeast Neighborhood features a full range of housing choices, important community institutions, and commercial uses. The neighborhood contains a mixture of historic housing styles and new construction. Below is a sampling of the neighborhood's character.

























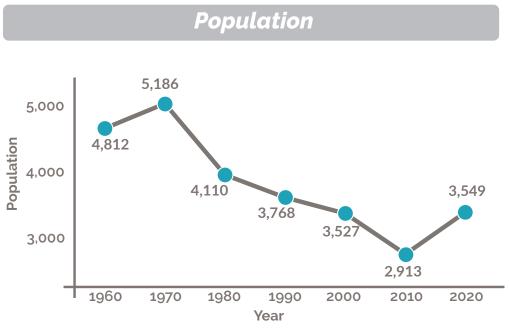
Top Row (left to right): Eddy Street Commons, Northeast Neighborhood Center, Perley School (Rise Up Academy). Peashway Street.

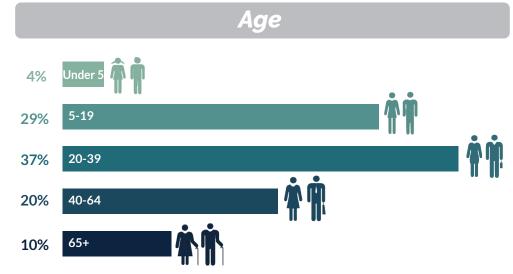
Middle Row (left to right): Miner Street, Darby Row, Burns Avenue. Hill Street.

Bottom Row (left to right): Campeau Street, Coquillard Park, Robinson Community Learning Center, Miner Street.

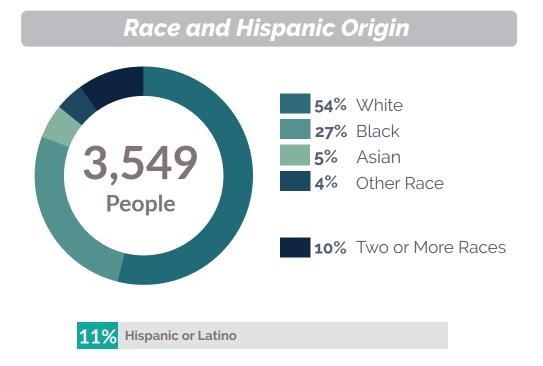
Neighborhood Data

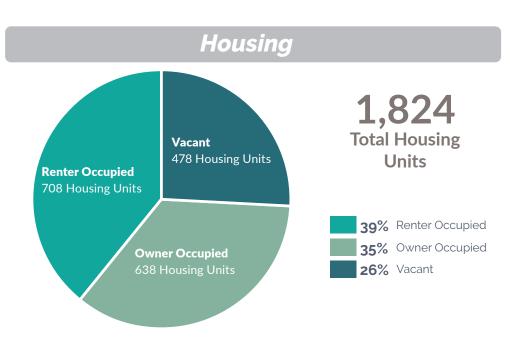
All figures are from the 2020 Census and are based on Census Tract 10, which approximates the Northeast Neighborhood, unless otherwise noted.











Source: 2020 ACS 5-Year Estimates.

Household Income

Percentage of households within each household income range

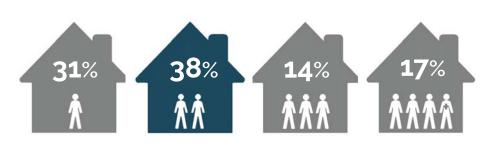


Average Household Income: \$46,529

Source: 2020 ACS 5-Year Estimates.

Household Size

Number of Households: 1,346



Average Household Size: 2.66 people

Source: 2020 ACS 5-Year Estimates.

Planning Process & Engagement

Overview

The City of South Bend developed this plan through a process that engaged residents, businesses, institutions, government agencies, and other neighborhood stakeholders. The planning process included online surveys, key stakeholder interviews, and in-person/virtual workshops that gathered critical information about the Northeast Neighborhood's existing conditions, needs, and opportunities. This engagement provided the basis for this plan. During the planning process, the City provided updates to the neighborhood organizations, Plan Commission, and Common Council.

March 2021



March - June



April









east Rum Iborhood Neig Participate Click

Outreach Methods

The City used a series of outreach methods throughout the planning process to encourage participation. These methods included mailings to over 10,000 residents and property owners, e-mail lists, press releases, water bill announcements, posters, yard signs, door hangers, presentations to neighborhood associations, and attendance at other community events.

Stakeholder Meetings

The City's Planning staff conducted about 20 virtual meetings with neighborhood stakeholders. Stakeholders included neighborhood associations, community and nonprofit organizations, faith-based institutions, businesses, developers, City departments, and City Council representatives. These conversations began to outline general themes and potential focus areas for the neighborhood plan.

Together South Bend

The City created an online engagement platform called Together South Bend that allowed residents to participate in the planning process from anywhere and at any time by using interactive mapping tools and surveys, Together South Bend mirrored the methods of collecting feedback traditionally seen at public meetings. The platform included an overview of the process and planning exercises about infrastructure, housing, open space, and quality of life topics, all available in both English and Spanish.

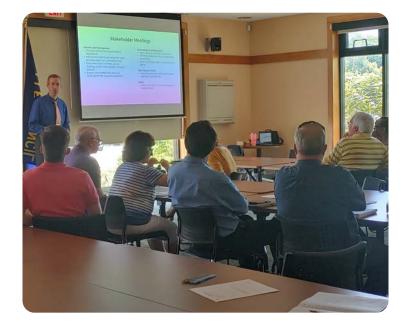
August

June 2022

September









Visioning Workshop

Two identical visioning workshops, each held in person and virtually, focused on understanding the neighborhood and its vision for the future. Participants were asked big-picture questions and completed exercises on topics such as housing, infrastructure, land use and building form, neighborhood amenities, and neighborhood specific issues.

Priorities Workshop

At the neighborhood priorities workshop, participants confirmed that the data gathered from the online engagement platform and the visioning workshops were complete and represented their ideas. The community was then asked to prioritize potential neighborhood initiatives. This helped prepare the framework and priorities outlined in this plan.

Open House

After a draft neighborhood plan document was created, the City held an open house to present it to neighborhood stakeholders and ask for feedback.

Adoption

Following public hearings, the Plan Commission and Common Council adopted the Near West Side Neighborhood Plan as an amendment to the Comprehensive Plan. This Plan now serves as the City's official policy for the area.

What We Heard

Following are the main ideas expressed during the public engagement process for the Northeast Neighborhood. The items in **bold** were identified as priority projects at the public workshops.

Streets & Transportation

Calm traffic along the following streets:

- Angela Boulevard
- · Corby Boulevard
- Eddy Street (south of Campeau Street), especially to provide a better environment for people on foot or bicycles
- Howard Street; improve its intersection with State Road 23
- Notre Dame Avenue; improve its intersection with South Bend Avenue
- South Bend Avenue; improve its intersection with Hill Street

Make street crossings safer and more comfortable, particularly along State Road 23, LaSalle Avenue, and Angela Boulevard

Add more protected bike lanes and shared use trails

Improve East Bank Trail crossing of North Shore Drive

Improve the transportation connection between Notre Dame/Eddy Street Commons area and Downtown South Bend

Repair curbs and sidewalks

Plant street trees where possible

Improve alley conditions

Create consistent lighting of streets and parks

Housing

Diversify housing types, especially by adding missing middle housing

Preserve and expand affordable housing options

Provide opportunities for people to stay in their homes / neighborhood as they age

Promote and expand home repair program

Identify homes needing repair through code enforcement

Built Form & Zoning

Increase housing density in targeted areas to support additional amenities

Develop area immediately north of South Bend Clinic to provide restaurants and other commercial services to the neighborhood and Clinic clients and staff

Other Amenities

Create better recreational spaces, like Kelly Park

Improve access and amenities at Coquillard Park

Improve access to Fredrickson Park

Seek additional restaurants and coffee shops

Support having a conventional public school in the neighborhood, but if Perley School building is not used, determine its future

Address small pockets of crime and violence in the neighborhood









Discussing neighborhood amenities during a Neighborhood Workshop.





Some of the input provided at the Priorities Workshop.

Neighborhood Planning Principles

The characteristics described below serve as the guiding principles for the development of the Northeast Neighborhood Plan. These principles were formed through the neighborhood planning process.



Urban

The neighborhood is walkable, has a network of well-connected streets and blocks, and a variety of public spaces. It contains a range of housing types that draws people from all economic levels. Amenities such as stores, schools, healthcare, entertainment, parks, cultural institutions, and places of worship are within a convenient distance.



Attractive

The neighborhood's physical environment is thoughtfully managed to make it desirable, competitive, and vibrant. The neighborhood features well maintained buildings and properties, safe streets for all users, quality public spaces, and a memorable, unique identity.



Healthy

The neighborhood encourages an active lifestyle for residents and visitors, regardless of age or ability, through engaging open spaces and comfortable transportation options. Access to nutritious, fresh, and affordable food. The neighborhood is free of pollution that would notably impact its residents.



Equitable

The neighborhood's housing accommodates the unique needs, desires, and income levels of all households. Historic disinvestment is addressed through zoning reform and increased private and public investment promoting recovery.



(5) Sustainable

The neighborhood fully uses its existing infrastructure, preserves and reuses structures of historical and/or architectural significance, implements sensible environmental policies, and is committed to reducing its carbon footprint. The neighborhood is resilient, including by being prepared for the effects of climate change.







Campeau Street.

Scale of Development

This plan refers to low-, medium-, and high-density development. Below are illustrations of the scale of each for the Northeast Neighborhood. Each scale of development incorporates and builds upon the scalebelow to help create a diversity of housing options.

Low-Density









Medium-Density
Medium-density areas would include buildings of this scale, as well as buildings from the low-density category.









High-Density

High-density areas would include buildings of this scale, as well as buildings from the medium-density category.









Neighborhood Plan

The following is a list of Northeast Neighborhood project ideas which may be pursued by the City, nonprofit organizations, and the private sector over the next 20 years. More information on the concepts listed below may be found on the following pages.

- LaSalle Avenue-Niles Avenue Area Fill vacant and underutilized lots with medium- to highdensity residential and mixed-use development.
- Niles Avenue Area Fill vacant and underutilized lots with medium- to highdensity residential development providing views to downtown and the St. Joseph River.
- **Pavilions Site** If office buildings are no longer used, convert or redevelop site into medium-density residential development; reestablish St. Peter Street to Cedar Street.
- Notre Dame Avenue South Bend Avenue Area Fill vacant and underutilized lots with medium-density residential development.
- LaSalle Avenue Eddy Street Area Redevelop underutilized lots at the northwest corner into mixed-use development and a parking garage serving South Bend Clinic visitors and staff; add medium-density residential development along adjacent streets.
- **Leady Street Central** Fill vacant and underutilized lots with medium-density residential development that blends well into adjoining blocks.
- Perley School Work with South Bend Community School Corporation on potential educational and community uses and development opportunities, including facing Coquillard Park.
- Coquillard Park Area Enhance amenities at the park following a more detailed park master plan process; connect Arthur Street along west edge of park; fill vacant and underutilized lots fronting park with medium-density residential development.

Fill vacant lots with high-density development, including apartments and destination commercial uses.

- Howard Street & Corby Boulevard Area Fill vacant lots with medium- to high-density residential and mixed-use development.
- State Road 23 Howard Street Area Promote neighborhood identity and add placemaking element at northwest corner to complete four corners of intersection.
- **South Bend Avenue Frances Street Area** Fill vacant and underutilized lots southwest of Eddy Street Commons with medium- to high-density residential and mixed-use development.
- Frances Street Napoleon Street Area Construct medium-density residential buildings that transition from Eddy Street Commons and the Indiana University School of Medicine to single-unit dwellings to the west.
- Fredrickson Park Enhance amenities at the park following a more detailed park master plan process; improve connections and visibility to park along South Bend Avenue and Howard Street.
- South Bend Avenue Garland Street Area Redevelop underutilized lots for medium-density residential or mixed-use development transitioning to neighborhoodscale residential development along Fredrickson Park and Twyckenham Drive.
- **Innovation Park** Continue expansion as demand warrants with buildings that address the perimeter streets.
- Edison Road-South Bend Avenue Twyckenham Drive Area Fill vacant and underutilized lots with high-density commercial or mixed-use development.

Infrastructure

Traffic Calming & Streetscape Improvements

Angela Boulevard South Bend Avenue Corby Boulevard Campeau Street **Eddy Street Howard Street** LaSalle Avenue Notre Dame Avenue

Arthur Street Add street segment at west edge of Coquillard Park

Intersection Improvements

Angela Boulevard - Notre Dame Avenue

Angela Boulevard - Eddy Street Angela Boulevard - Twyckenham Drive

South Bend Avenue - Edison Road

South Bend Avenue - Twyckenham Drive

Leeper Avenue - Niles Avenue - Napoleon Street East Bank Trail - North Shore Drive - Niles Avenue

Hill Street - South Bend Avenue

Notre Dame Avenue - South Bend Avenue

Notre Dame Avenue - Sorin Street

State Road 23 - Howard Street/Corby Boulevard

Eddy Street - Campeau Street

Twyckenham Drive - Rockne Drive

Rockne Drive - Sunnyside Avenue -

McKinley Avenue - Madison Street

Notre Dame Avenue - LaSalle Avenue

Eddy Street - LaSalle Avenue

LaSalle Avenue - Hill Street

Improved Pedestrian Crossing
South Bend Avenue near Napoleon Street

Existing Trails

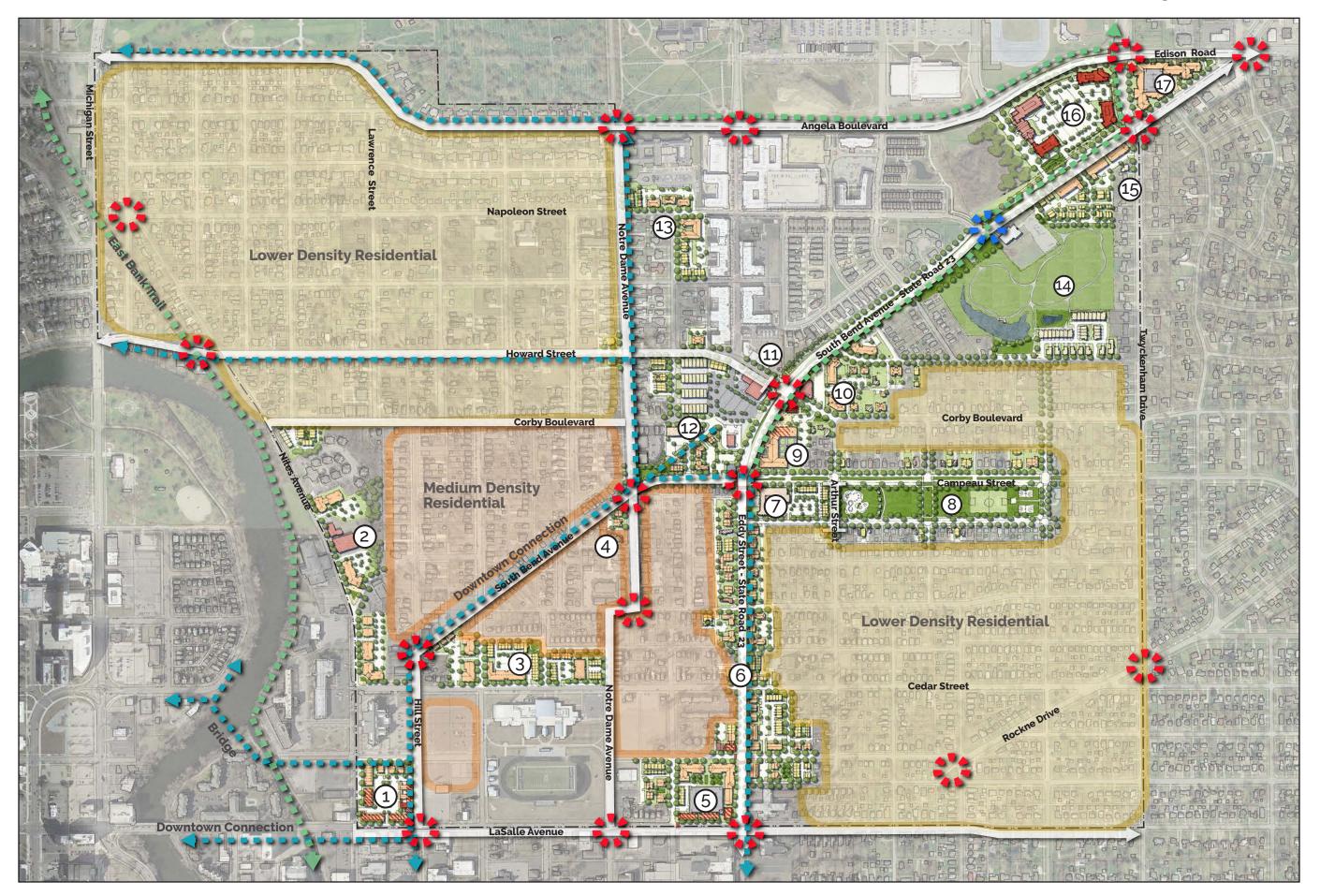
Enhance connections between East Bank Trail and neiahborhood

Shared use trails along Angela Boulevard and SR 23

Proposed Trail Connections

Create direct trail connection between Notre Dame and Downtown Howard Street side path

Extend current multi-use trail system





LaSalle Avenue-Niles Avenue concept.

- A Mixed-use; active ground floor
- B Parking internal to block
- C Widened alley for vehicular access



LaSalle Avenue, looking west at Niles Avenue.

LaSalle Avenue - Niles Avenue Area | Sites 1, 2

A walkable area of restaurants, unique shops, townhouses, and apartments that connects the Northeast Neighborhood to the East Bank can be fashioned around the LaSalle Avenue - Niles Avenue intersection. Urban-styled development of generally 2-5 stories could take the place of vacant and underutilized lots. Streetscape improvements can be made to LaSalle Avenue to support this environment; traffic would be calmed, sidewalks widened to support comfortable walking and outdoor dining, and bike routes separated from vehicle traffic added. Farther north on Niles Avenue, underutilized lots could be used for medium- to high-density residential development providing views of downtown and the St. Joseph River.



Pavilions Site concept.

Pavilions Site | Site 3

If the Pavilion buildings are no longer used as offices, the properties, including the parking lots, can be converted or redeveloped into residential uses. Apartment buildings and townhouses of 2-4 stories could line the streets, with parking internal to the block. St. Peter Street can be extended south to Cedar Street to provide better neighborhood connectivity.

- A Parking lot reuse
- B St. Peter Street extension
- C Parking internal to block

Notre Dame Avenue - South Bend Avenue | Site 4

Apartment buildings and townhouses could fill vacant and underutilized lots (see map on page 15).



LaSalle Avenue - Eddy Street concept.

LaSalle Avenue - Eddy Street Area | Site 5

In coordination with the South Bend Clinic, a small mixed-use center can be established at the northwest corner of LaSalle Avenue and Eddy Street. Businesses could serve the neighborhood and Clinic visitors and staff. A parking garage interior to the block can allow for additional parking and provide space for other uses. A mix of residential building types of 2-4 stories would blend back into the neighborhood. LaSalle Avenue and Eddy Street may be narrowed to support safe pedestrian crossings.

- Active ground floor uses with office or residential above
- B Parking structure
- (C) Medium- to high-density residential or South Bend Clinic related office
- D Intersection improvement to promote pedestrian safety



Eddy Street Central concept.

Eddy Street Central | Site 6

Eddy Street Central, the portion of the street roughly between Campeau Street and LaSalle Avenue, can be lined with a mix of neighborhoodscale residential development, typically small apartment buildings and townhouses of 2-3 stories. A limited number of neighborhood-serving

businesses may be found on street corners. The City and INDOT could reconstruct the street to enhance the pedestrian experience. Sidewalks and bike lanes could be separated from the street by a row of large trees, and crossing between both sides of Eddy Street would be comfortable and safe.



Eddy Street Central.



Coquillard Park with residential development along new Arthur Street connection.



Coquillard Park and Perley School concept, including Arthur Street connection.

- Full use of Perley School building
- Arthur Street connected between Campeau Street and Chalfant Street; townhomes on the west side of Arthur Street
- Master plan needed for Coquillard Park
- Medium-density development fronting Coquillard Park

Perley School | Site 7

Through partnerships, the South Bend Community School Corporation can ensure the Perley School building remains a center of the Northeast Neighborhood. The school may feature a mix of educational, community, and residential uses. A reconfiguration of the property would allow the eastern end of the site to be developed for neighborhood-scale residential units overlooking an enhanced Coquillard Park.

Coquillard Park | Site 8

Coquillard Park can be a cherished, safe green space serving the Northeast Neighborhood. The park can support a combination of active and passive uses that creates more intimate spaces within it, though the specific amenities would be determined through a public master planning process led by the South Bend Department of Venues, Parks, and Arts. An extension of Arthur Street between Campeau and Chalfant Streets can provide better connectivity, visibility, and definition to the park's west edge. With their desirable proximity to Coquillard Park, properties overlooking it can host a mix of single-unit dwellings and neighborhood-scale residential buildings of up to four units.



Five Corners concept.

- A High-density residential development
- B Opportunity for high-profile destination retail or restaurant
- C Neighborhood placemaking element
- Mixture of densities tapering down from State Road 23 to the east



Corner of State Road 23 and Howard Street/Corby Boulevard looking northwest...

Five Corners | Sites 9, 10, 11

The former Five Corners can be transformed from an area of speeding cars and underutilized properties into a landmark corner that extends the energy of Eddy Street Commons. The busy State Road 23 intersection with Howard Street/Corby Boulevard can be improved to ease pedestrian access. A placemaking element

can be constructed at the intersection's northwest corner to help define the area. On the east side of the intersection, mixed-use development of 3-4 stories can taper to apartments, townhouses, and other neighborhood-scale residential buildings of 2-3 stories.



South Bend Avenue - Frances Street concept.

South Bend Avenue - Frances Street Area | Site 12

The South Bend Avenue-Frances Street area can feature medium- to high-density mixed-use and residential development. Larger apartment and condominium buildings of 3-4 stories that may include ground-floor commercial uses could be found closer to Eddy Street and Campeau Street. Smaller apartment buildings, townhouses, and other neighborhood-scale residential buildings of 2-3 stories could provide a transition to the existing single-unit dwellings to the west.





Medium-density residential development to transition from Eddy Street Commons to housing to the west



Housing on Frances Street concept.

Frances Street - Napoleon Street Area | Site 13

In the area of Frances and Napoleon Streets, neighborhood- scale residential buildings, such as small apartment buildings and townhouses, of 2-3 stories can fill vacant lots. These buildings would provide a sensitive transition from the scale of Eddy Street Commons and the Indiana University School of Medicine to single-unit dwellings to the south and west.

- A Parking behind buildings with vehicular access from alley
- B Medium-density residential development providing transition in building scale
- C Potential site for medium-density residential development



Fredrickson Park, Innovation Park, and Edison Road - South Bend Avenue - Twyckenham Drive area concept.

Fredrickson Park Area | Sites 14, 15

The edges of Fredrickson Park along South Bend Avenue and Howard Street can be improved to offer better access and visibility to it. A public master planning process led by the South Bend Department of Venues, Parks, and Arts can be completed to determine if the park's amenities should be altered. Residential buildings can be added outside the northeast and southeast corners of Fredrickson Park; these buildings could have a park view and could provide passive monitoring of the park. In this area, underutilized lots along South Bend Avenue can be used for apartment buildings of 3-4 stories. These buildings may include limited commercial components. Away from South Bend Avenue, properties bordering Fredrickson Park can feature a mix of 2- to 3-story housing types, including townhouses and multi-unit residential buildings of up to 4 units.

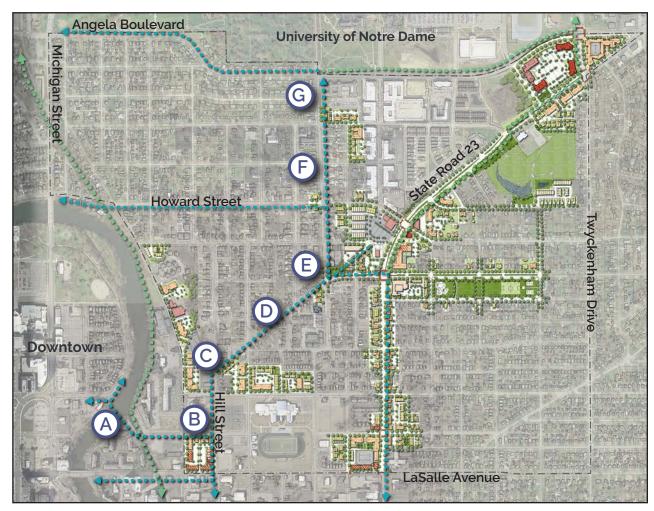
- A Howard Street edge improved, including a pedestrian access point to park
- B Park expansion to South Bend Avenue for greater visibility
- Boys Scouts STEM park integrated into Fredrickson Park
- Medium-density residences fronting park with higher density development fronting South Bend Avenue
- E Jacob & Garland Streets connected by narrow street along park edge

Innovation Park | Site 16

Innovation Park can continue to expand over time. Buildings address the perimeter streets and create a screened central parking area.

Edison Road - South Bend Avenue - Twyckenham Drive | Site 17

Mixed-use buildings can fill underutilized spaces in the triangle bounded by Edison Road, South Bend Avenue, and Twyckenham Drive. The building at South Bend Avenue and Edison Road features an architectural element at the corner.



Downtown Connection and East Bank Trail expansion concept map



Existing Trails

Proposed Connections

- New pedestrian bridge to connect to west side of river
- Hill Street shared use path
- Intersection alignment improvements at Hill Street and South Bend Avenue
- South Bend Avenue shared use path

- Intersection narrowing at Notre Dame Avenue and South Bend Avenue
- Notre Dame Avenue protected bike lanes
- Intersection improvement alignment at Notre Dame Avenue and Angela Boulevard



Shared use path along South Bend Avenue, looking southwest from Notre Dame Avenue.

Notre Dame to Downtown Connection

A direct, high-quality connection between downtown South Bend and the University of Notre Dame can be added for people on foot and bicycle. Running along Notre Dame Avenue, South Bend Avenue, and Hill Street to LaSalle and Colfax Avenues, this connection could feature decorative lighting, trees, and street crossings giving preference to active transportation users.

Streets & Transportation

Streetscape Improvements & Traffic Calming

Throughout the planning process, participants frequently noted the need to address the condition of streets, alleys, sidewalks, and lighting within the Northeast Neighborhood. As these types of infrastructure improvements are important to every neighborhood in South Bend, they should be addressed on a citywide scale according to condition, funding, and current priorities.

Yet, this plan does identify places to receive improvements beyond general maintenance. The project list that follows was developed based on input gathered at neighborhood workshops, from 311 calls to the City of South Bend, and planning and engineering considerations.

Changes to streets in the Northeast Neighborhood should be completed in accordance with South Bend's Complete Street policy. The use of streets by people on foot and bicycle is prioritized over high-speed vehicle travel. Street improvements should support the use of the Transpo bus system, including by improving the comfort of bus stops.

Streetscape Improvements

Streetscape improvements are large-scale projects that may:

- have significant traffic and aesthetic impacts;
- include changes to street pavement width, the full replacement of driveway approaches, curbs, and sidewalks;
- · upgrade street trees and lighting; and
- include traffic calming elements.

Priority Areas

Angela Boulevard

Campeau Street

Eddy Street

LaSalle Avenue

Notre Dame Avenue

South Bend Avenue

Traffic Calming

Traffic calming involves small-scale interventions to alter the physical design of a street to improve safety for motorists and people on foot or bicycles.

Priority Areas

Corby Boulevard

Hill Street

Howard Street

McKinley Avenue

Intersection Improvements

Intersection improvements are projects that improve safety, often by reducing excessive pavement widths and enhancing pedestrian crossings.

Priority Areas

Angela Boulevard - Notre Dame Avenue

Angela Boulevard - Eddy Street

Angela Boulevard - Twyckenham Drive

South Bend Avenue - Edison Road

South Bend Avenue - Twyckenham Drive

Leeper Avenue - Niles Avenue - Napoleon Street

East Bank Trail - North Shore Drive - Niles Avenue

Hill Street - South Bend Avenue

Notre Dame Avenue - South Bend Avenue

Notre Dame Avenue - Sorin Street

State Road 23 - Howard Street/Corby Boulevard

Eddy Street - Campeau Street

Twyckenham Drive - Rockne Drive

Rockne Drive - Sunnyside Avenue -

McKinley Avenue - Madison Street

Eddy Street - LaSalle Avenue

LaSalle Avenue - Notre Dame Avenue

LaSalle Avenue - Hill Street

During the planning process, participants were asked a series of questions about streets, bicycle infrastructure, and other infrastructure topics.



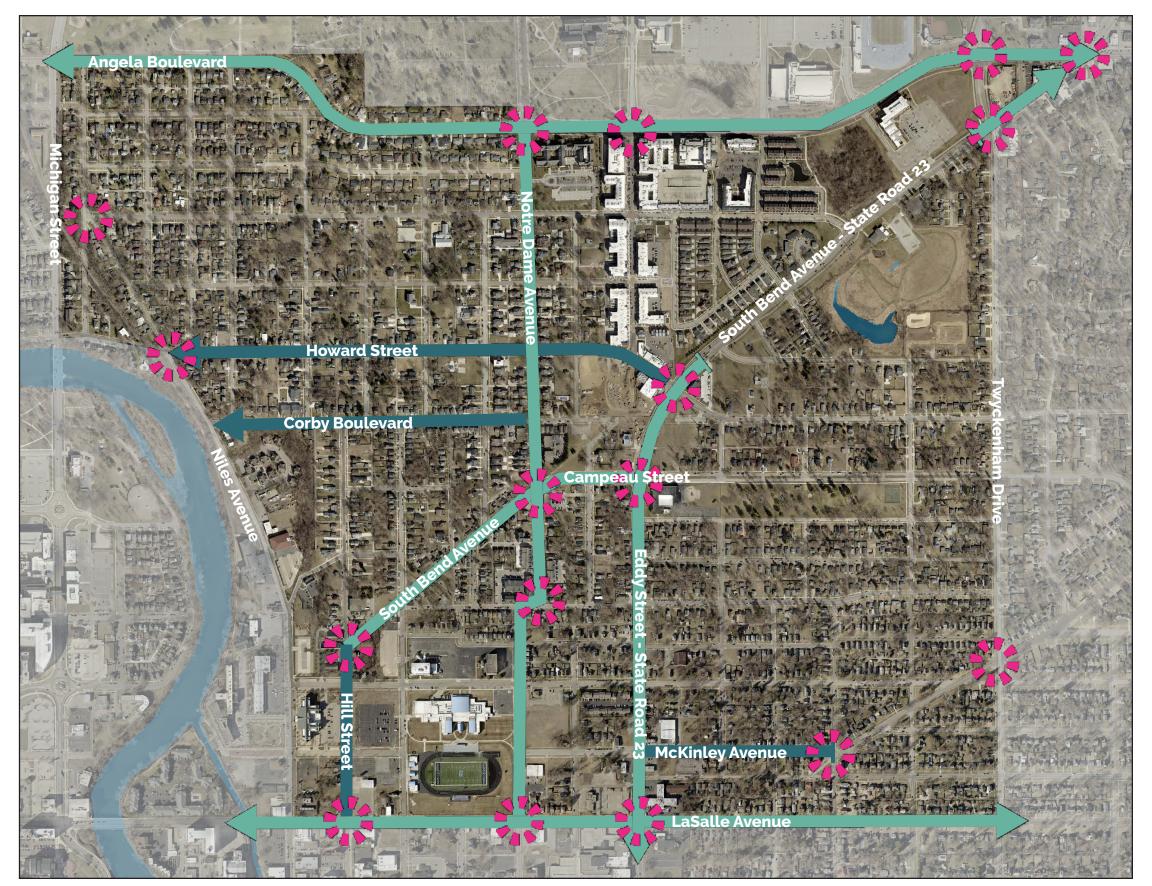
of respondents stated they walk in the neighborhood.



stated improved sidewalks would encourage them to walk more.



stated they would like Eddy Street south of Campeau Street to become pedestrian and bicycle oriented.



Map showing infrastructure improvements.

Current Street Conditions



South Bend Avenue and Corby Boulevard.



Notre Dame Avenue.

Streets Legend



Streetscape Improvements



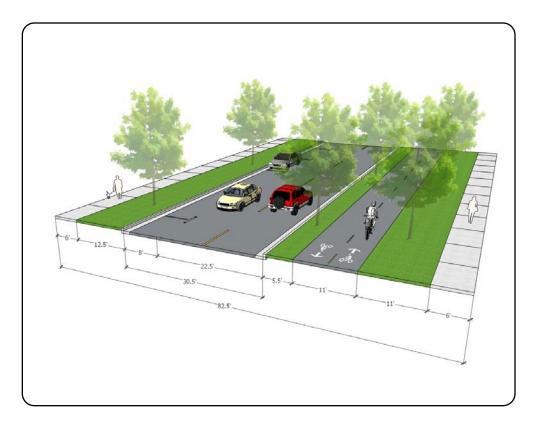
Traffic Calming



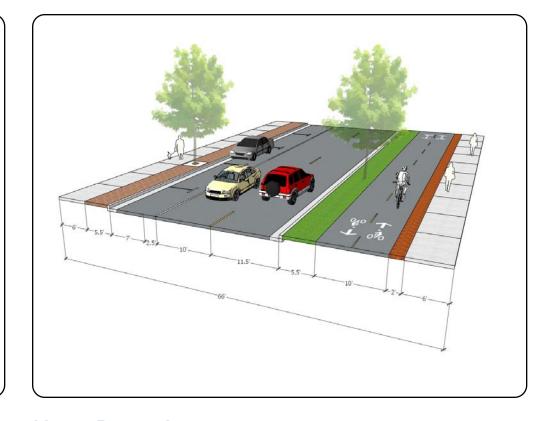
Intersection Improvements

Streetscape Sections

The following are conceptual street plans and cross sections. Final street configurations will be determined as projects are pursued.







Notre Dame Avenue (Sorin Street - Angela Boulevard)

Key Design Features:

- Narrow street pavement width
- Upgrade on-street bicycle lanes to 2-way protected bicycle lanes on east side
- Parking can be on both sides south of Corby Boulevard as warranted
- Plant street trees where appropriate

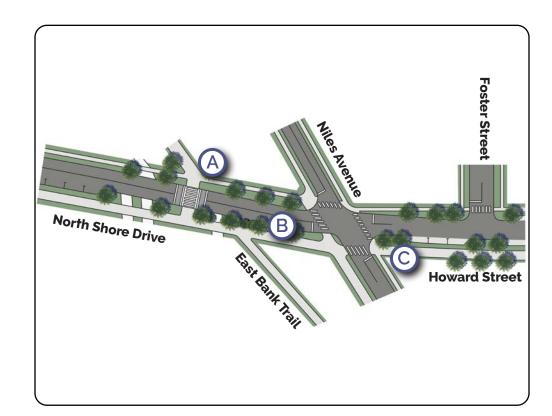
Notre Dame Avenue - Sorin Street Intersection

Key Design Features:

- Realign two intersection legs
- · Calm traffic moving through intersection
- Improve crosswalks for pedestrians and for protected bicycle lanes; add raised crosswalk at east leg
- Plant street trees where appropriate

Notre Dame Avenue (Sorin Street - LaSalle Avenue)

- Narrow street pavement width
- Upgrade on-street bicycle lanes to 2 way protected bicycle lanes on east side
- Allow for parking on east or west side of street depending on user demand
- Plant street trees where appropriate







North Shore Boulevard/Howard Street/Niles Avenue/East Bank Trail crossing

Key Design Features:

- Implement raised crossing of East Bank Trail at North Shore Drive (A)
- Narrow street pavement width on North Shore Boulevard (B)
- Create shared use path on the south side of Howard Street and North Shore Drive (C)
- Plant street trees where appropriate

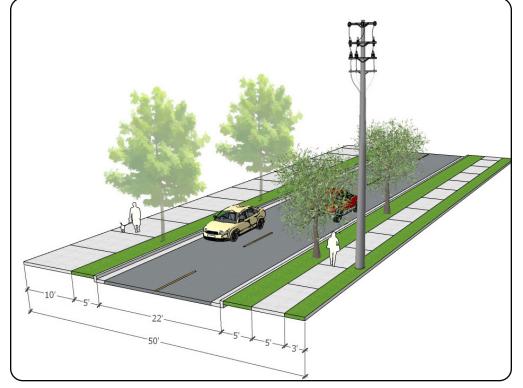
Howard Street

Key Design Features:

- · Narrow street pavement width
- Include a shared use path on south side of street
- Plant street trees where appropriate
- Define on-street parking

Eddy Street (Chalfant Street - LaSalle Avenue)

- If traffic study deems feasible, narrow street pavement width, reducing the number of vehicle lanes from 4 lanes to 3 lanes (one in each direction with a center turn lane)
- Include protected bicycle lanes or a shared use path along east side of street
- Plant street trees in new tree lawns to increase comfort of people on foot or bicycles







South Bend Avenue (Hill Street - Notre Dame Avenue)

Key Design Features:

- Narrow street pavement width
- · Create a shared use path on the north side of the street
- Plant street trees where appropriate

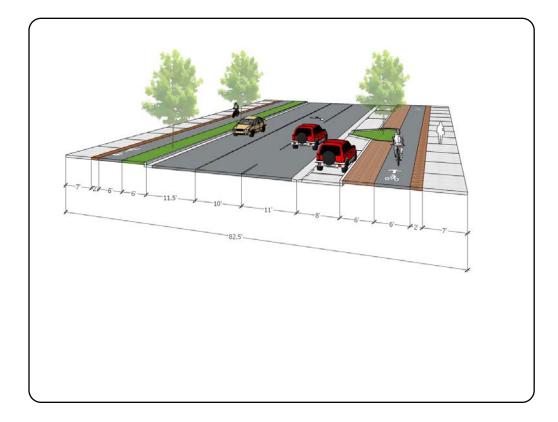
South Bend Avenue - Hill Street Intersection

Key Design Features:

- Realign the intersection to give priority to movement along the south and northeast legs of the street
- Plant street trees where appropriate
- Create a safer crossing of Hill Street

Hill Street (South Bend Avenue - LaSalle Avenue)

- Narrow the street pavement width
- · Allow for parking on one or both sides, based on user demand
- · Create a shared use path on the west side of the street



LaSalle Avenue

- Narrow the street pavement width with parking on one or both sides of the street, based on user demand
- Widen sidewalks to better accommodate outdoor dining and pedestrian movement along the street
- Install protected bicycle lanes, either one-way on both sides or two-way on one side

Bicycle Infrastructure

Following is a list of bicycle-related projects, including shared bicycle-pedestrian paths, proposed for the Northeast Neighborhood.

Walk Score & Bike Score



Source: Walkscore.com; Score at South Bend Avenue and Turnock Street as of 2022.



Protected Bike Lanes

Route	Extent
LaSalle Avenue	St. Joseph River to Eddy Street
Notre Dame Avenue	Angela Boulevard to LaSalle Avenue
Twyckenham Drive	Angela Boulevard to LaSalle Avenue



Shared Use Path

Route	Extent
Angela Boulevard	Michigan Street to Notre Dame Avenue
Campeau Street	Notre Dame Avenue to Twyckenham Drive
Hill Street	South Bend Avenue to LaSalle Avenue
Jacob Street	Howard Street to Campeau Street
Madison Street	St. Joseph River to Hill Street
North Shore Drive /	Michigan Street to Eddy Street
Howard Street	
South Bend Avenue	Hill Street to Corby Boulevard
Eddy Street	Campeau Street to LaSalle Avenue

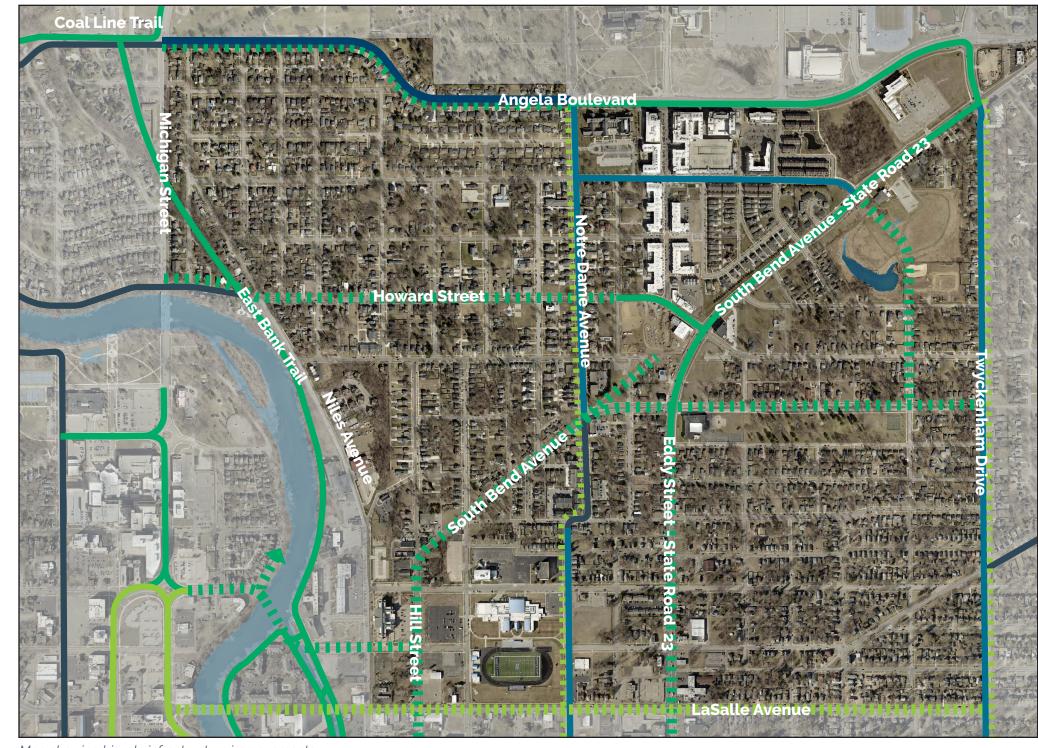
During the planning process, participants were asked a series of questions about bicycle infrastructure.



of respondents stated they bike in the neighborhood.



stated designated bicycle infrastructure would encourage them to bike more.





Shared Use Path

Off-street facility shared by people on foot and bicycles



Protected Bike Lane

Facility separated from motor vehicle traffic by a curb, planter, or other physical barriers for the exclusive use of people on bicycles



Bike Lane

Designated lane for bicyclists within the street normally marked with a painted line and cyclist symbol.

Map showing bicycle infrastructure improvements.



Housing

A range of housing strategies will help ensure the Northeast Neighborhood is a successful, diverse, mixed-income area.

Market Extremes

In parts of the Northeast Neighborhood, especially near the University of Notre Dame, affordable houses have been replaced with high-priced units. In some cases, this process has included the consolidation of residential lots for a single-family house, leading to fewer housing units. Other houses are used as second homes for out-of-town owners or exclusively for short-term rentals through platforms such as Airbnb or Vrbo. Together, these factors constrain the supply of housing in those areas and increase prices well beyond what most households would be able to afford.

Conversely, in other parts of the Northeast Neighborhood, most often in its southern and eastern portions, the cost of constructing or rehabilitating housing is greater than the appraised value of the property once it is completed. This financial gap is a barrier to the supply of quality, attainable housing.

Several tactics can be employed to encourage an adequate supply of housing at various price points.

- Multi-unit housing can usually be built and offered at a lower cost per unit than detached houses.
- A nonprofit community land trust, which would own the land and steward it for the community's benefit, could be established to ensure long-term housing affordability.
- The short-term rental of houses not having a permanent occupant could be restricted.
- In stronger market areas, lot consolidations should be discouraged.
- In weaker market areas, pre-approved building plans for residential structures and grants to construct sewer laterals are among the potential ways to make new construction of attainable housing units possible.
- Additionally, housing providers, both for-profit and nonprofit, can use tax credits, government grants, and other financing tools to rehabilitate or build new housing units for lower-income households. Some of these affordable units could be dedicated specifically for senior housing.

Missing Middle

A mix of housing types and price points can mean that housing is available for people of all household types and income levels. One way to support this mix is through "missing middle" housing. Missing middle housing is a range of house-scale buildings with multiple units compatible in scale and form with detached single-family houses — located in a walkable neighborhood. This housing is called "missing" because zoning regulations had made it difficult or impossible to build over the last half-century and "middle" because it sits in the middle of a spectrum between detached single-family houses and mid-rise to high-rise apartment buildings, in terms of form, scale, number of units, and often, affordability.

Often seen in South Bend in the form of duplexes, townhouses, and small apartment buildings, missing middle housing was part of the historic development of the city. Many of these types can still offer opportunities for ownership and for the amenities that can be found in detached houses or in large apartment buildings. The South Bend Zoning Ordinance has been reformed to promote missing middle housing, but changes to the zoning map for the neighborhood can further encourage these units.

Repair and Quality

Housing repair assistance can allow neighborhood residents to stay in their homes as they age.

Code Enforcement can ensure that houses and their yards are kept in acceptable condition; in particular, the City's Rental Safety Verification

Program Code can assure a level of quality for rental housing units.

Examples of Missing Middle Housing Types







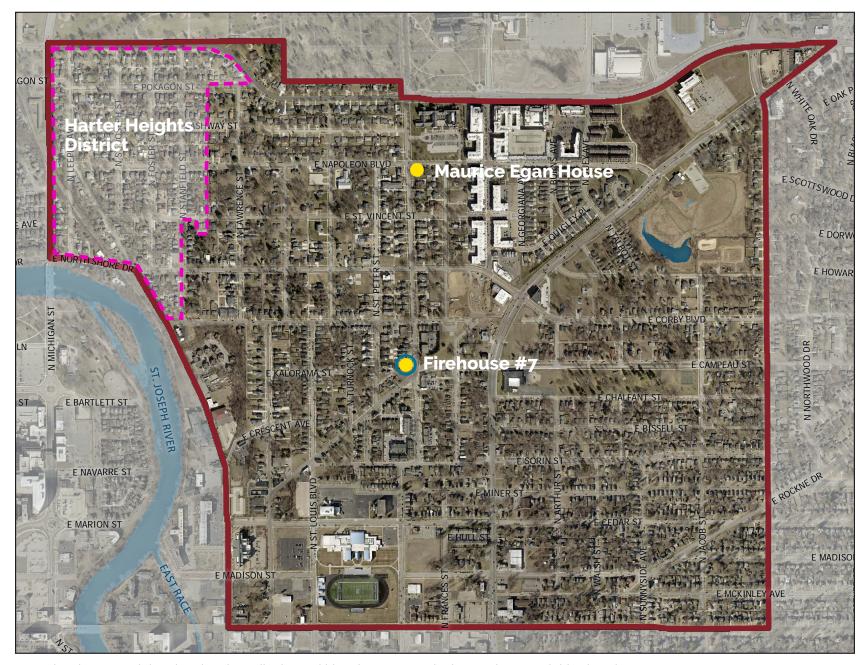






Top Row (left to right): Stacked Three-Flat, Bungalow, Townhouse. Bottom Row (left to right): Bungalow Cottage Courts, Duplexes, Townhouse and Duplexes.

Preserve Historic Character



Map showing potential national register district and historic structures in the Northeast Neighborhood.



Neighborhood boundary



Potential Harter Heights National Register Historic District



National Register Historic Structure



Locally Designated Historic Structure



Historic homes in Harter Heights.

The Harter Heights portion of the Northeast Neighborhood contains many architecturally significant houses. The following designations could be used to preserve this area.

National Register District: National Register Historic Districts are established to preserve buildings, structures, and sites of historical, architectural, engineering, and cultural significance. A national register district designation provides the ability to use rehabilitation tax credits, protects the area from federally funded projects that may negatively impact its historic fabric, and guides infill development to be sensitive to the area.

Conservation District: A conservation district is a special category of historic designation. Instead of reviewing all changes to buildings, conservation district plans identify more limited, specific types of work to be reviewed. Common types include demolition, new construction, and major renovations. Guidelines may also be more flexible and allow certain changes or materials that would not be allowed within stricter historic districts.

Sustainability

South Bend is committed to becoming carbon neutral by 2050, and each neighborhood has a role to play in reducing the community's emissions. The projects put forward in the Northeast Neighborhood Plan support the City's sustainability goals related to green infrastructure, built environment, and clean transportation.







Green Infrastructure

Green infrastructure plays a central role in improving air, soil, and water quality, by reducing energy use in buildings, supporting the capturing and use of carbon, and improving stormwater filtration.

- Increase the number of trees planted to improve the energy efficiency of buildings by lowering the energy needed to heat or cool a building.
- Plant street trees to help extend the useful life of street pavement due to increased shading of pavement.
- Reduce paved surfaces in the neighborhood to help lower stormwater run off, improve water quality, and reduce vulnerability to the urban heat island effect.
- Seek to have water be absorbed where it falls instead of transferred off site for processing.

Built Environment

Reducing energy use in South Bend will significantly cut greenhouse gas emissions.

- · Rehabilitate existing structures to reduce carbon emissions and construction waste.
- Reuse materials or select lower-carbon building materials when constructing new housing.
- Encourage urban residential infill and the use of existing public utilities and infrastructure to reduce the need to extend services into rural areas.
- Promote the use of solar panels for energy generation.

Transportation

Transportation represents one of the largest sources of emissions in our community, so making biking, walking, transit, and other forms of shared mobility more accessible to residents is critical.

- Allow an appropriate mixing of land uses to reduce the amount of travel required.
- Add new bike lanes and improve walkability to allow more people to safely bike and walk, reducing vehicle-related emissions.
- Construct shared use paths, which put less stress on the existing street infrastructure, ultimately reducing the frequency of street repair.
- Promote public transportation, which compared to driving alone, reduces emissions and improves air quality.

Built Form & Zoning

Overview

The built form of the Northeast Neighborhood is guided by the South Bend Zoning Ordinance, including its zoning map. The Ordinance is a local law that governs the physical development of property, both the form and scale of buildings, and the specific use of land.

The future zoning map within this section proposes how each lot within the Northeast Neighborhood should be zoned following adoption of this plan. Over time, property within the neighborhood should be allowed to proceed gradually to the next increment of development.

Combined with the regulations found within the South Bend Zoning Ordinance, the aim of the future zoning map is to maintain and enhance the Northeast Neighborhood's pedestrian-oriented, urban environment. Vehicle access should be from alleys when present. Drive-throughs are discouraged, and if they are present, they should be designed not to be visible from the street.

This plan seeks to allow a greater quantity and diversity in housing units; doing so will permit people to find housing that meets their price range and lifestyle needs within the neighborhood. New housing should be carefully designed and located to support and positively influence neighborhood character. With increasing development pressure, the consolidation of residential lots for developments with four or fewer units is discourage. Large lot development would lead to a suburban character and a decreased number of buildable lots in the neighborhood. Consolidation of residential lots for a development with four or fewer units is discouraged. Ancillary dwelling units, such as garage apartments or backyard cottages are encouraged for the Northeast Neighborhood.

The South Bend zoning map divides the city into twelve zoning districts. Eight of these districts, plus a design overlay, are proposed for the Northeast Neighborhood as follows: U1, U2, U3, UF, NC, DT, OS, U, and the NNZO design overlay.

S1 Suburban Neighborhood 1





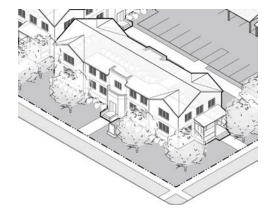
The S1 Suburban Neighborhood 1 District primarily supports single-unit residential development on larger lots with deep setbacks.

Where It Is Appropriate

Due to its suburban nature, the S1 District is not appropriate anywhere in the Northeast Neighborhood.

\$2 Suburban Neighborhood 2

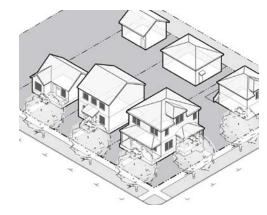




The S2 District supports a full range of housing types placed on large lots with deep setbacks.

$oxdot oldsymbol{1}$ Urban Neighborhood 1





The U1 Urban Neighborhood 1 District supports mostly single-unit detached dwellings, but well designed duplexes would also be appropriate. The U1 District features modest building setbacks and inviting frontages, such as porches and stoops.

Due to its suburban nature, the S2 District is not appropriate anywhere in the Northeast Neighborhood. The U1 District is appropriate for most of the northwest (Harter Heights) and southeast quadrants of the Northeast Neighborhood.

Downtown

Neighborhood Center Urban Neighborhood 2 Urban Neighborhood Flex Urban Neighborhood 3 The NC Neighborhood Center District supports The UF Urban Flex District supports a full The U₃ Urban Neighborhood ₃ District The U2 Urban Neighborhood 2 District range of housing types, together with limited higher intensity, mixed-use urban centers, supports a full range of housing types, from provides for primarily detached houses and

The DT Downtown District supports the development of South Bend's core into a highintensity, mixed use urban area.

The U2 District is appropriate for portions of the southwest quadrant of the Northeast Neighborhood, for properties overlooking Coquillard Park, and as a transition between higher and lower density residential areas. Because of walkability and desirability of the neighborhood, the plan would support rezoning properties within the U1 District to the U2 District for sensitively designed buildings of up to four units built at a scale compatible with surrounding residential properties.

duplexes, but it allows for neighborhood-scale

buildings of up to four units. Buildings have

as porches and stoops.

modest setbacks and inviting frontages, such

Areas east of Eddy Street Commons, most of Eddy Street between Campeau Street and LaSalle Avenue, Notre Dame Avenue between Corby Boulevard and Sorin Street, and areas on the fringe of downtown are well suited for the U₃ District. U₃ properties on Eddy Street between Campeau Street and Madison Street and along Notre Dame Avenue between Corby Boulevard and Sorin Street should be limited to three stories. The plan would support rezoning U2 properties to U3 if limited to 6 units and 2.5 stories.

single-unit dwellings to large multi-unit

in height.

buildings, placed at small setbacks. Buildings

in the U₃ District may be built up to four stories

The UF District is appropriate for scattered locations along major transportation routes and as a transition between more intense zoning districts and lower intensity districts in the Northeast Neighborhood.

small-scale commercial uses. Buildings

four stories.

typically have small setbacks and are two to

Eddy Street Commons, some properties bordering the DT District, and areas near the LaSalle Avenue-Eddy Street and South Bend Avenue-Edison Road intersections are well suited for the NC District. NC zoning is appropriate at key nodes along major thoroughfares but is not appropriate throughout the neighborhood.

often near the intersection of major streets.

Buildings usually have small or no setbacks

and can be up to four stories. In addition to

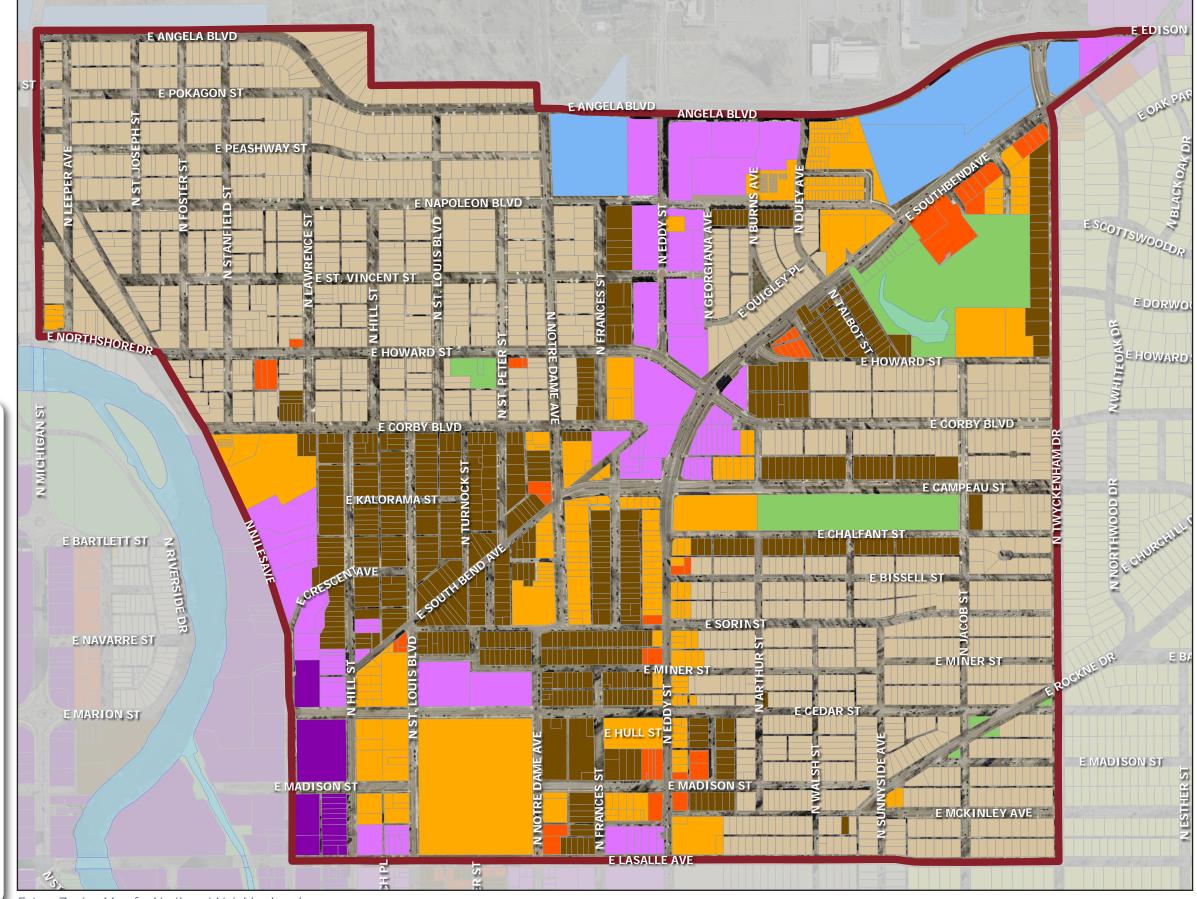
having higher concentrations of housing units,

these areas typically serve as the commercial

centers for their neighborhood.

The DT Downtown District is suitable for a limited number of properties at the extreme southwest corner of the Northeast Neighborhood.

NNZO **Open Space** University Commercial Industrial Intent The OS Open Space District supports the The U University District supports the The C Commercial District supports medium-The I Industrial District supports medium-The NNZO Overlay district provides additional development of public parks and other open development of university campuses. to high-intensity commercial uses that are to high-intensity industrial uses, typically standards to promote a higher quality of spaces. auto-oriented and found in suburban locations. grouped along highways and major streets design for new construction. and separated from residential uses. Where It Is Appropriate The OS District is appropriate for Kelly Park, The U District would encompass properties Because of its suburban, automobile-oriented Given the Northeast Neighborhood's The NNZO is in place for most of the Northeast Coquillard Park, and Fredrickson Park. owned by the University of Notre Dame or nature, the C District would be inappropriate development pattern and the effect of Neighborhood. The NNZO should be updated Indiana University that are used for educational anywhere in the Northeast Neighborhood. industrial zoning on surrounding properties, as development trends and best practices or research purposes, including Innovation the I District would be inappropriate anywhere change. The NNZO could be expanded to Park and the Harper Cancer Research Institute. in the Northeast Neighborhood. the full extent of the planning area and could include projects beyond new construction in order to support high quality development.





U1: Urban Neighborhood 1

U2: Urban Neighborhood 2

U3: Urban Neighborhood 3

UF: Urban Flex

NC: Neighborhood Center

DT: Downtown

OS: Open Space

U: University

Building Types

The table on the following pages illustrates the character of different building types and shows in which zoning districts they are permitted. Building types do not apply to the OS, U, C, or I zoning districts,

Carriage House

Detached House

Cottage Court

Duplex



















- Suburban Neighborhood 1
- S2 Suburban Neighborhood 2
- Urban Neighborhood 1
- U2 Urban Neighborhood 2
- U3 Urban Neighborhood 3
- UF Urban Neighborhood Flex
- NC Neighborhood Center
- **DT** Downtown

Cottage court photos (top to bottom): michaelwatkinsarchitect.com kerneyhomes.com cottagecourt.com

























Townhouse





Shop UF NC DT

Mid-Rise / Tower

































Implementation

This plan outlines potential projects and activities to occur in the neighborhood over the next 20 years. Major projects, especially those to be undertaken in the next 10 years, are highlighted in the implementation matrix below.

			Timeline					
	Action		sponsibility	Potential Partners		Timeline 1-5 5-10 1		
		City	Partner		Years	Years	Years	
1.1	LaSalle Avenue: Complete streetscape improvements including protected bike lanes.							
1.2	South Bend Avenue: Complete streetscape improvements including a shared use path.				•			
1.3	Campeau Street: Complete streetscape improvements including a shared use path.				•			
1.4	Notre Dame Avenue: Complete streetscape improvements including protected bike lanes.	•		University of Notre Dame	•			
1.5	Hill Street: Complete streetscape improvements, including a shared use path and enhanced pedestrian crossings at South Bend and LaSalle Avenues.	•			•			
1.6	Notre Dame Avenue - South Bend Avenue Intersection: Complete intersection improvements to enhance pedestrian safety.	•			•			
1.7	Notre Dame to Downtown Connector: Create a high-quality pedestrian and bicycle route connecting the University of Notre Dame campus to downtown South Bend.	•			•			
1.8	Eddy Street: Explore streetscape improvements, including a shared use path.	•	•	INDOT	•	•		
1.9	Angela Boulevard: Explore streetscape improvements, including an extension of the shared use path and enhanced pedestrian crossings at Notre Dame Avenue and at Eddy Street.	•		University of Notre Dame		•		
1.10	East Bank Trail - North Shore Drive - Niles Avenue: Complete intersection improvements.	•						
1.11	Howard Street: Explore traffic calming measures and the extension of a shared use path.	•						
1 12	Corby Street: Install traffic calming measures.							

Strategy 1: Create a safe and attractive neighborhood through infrastructure improvements (continued).										
Action	Lead Responsibility		Potential Partners	Timeline						
Action	City	Partner		1-5 Years	5-10 Years	10+ Years				
1.13 Intersection Improvements: Complete improvements to priority intersections.	•			•	•	•				
1.14 Street Trees: Plant street trees where possible.	•		Residents, Property Owners, Northeast Neighborhood Council	•	•	•				
1.15 Infrastructure Maintenance: Complete regular maintenance on streets and sidewalks throughout the neighborhood.	•		Property Owners	•	•	•				
Promote Infrastructure Program: Promote existing curb & sidewalk replacement program to assist with the cost of repair.	•				•					
Connect Paths: Connect proposed shared use paths to the East Bank Trail and explore the creation of a pedestrian bridge across the St. Joseph River at Madison Street to downtown.	•			•						

Str	Strategy 2: Improve park spaces and access.								
	Action	Lead Resp	oonsibility Partner	Potential Partners	1-5 Years	Timeline 5-10 Years	10+ Years		
2.1	Arthur Street: Create a street connection on west edge of Coquillard Park between Campeau Street and Chalfant Street.	•		South Bend School Corporation	•				
2.2	Coquillard Park: Complete park improvements following a park master planning process.	•		Neighborhood Residents		•			
2.3	Fredrickson Park: Complete park improvements and improved pedestrian access following a park master planning process.	•		Neighborhood Residents					

Strategy 3: Develop and preserve housing in the neighborhood.									
	Action	Lead Responsibility		Potential Partners					
		City	Partner		1-5 Years	5-10 Years	10+ Years		
3.1	Zoning: Update the zoning map, including potential expansion of the Northeast Neighborhood Zoning Overlay.	•							
3.2	Tools: Explore mechanisms that can assist with the financial gap that impacts housing development.	•			•	•			
3.3	Housing Affordability: Implement strategies to promote and maintain housing affordability in neighborhood including those proposed by the NNRO.	•	•	Northeast Neighborhood Revitalization Organization, Northeast Neighborhood Council	•	•	•		
3.4	Home Repair: Ensure housing is well maintained by offering owner-occupied housing repair assistance and using code enforcement tools as necessary.	•	•	Northeast Neighborhood Revitalization Organization, Property Owners	•	•			
3.5	Develop Housing: Support the production of a range of housing types including new construction and rehabilitation of market rate and affordable rental housing.		•	Local Nonprofit Housing Providers, City of South Bend	•	•			
3.6	Short-Term Rentals: Explore potential zoning and registration requirements to regulate short-term rentals not located in owner-occupied dwellings.	•			•				

Strategy 4: Develop sense of community through neighborhood engagement.									
Action	Lead Res	ponsibility Partner	Potential Partners	Timeline 1-5 5-10 Years Years		10+ Years			
4.1 Building Capacity: Build neighborhood capacity through engagement of neighborhood residents.		•	Northeast Neighborhood Council	•	•	•			
4.2 Neighborhood Events: Hold neighborhood events that celebrate the neighborhood.		•	Northeast Neighborhood Council	•					
4.3 Communication: Develop and maintain communication with neighbors including residents of rental housing.		•	Northeast Neighborhood Council	•	•	•			
4.4 NNRO 2.0: Fully implement NNRO 2.0 plan.		•	Northeast Neighborhood Revitalization Organization						

Strategy 5: Increase feeling of neighborhood safety.									
	Action		Lead Responsibility			Timeline			
			Partner	Potential Partners	1-5 Years	5-10 Years	10+ Years		
5.1	Problem Properties: Utilize the Chronic Problem Properties regulations to reduce the negative impact of problem properties on the neighborhood.	•		Northeast Neighborhood Council		•			
5.2	Crime Stats Meeting: Attend Police monthly crime information meetings and report back to neighborhood.		•	Northeast Neighborhood Council	•	•	•		
5.3	Street Lighting: Improve level of street lighting and trim trees that block street lights.	•		Property Owners	•	•			