



Monroe Park  
**EDGEWATER**  
NEIGHBORHOOD  
**PLAN**

Draft Plan: 31 July 2023



## Acknowledgments

James Mueller, Mayor of the City of South Bend  
Henry Davis, City Council Member, 2nd District

A special thanks to all the residents and area organizations  
that shared their thoughts and vision for the future of the  
Monroe Park | Edgewater Neighborhoods

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# 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 could 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 Planning Principles

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

## 1 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.

## 2 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.

## 3 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.

## 4 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.



West Bank Trail.



Saint Joseph Street housing.







# NEIGHBORHOOD **BACKGROUND**

Planning Area • Existing Conditions • Neighborhood Character • Neighborhood Data

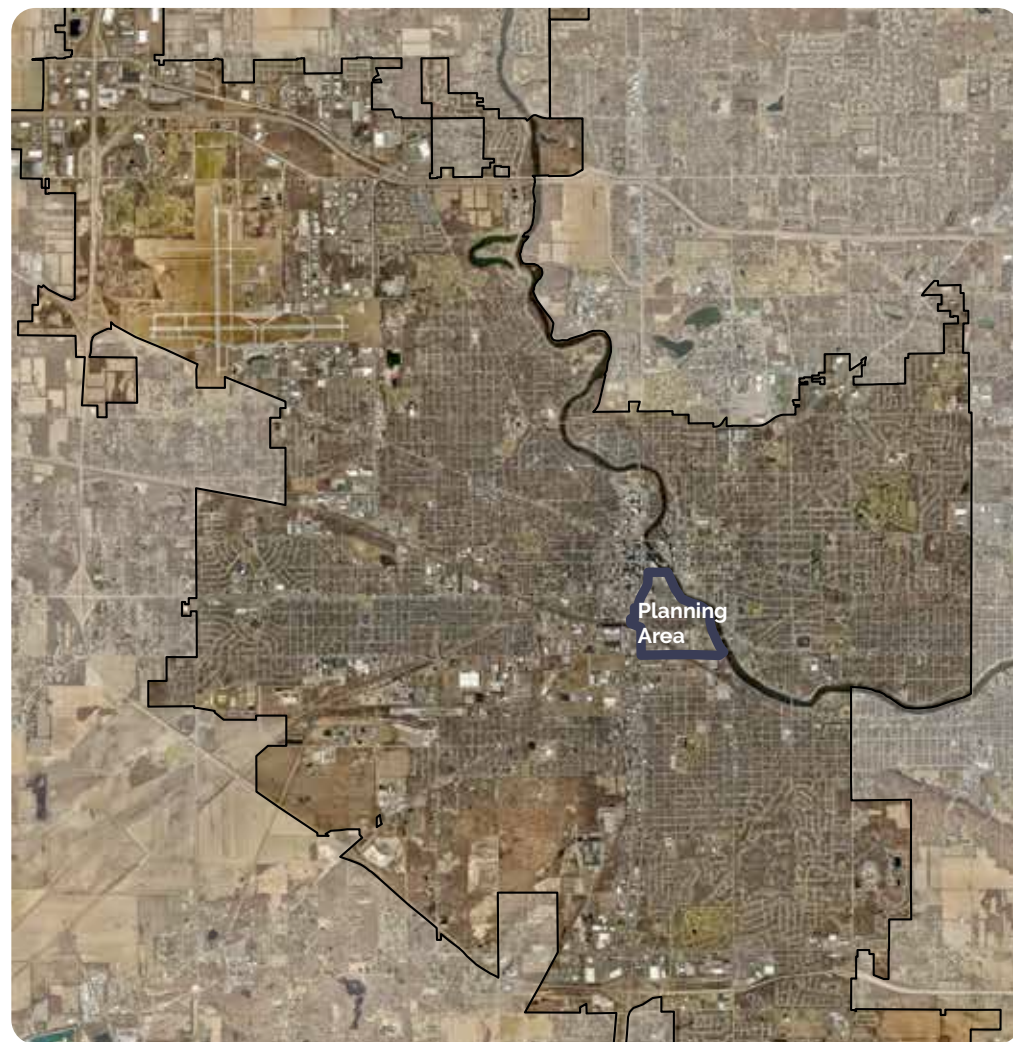


# Planning Area

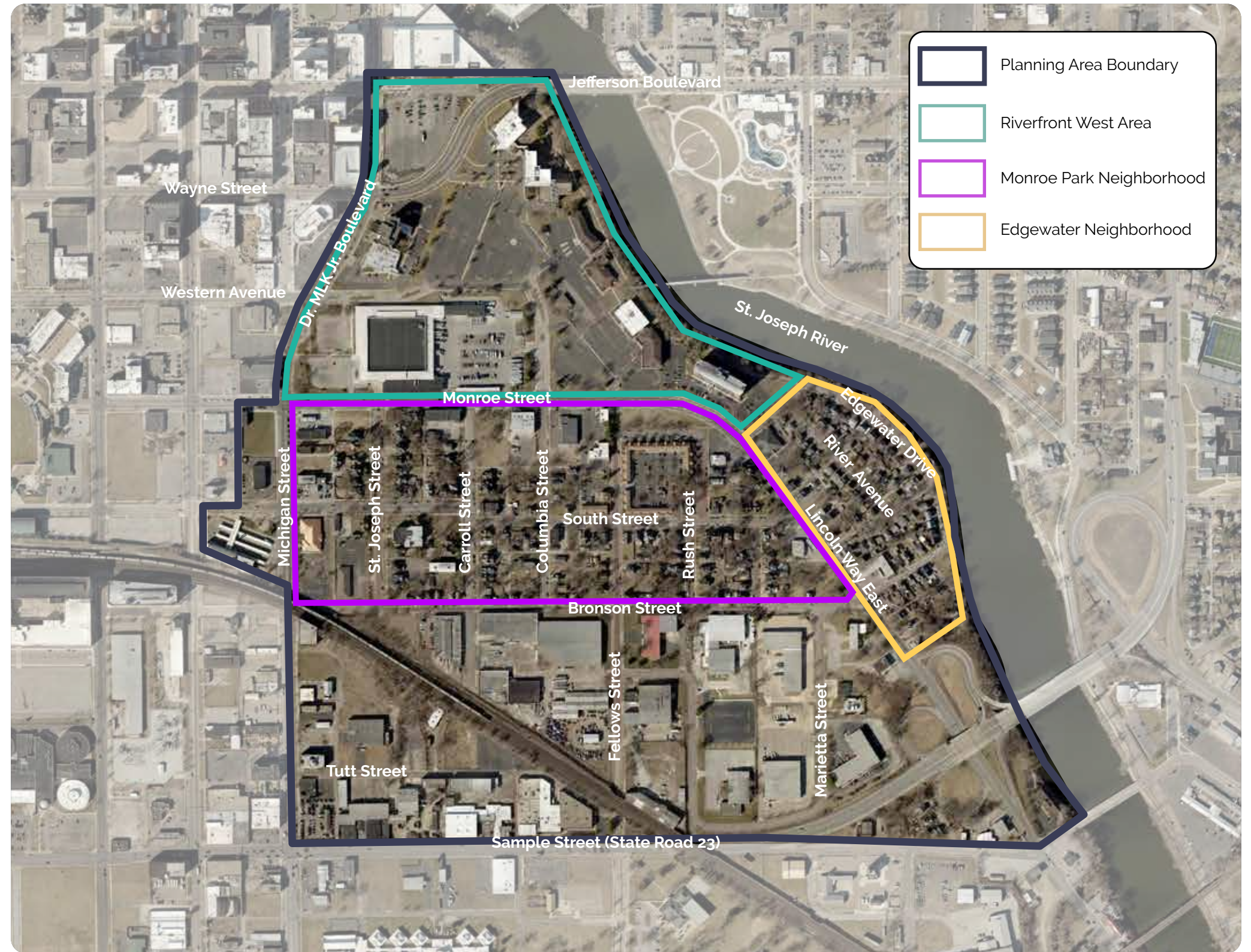
The planning area for the Monroe Park | Edgewater Neighborhood Plan is generally bounded by Jefferson Boulevard to the north, the St. Joseph River to the east, Dr. Martin Luther King Jr. Boulevard - Michigan Street to the west, and Sample Street to the south.

The planning area is further divided into 3 distinct subareas.

- Riverfront West: Office and residential area north of Monroe Street
- Monroe Park: Primarily residential area between Monroe Street and Bronson Street.
- Edgewater: Residential area between Lincoln Way East and the St. Joseph River



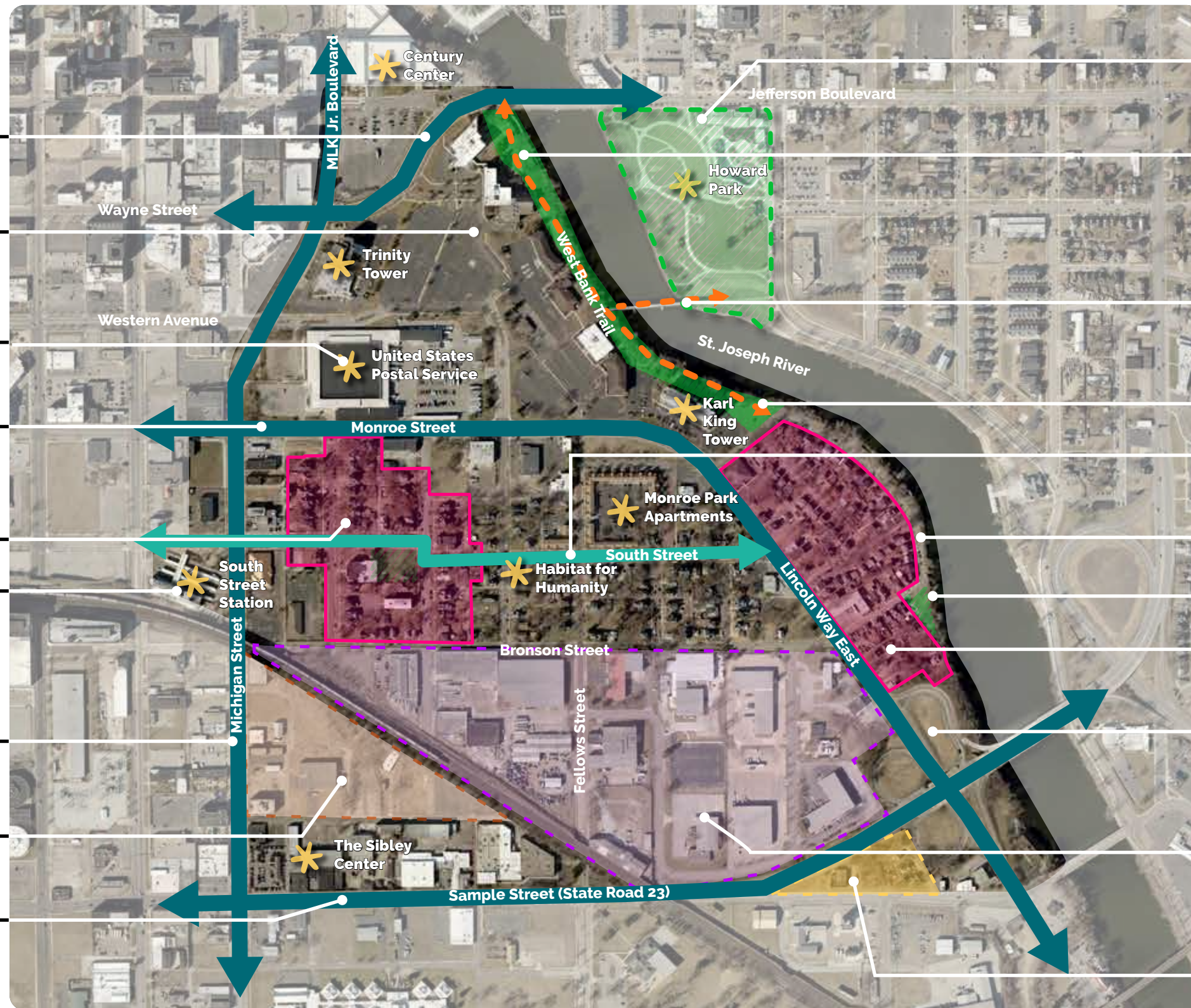
Neighborhood Context Map.



Neighborhood Boundary Map.



# Existing Conditions



**Wayne Street/Jefferson Boulevard:**  
High-speed street prioritizes vehicle movement; difficult for pedestrians and cyclist to cross; acts as divider between downtown and Riverfront West

**River Glen Area:** An urban renewal area, now containing large amounts of underutilized parking lots and office buildings

**Postal Service Distribution Center:**  
Warehouse portion underutilized

**Monroe Street - Lincoln Way East:**  
High-speed thoroughfare separating Monroe Park from downtown; street dangerous for pedestrians and cyclists to cross

**Taylor's Field:** Local historic district

**South Street Station:** Terminal for Transpo buses; challenging for buses to arrive and depart as station was designed for one-way streets

**Michigan Street:** Major thoroughfare; difficult for pedestrians to cross; vacant and underutilized commercial buildings

**Industrial Uses:** Concentration of vacant land and underutilized industrial uses

**Sample Street:** Major east-west street connecting the neighborhoods to east side of river; wide, fast street that prioritizes motor vehicle traffic

**Howard Park:** Popular park draws residents from Monroe Park and Edgewater neighborhoods

**West Bank Trail:** Pedestrian/biking trail; lacking strong connections to most other nearby areas; buildings do not engage linear park creating a privatized feeling

**Bridge:** Pedestrian/bicycle bridge connecting West Bank Trail to Howard Park; bridge deck, railing, lighting, and other features need updating

**Plaza Park:** Passive park along river bank

**South Street:** Street used by vehicles as a cut-through

**River Bank:** Potential erosion concerns along river bank

**Edgewater Park:** Passive pocket park

**Edgewater Place:** Local historic district

**Cloverleaf:** Outdated highway-scaled infrastructure disconnects neighborhood from local amenities; difficult for pedestrians and cyclists to navigate safely

**Industrial Uses:** Concentration of commercial and industrial uses; disconnected from surrounding street network due to Cloverleaves

**George Street:** Residential area cut off and devalued by adjoining highway infrastructure

- ➔ Major Street
- ➔ Minor Street
- ➔ Trail
- Park
- Historic District
- ✳ Landmark

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# Neighborhood Character

Located adjacent to downtown South Bend, the Monroe Park | Edgewater Neighborhoods feature a full range of housing choices, important community institutions, unique small businesses, and industrial uses. Part of the neighborhood falls in the Taylor's Field and Edgewater Place Local Historic Districts, and it contains several prominent local landmarks. The following is a sampling of the neighborhood's character.

## *Residential Buildings*

The planning area has traditional and newly constructed homes, including detached dwellings, duplexes, townhouses, and a high-rise. Two large parts of the neighborhood are located in local historic districts and showcase styles such as Cottage, Victorian, Classical Revival, Queen Anne, Foursquare, and Colonial Revival. Housing is a mixture of owner- and renter-occupied.



## *Commercial Buildings*

Commercial and mixed-use buildings are located throughout the planning area, but are concentrated on Michigan Street, Monroe Street, and Lincoln Way East.





### Industrial

Light industrial buildings comprise much of the area south of Bronson Street to Sample Street. South of the railroad tracks features a mixture of legacy and more recent industrial buildings.



### Riverfront West Area

The area between Jefferson Boulevard and Monroe Street was an urban renewal area that is characterized by large parking lots and suburban-style office buildings.



### Open Spaces and Trails

The West Bank Trail connects Monroe Park and Edgewater to Howard Park. The planning area has several public spaces, including Plaza Park, Edgewater Park, and the Unity Garden on South Street.



### Vacant Lots

The neighborhood has several vacant lots where residential and commercial buildings once stood.

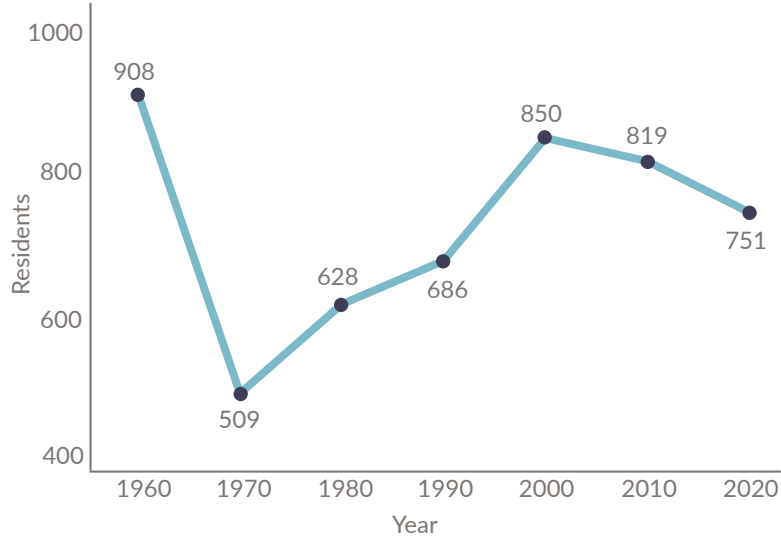




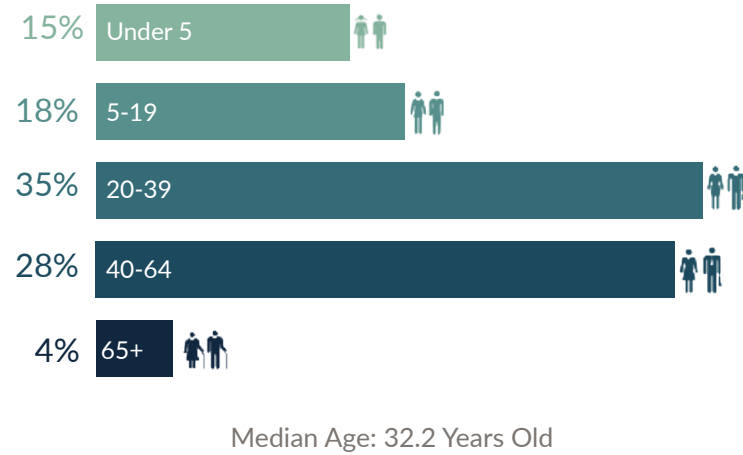
# Neighborhood Data

Unless otherwise noted, all figures are from the 2020 Census and are based on Block Group 2 of Census Tract 17, which approximates the Monroe Park | Edgewater Place Neighborhood plan area.

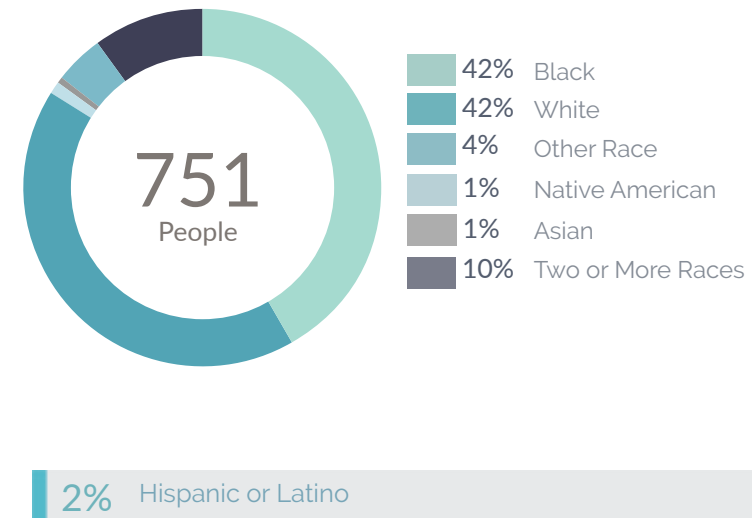
## Population



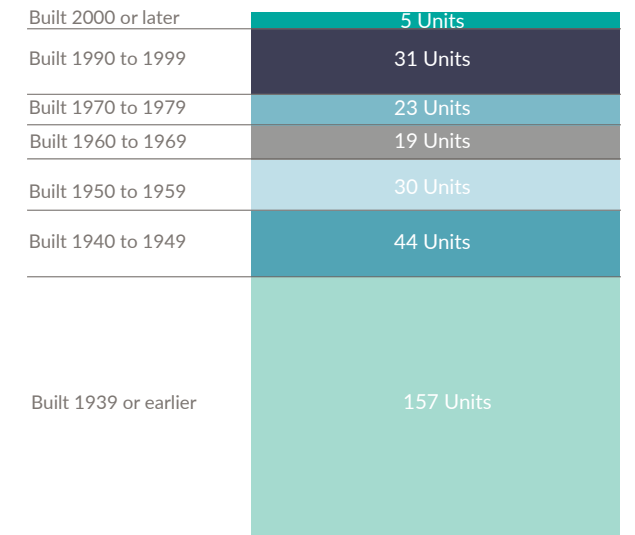
## Age



## Race and Hispanic Origin



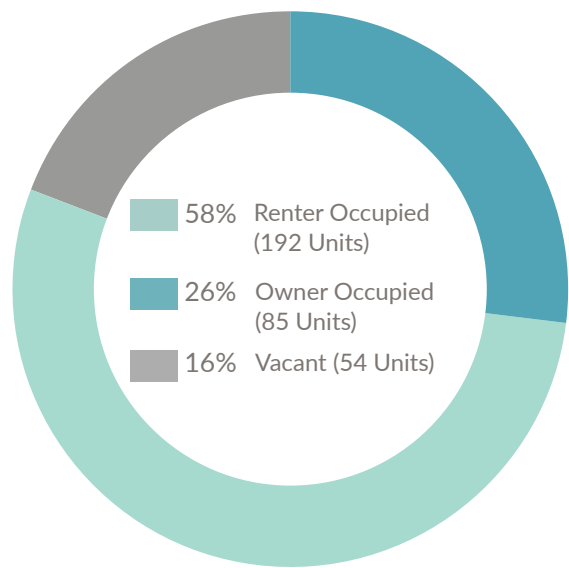
## Year Housing Built



Source: 2021 ACS 5-Year Estimates

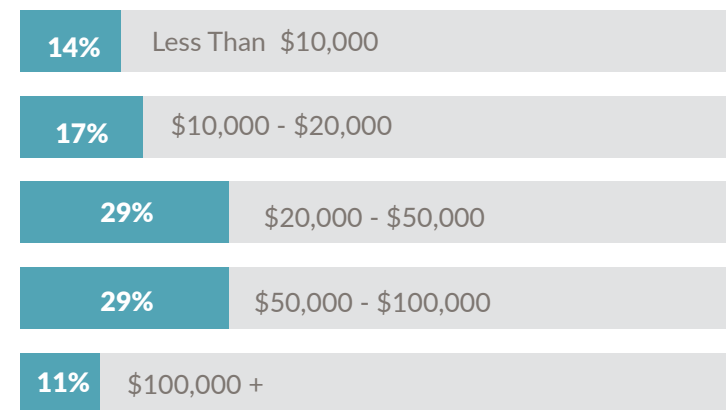
## Housing

Total Housing Units: 331



## Household Income

Percentage of households within each household income range



Average Household Income: \$31,912

Source: 2021 ACS 5-Year Estimates

## Household Size

Number of Households: 277

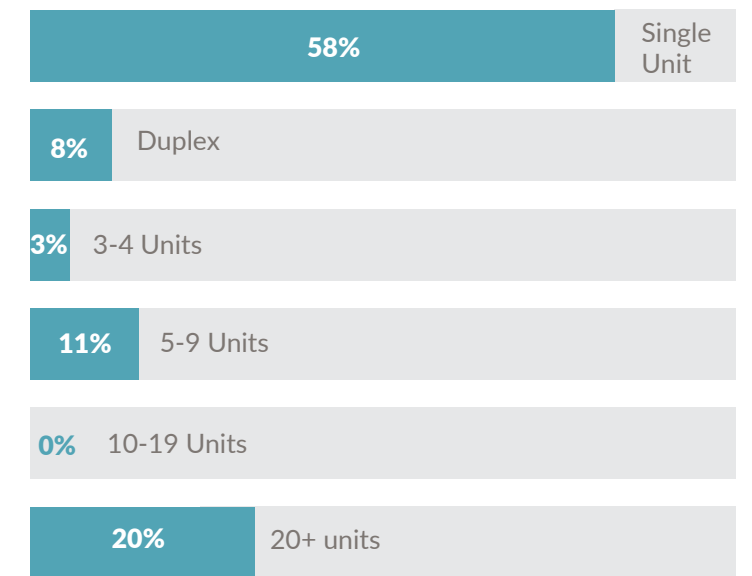


Average Household Size: 2.71 people

Source: 2021 ACS 5-Year Estimates

## Units in Structure

Number of Residential Structures: 337



Source: 2021 ACS 5-Year Estimates



## Neighborhood Data Key Takeaways

The neighborhood data on the previous page show us the following:

**Population:** Population declined from 1960-1970 due to the urban renewal attempts that redeveloped large portions of the plan area. The population began to grow steadily from 1970-2000 with the construction of multi-unit buildings such as the Karl King Tower and Monroe Park Apartments.

**Age:** One-third of the neighborhood residents are children, while 63% are workforce age (20-64 years old).

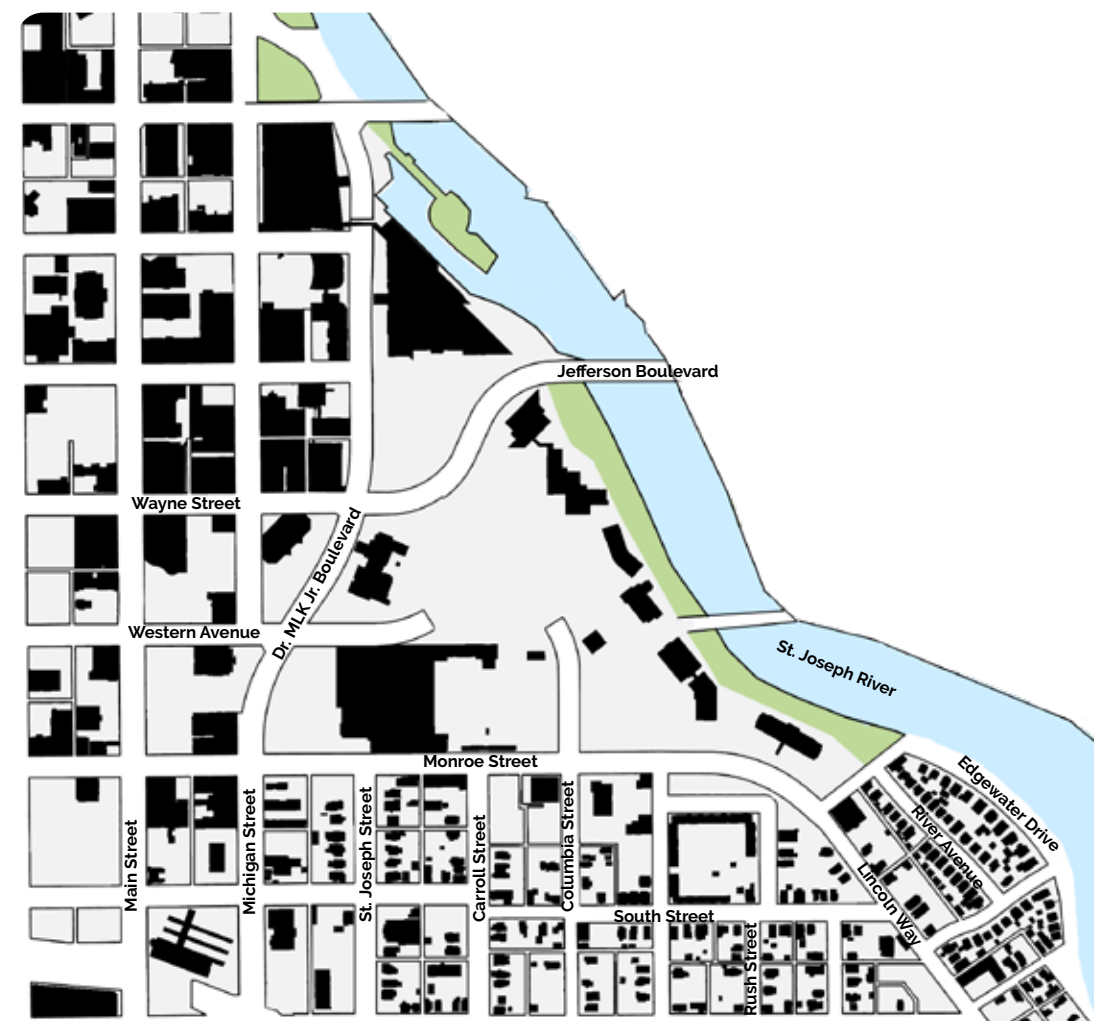
**Housing Age:** The majority of housing is at least 75 years old. Fewer than 10 units have been built in the last 20 years.

**Housing Ownership:** The majority of housing units in the neighborhood are renter occupied (54%).

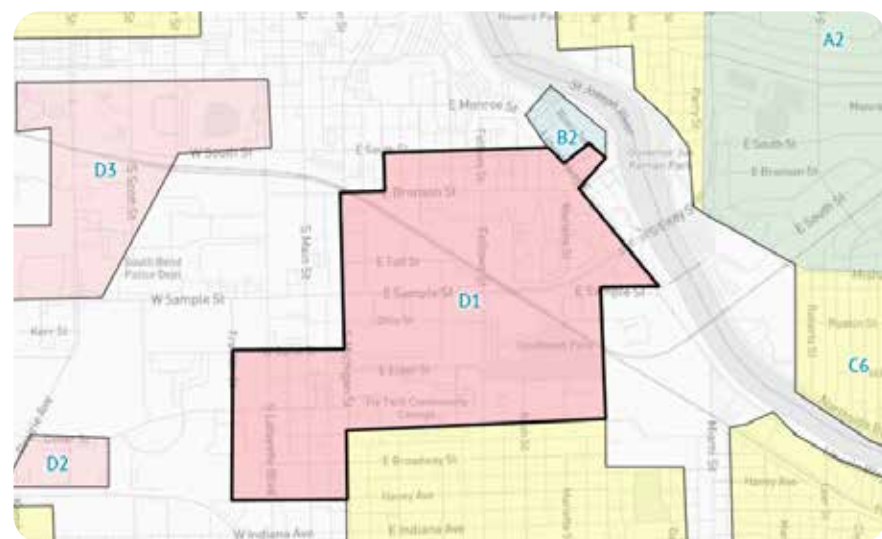
**Type of Housing:** The majority of housing units in the neighborhood are single-unit detached (55%).



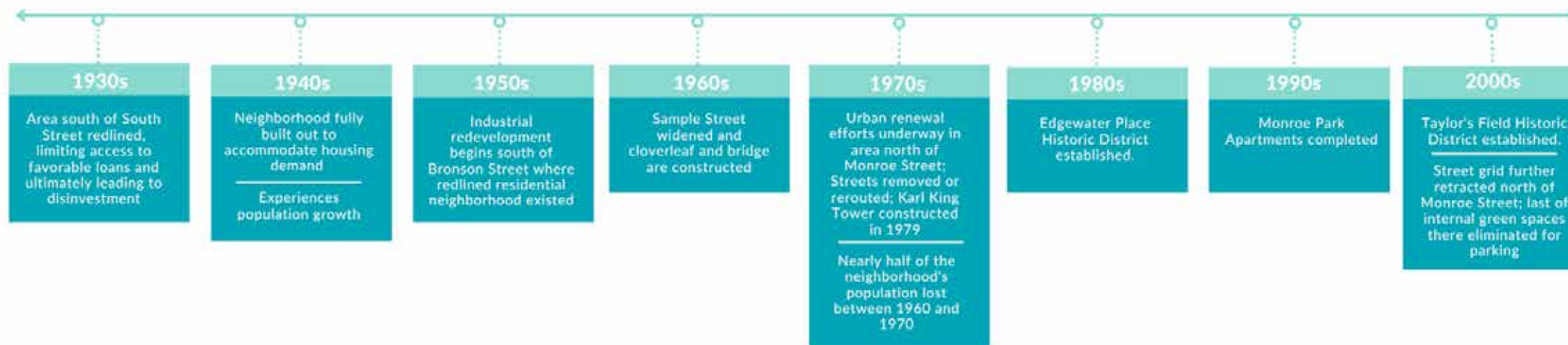
Streets and buildings in northern part of planning area circa 1960.



Streets and buildings in northern part of planning area circa 2010.



Redlining map from 1937.



Timeline of the redevelopment of the Monroe Park | Edgewater planning area. Source: St. Joseph County historic aerial imagery.







# PLANNING PROCESS & **ENGAGEMENT**

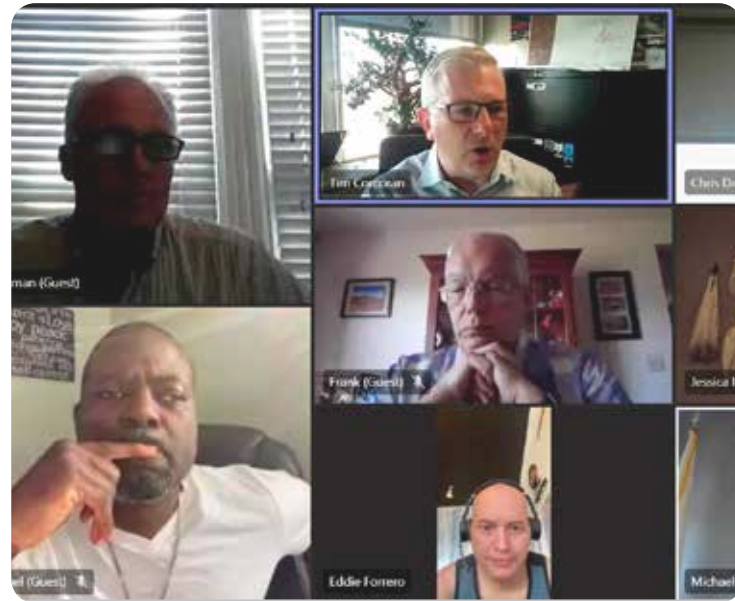
Timeline • What We Heard



# 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 workshops that gathered critical information about the Monroe Park | Edgewater Planning Area'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. The following timeline illustrates the neighborhood engagement process.



## Stakeholder Meetings

The City's planning staff conducted 14 virtual and in-person 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.



## Outreach Methods

The City used a series of outreach methods throughout the planning process to encourage participation. These methods included mailings to over 500 residents and property owners, e-mail lists, door hangers, and presentations to neighborhood associations.



## Together South Bend

The City utilized 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.



November 2022

June 2023

August 2023



### Visioning Workshop

An all-day visioning workshop 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 Monroe Park | Edgewater Neighborhood Plan as an amendment to the Comprehensive Plan. This Plan now serves as the City's official policy for the area.

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# What We Heard

Following are the main ideas expressed during the public engagement process for the Monroe Park | Edgewater planning area. The items in **bold** were identified as priority projects from residents at the public workshops.

## Streets & Transportation

Calm traffic along the following streets:

- **Monroe Street - Lincoln Way East**
- South Street
- Carroll Street

Improve street connections through Riverfront West Area

Improve Bronson - Lincoln Way East intersection

### **Improve condition of sidewalks**

Incorporate street trees in the tree lawn where possible

Add more protected bike lanes and shared use trails

Provide better connection/access to amenities by addressing the State Road 23 cloverleaf ramps

Enhance connectivity to West Bank Trail and Howard Park

Repair and restore brick streets where possible

## Housing

### **Increase homeownership in the neighborhood**

Maintain affordability of neighborhood housing

### **Identify homes needing repair through code enforcement**

Promote infill development for new housing

## Built Form & Zoning

Promote innovative ways to reuse vacant buildings

Update zoning map to allow for wider variety of housing types

## Other Amenities

Establish a small neighborhood park in Monroe Park neighborhood

Improve amenities at Plaza and Edgewater Parks

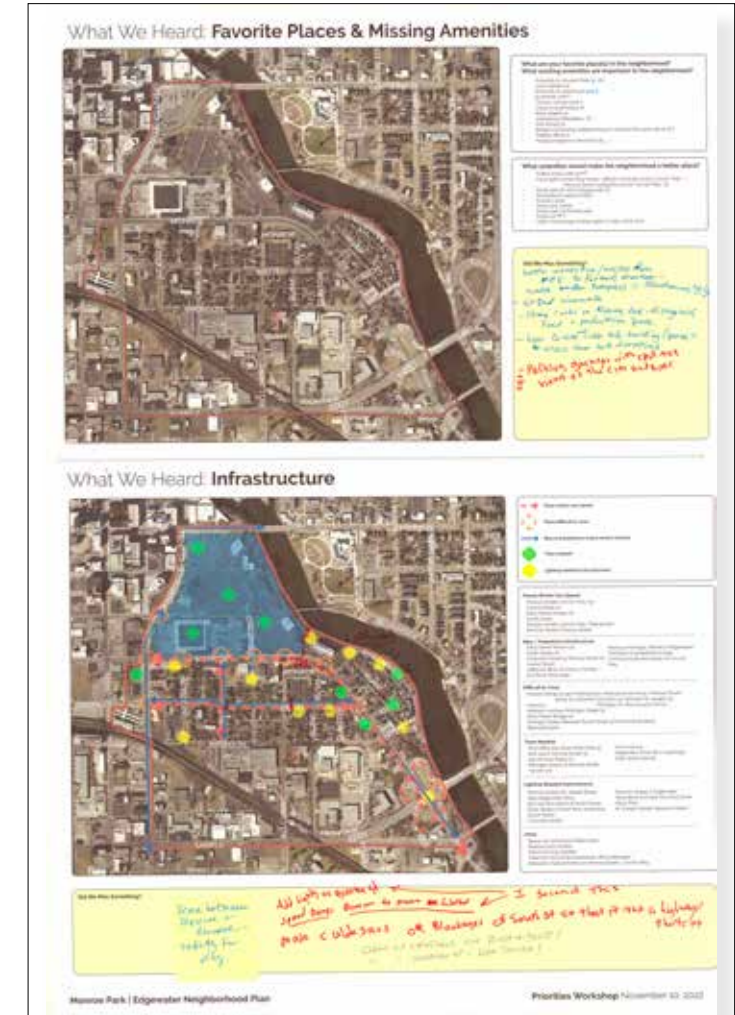
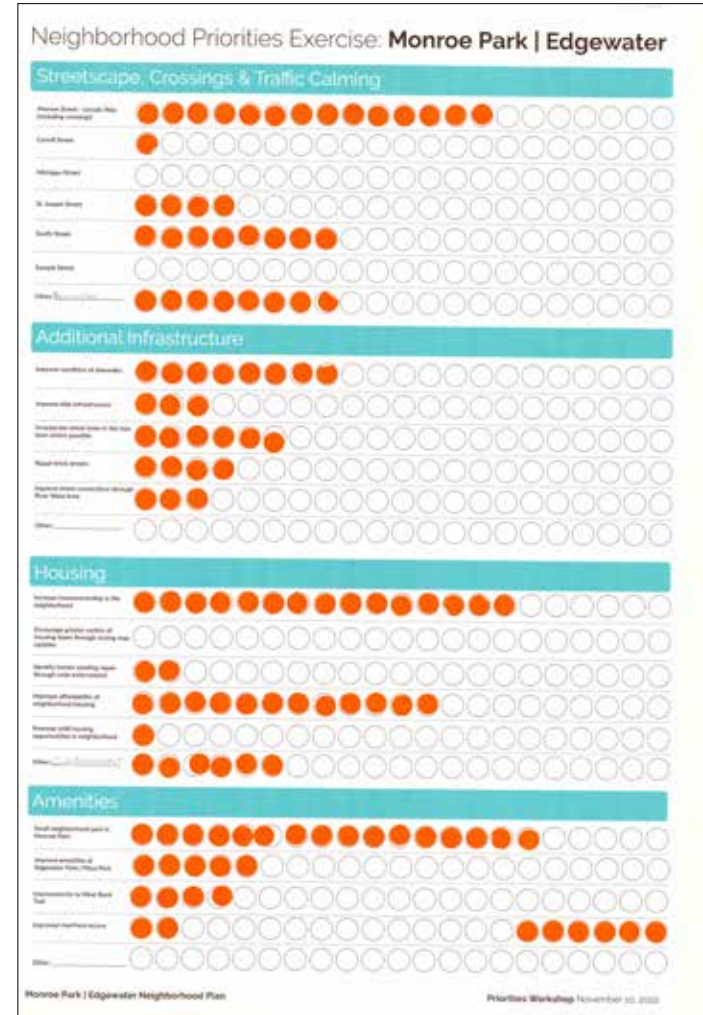
### **Address bank stabilization along St. Joseph River**

Improve amenities along the West Bank Trail

### **Improve riverfront access**







Some of the input provided at the workshops.







# NEIGHBORHOOD PLAN

Monroe Park | Edgewater Neighborhood Plan • Parks & Trails • Preserve Historic Character • Housing Strategies • Sustainability Principles



# Monroe Park | Edgewater Neighborhood Plan

The following is a list of Monroe Park | Edgewater 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 can be found on the following pages.

- 1 Riverfront West Area**  
Redevelop underutilized properties with medium- to high-density residential and mixed-use development; reintroduce streets to the area to provide connectivity; increase open space in area in a meaningful way.
- 2 West Bank Trail**  
Enhance and extend a walking and bicycling connection along the St. Joseph River.
- 3 Michigan Street Area**  
Redevelop underutilized lots with medium- to high-density residential and mixed-use development.
- 4 Monroe Street - Carroll Street Area**  
Fill vacant and underutilized lots with medium-density residential development; enhance existing commercial spaces.
- 5 Monroe Street Green**  
Enhance existing open space with improved amenities for passive recreation.
- 6 Carroll Street - South Street Green**  
Improve amenities at existing green space to continue serving neighborhood residents; complete intersection improvements to promote safety and to reinforce the place as a center of the Monroe Park neighborhood.
- 7 Bronson Street Industrial Area**  
Fill vacant land with an additional industrial building.







- 8 Tutt Street Area**  
Reuse underutilized industrial lots for small-scale light industrial uses grouped around informal open space.
- 9 Edgewater**  
Preserve and enhance historic houses; improve green space and trail connectivity; stabilize the river bank.
- 10 Lincoln Way East - Bronson Street Area**  
Redevelop vacant and underutilized properties with medium-density residential development and small-scale commercial uses; create Monroe Park neighborhood gateway feature with the potential for a flexible plaza space supporting adjoining businesses.
- 11 Lincoln Way East - State Road 23 Area**  
Redevelop vacant and underutilized lots, including cloverleaf ramp areas, into medium-density residential development with access to the river bank.
- 12 Cloverleaf Removal**  
Work with INDOT to remove the State Road 23 cloverleaf ramps while maintaining access through a reconnected street grid; fill reclaimed land with new uses.
- 13 Sample Street - Lincoln Way East Area**  
Fill vacant and underutilized property, including State Road 23 ramp areas, with medium- to high-density residential development with limited light commercial uses.
- 14 Sample Street - High Street Area**  
Redevelop vacant and underutilized lots with light industrial and retail development. Also allow for medium-density residential development to be integrated.





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### Infrastructure Improvements

- 
**Streetscape Improvements & Traffic Calming**  
 Jefferson Boulevard (Realignment)  
 Dr. Martin Luther King Jr. Boulevard / Michigan Street  
 Monroe Street / Lincoln Way  
 South Street  
 Carroll Street
- 
**Street Reconnections (Study Area)**  
 Riverfront West Area  
 Cloverleaf Area
- 
**Street Reconnections**  
 Fellows Street
- 
**Intersection Improvements**  
 Michigan Street - Western Avenue  
 Monroe Street / Lincoln Way East pedestrian crossing at curve  
 Lincoln Way East - South Street  
 Lincoln Way East - Bronson Street  
 Lincoln Way East - State Road 23  
 Lincoln Way East - Sample Street  
 Marietta Street - Sample Street  
 South Street - Carroll Street
- 
**Existing Trails**  
 West Bank Trail between Jefferson Boulevard and Monroe Street
- 
**Proposed Trail Connections**  
 West Bank Trail between Monroe Street to Sample Street



## Riverfront West Area | Sites 1, 2

The Riverfront West area can be transformed from a series of underutilized buildings and parking lots into a lively, walkable area that provides a gradual reduction in building scale from downtown to the Monroe Park neighborhood. As underutilized properties become available, they could be redeveloped into a mixed-use area, featuring medium- to high-density residential development with strategically located commercial uses. Buildings of 4-10 stories near Century Center can taper down to 2-4 stories near Monroe Street. Public streets can be reintroduced to provide better connectivity, and the West Bank Trail and pedestrian bridge over the river can be enhanced. Open spaces could be integrated throughout the new development.

- A** Reconnect Jefferson Boulevard
- B** Active ground floor uses with office or residential above; Ground floor residential in other areas can be converted to commercial over time as demand warrants.
- C** Improvements to trail and pedestrian bridge
- D** Green space with view of Howard Park
- E** Streetscape improvements
- F** Medium-density residential development
-  View shown in rendering



Riverfront West site concept.





West Bank Trail looking south east.





Michigan Street site concept.

 View shown in rendering



Intersection of Monroe Street and Michigan Street looking east.

### Michigan Street Area | Site 3

Along South Michigan Street, empty and underutilized properties can be reused or redeveloped for medium- to high-density residential and mixed-use development of 2-3 stories. Streetscape enhancements could be made to the street to improve pedestrian comfort and extend the protected bicycle lanes farther south. The Michigan Street-Dr. Martin Luther King, Jr. Boulevard-Western Avenue intersection may be reconfigured, potentially with a roundabout, to simplify the movement of people and vehicles and reconnect Michigan Street.





Monroe Street looking south east toward Carroll Street.

### Monroe Street Area | Sites 4, 5

Monroe Street can be an active, attractive place lined with a mix of development, typically in buildings of 2-3 stories. Small apartment buildings and townhouses could fill vacant and underutilized lots, while existing commercial spaces could be renovated as a space for small shops and offices. The open space north of the Monroe Park Apartments can be formalized with improved amenities as a location for passive recreation. Reconnecting Fellows Street to Monroe Street at the west edge of this green space could be explored. Streetscape improvements, including improved sidewalks, crosswalks, lighting, tree planting, and upgraded protected bicycle lanes, can be made to Monroe Street to enhance safety and comfort.

Low- to medium-density residential development site concept.



- A Parking accessed from alley
- B Adaptive reuse of building; renovation of facade
- C Medium-density residential development
- D Formal passive green space
- 🏠 View shown in rendering

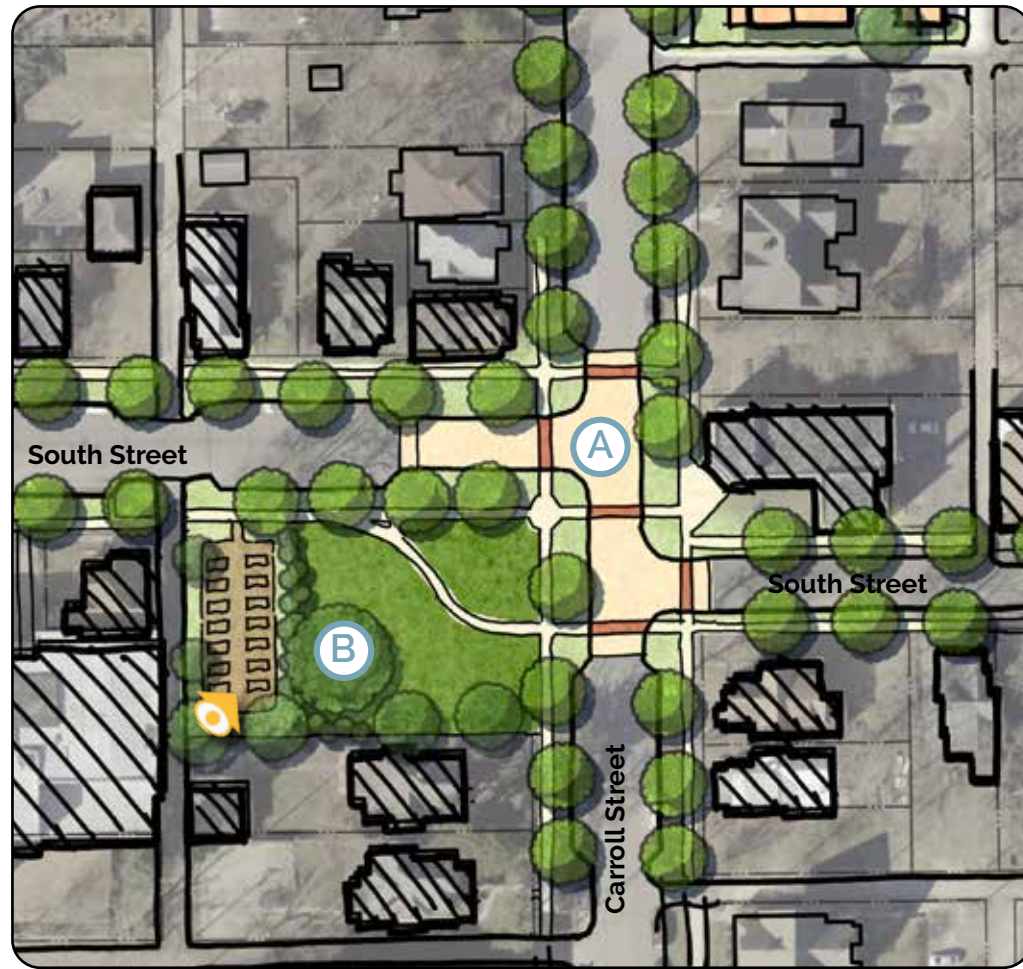


Monroe Street site concept **Draft Plan: 31 July 2023**



## Carroll Street Green | Sites 6

The green space at Carroll and South Streets can be further enhanced as a central gathering place for the Monroe Park Neighborhood. The location could feature a lawn for small formal and informal neighborhood events while continuing to host a community garden. Intersection improvements, such as a raised intersection, could be installed as both a traffic calming measure and a way to highlight this special space.



Carroll Street Green site concept.

**A** Intersection improvements

**B** Green space & gardens

 View shown in rendering



Carroll Street Green at South Street looking northeast.



## Industrial Area | Site 7, 8

New industrial uses can fill empty lots along the railroad tracks. On Tutt Street, small-scale light industrial uses, such as maker-spaces and workshops that appeal to emerging entrepreneurs, could be grouped around informal public space. The area could include space for recreational use and gardens. North of the tracks, a new light industrial building can be placed at the end of St. Joseph Street.



Residential infill in Edgewater.

- A Low-density residential infill
- B Edgewater Park
- C Bronson Green
- View shown in rendering



Open space and residential development looking west from Lincoln Way East and Bronson Street.

## Edgewater Area | Site 9

Preservation and enhancement of the Edgewater Neighborhood's historic houses can ensure its charm remains intact. Neighborhood-scale residential buildings, ranging from single-unit dwellings to structures of up to four units, can be constructed on empty lots on Lincoln Way East. Edgewater Park can be strengthened as a riverside amenity. Improved pedestrian and bicycle connections to the Edgewater Neighborhood can be made to both to the east and to the west.

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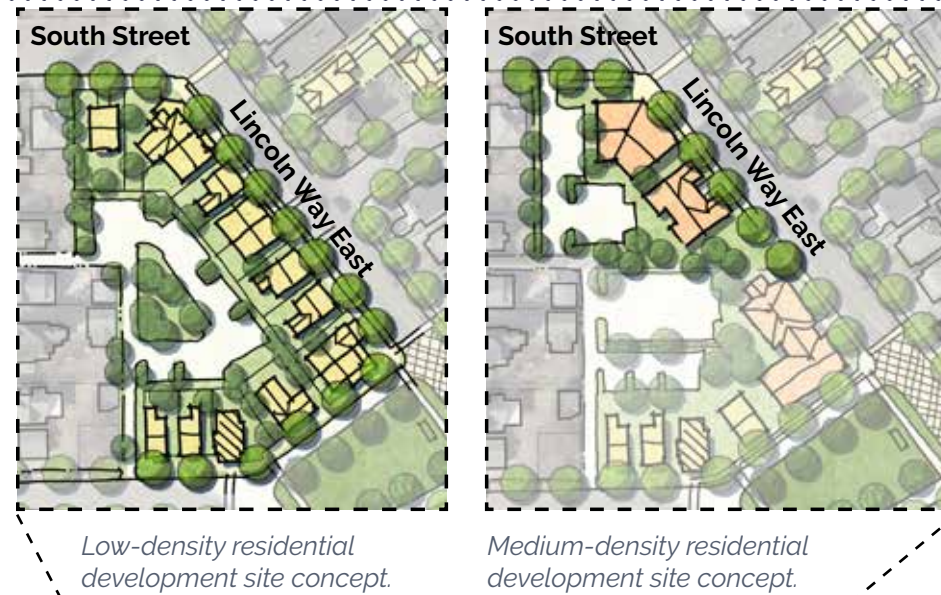


## Lincoln Way Area | Sites 10, 11, 12, 13, 14

New housing, spots for businesses, green space, and views of the river can be realized at the southeast edge of the Monroe Park | Edgewater area. In the 1960s, a half-mile freeway segment straddling the river was cut through the area, devaluing it; highway removal can help to reverse this situation. In cooperation with the Indiana Department of Transportation, the State Road 23 ramps can be taken out, while other street connections are added to maintain efficient neighborhood access. In the area reclaimed from the highway ramps northwest of State Road 23, apartment buildings and townhouses of 2-3 stories can be added. Sections of publicly accessible riverside trail can be added where feasible.

Bronson Street could be reconfigured just west of Lincoln Way to provide a green space that serves as a neighborhood gateway and disincentives vehicular traffic from cutting through the area. Underutilized properties near the intersection can be used for detached houses, townhouses, small apartment buildings of 2-3 stories, or even a small shop. The parking lot north of the intersection could flex into a gathering space for neighborhood events or outdoor sales.

The area near Lincoln Way and Sample Street can be used for medium- to high-density residential uses of 2-4 stories, plus small commercial uses. Farther west along Sample Street, limited light industrial or commercial space could be integrated if desired.



Lincoln Way Area site concept.

- A Parking internal to block
- B Medium-density residential development
- C Medium-density residential development
- D Linear connection to river
- E Low-intensity industrial development
- F Mixed-use development
- G Streetscape improvement
- H Neighborhood signage and green space
- View shown in rendering



Medium-density residential development site concept.

Low- to medium-density residential development site concept.



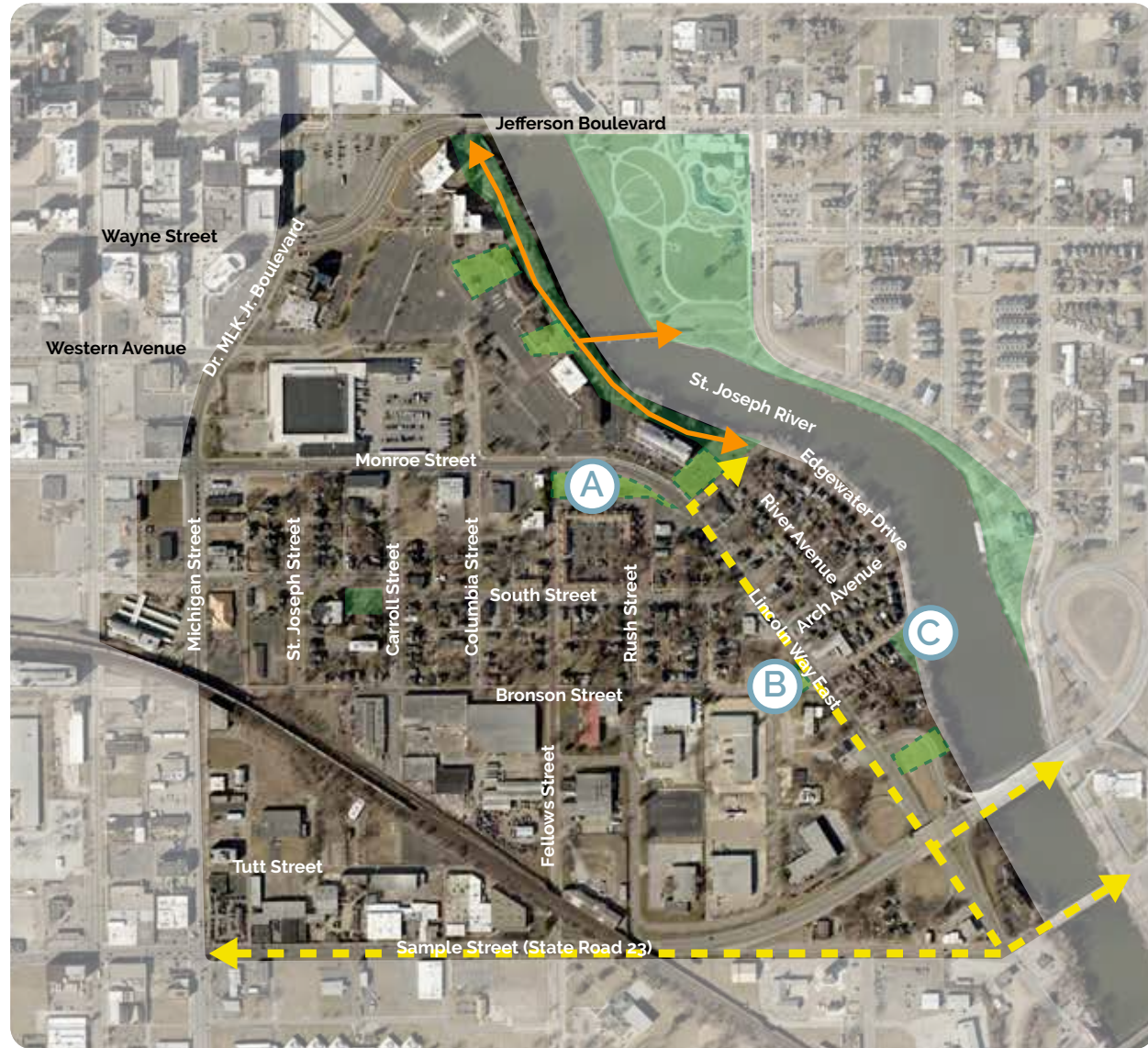


*Cloverleaf redevelopment concept looking northwest from the St. Joseph River.*

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# Parks & Trails



Maps showing Parks and Trails.

## Parks and Trails Key

- Existing Parks and Open Spaces
- Proposed Parks and Open Spaces
- Existing Trails
- Proposed Trails

## Parks

The Monroe Park | Edgewater Neighborhood can feature a series of formal and informal open spaces. A new green space along Bronson Street at Lincoln Way East provides an informal place for community events and neighborhood signage. Formalizing the open space on Monroe Street with a gathering space can help create a more attractive place for recreation. A playground can be added to one of the neighborhood green spaces. New informal open spaces can be added as property redevelops in the Riverfront West and Cloverleaf areas. Improvements to all green spaces, including Edgewater Park, should be done after a more detailed public park planning process.

- Monroe Street Green
- Bronson Street Green
- Edgewater Park

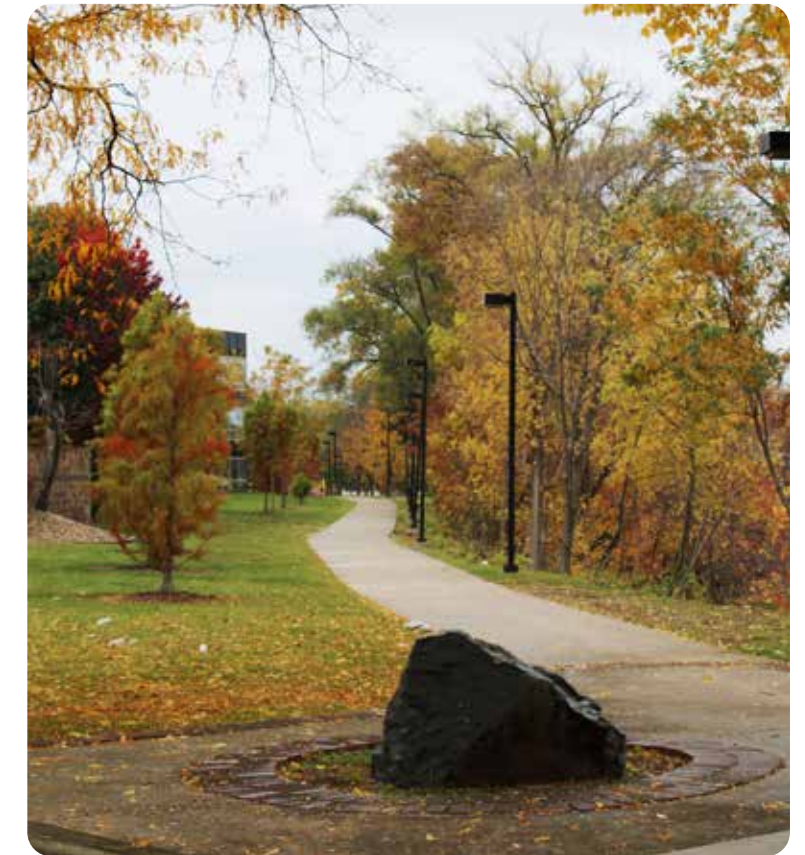
## Recreational Trails

The existing West Bank Trail can be enhanced with better lighting and active uses along it. Lighting and railing improvements can be made to the pedestrian bridge to provide a more comfortable connection to Howard Park and the Northside Trail. The trail can be extended south and east, providing access to Lincoln Way East and the Farmers Market area. A safe route between the West Bank Trail and the Monroe Park neighborhood should be created across Monroe Street/Lincoln Way East.

With the removal of the ramps, portions of the bridge deck could be repurposed for pedestrians, bicyclists, thereby providing enhanced connectivity across the river.



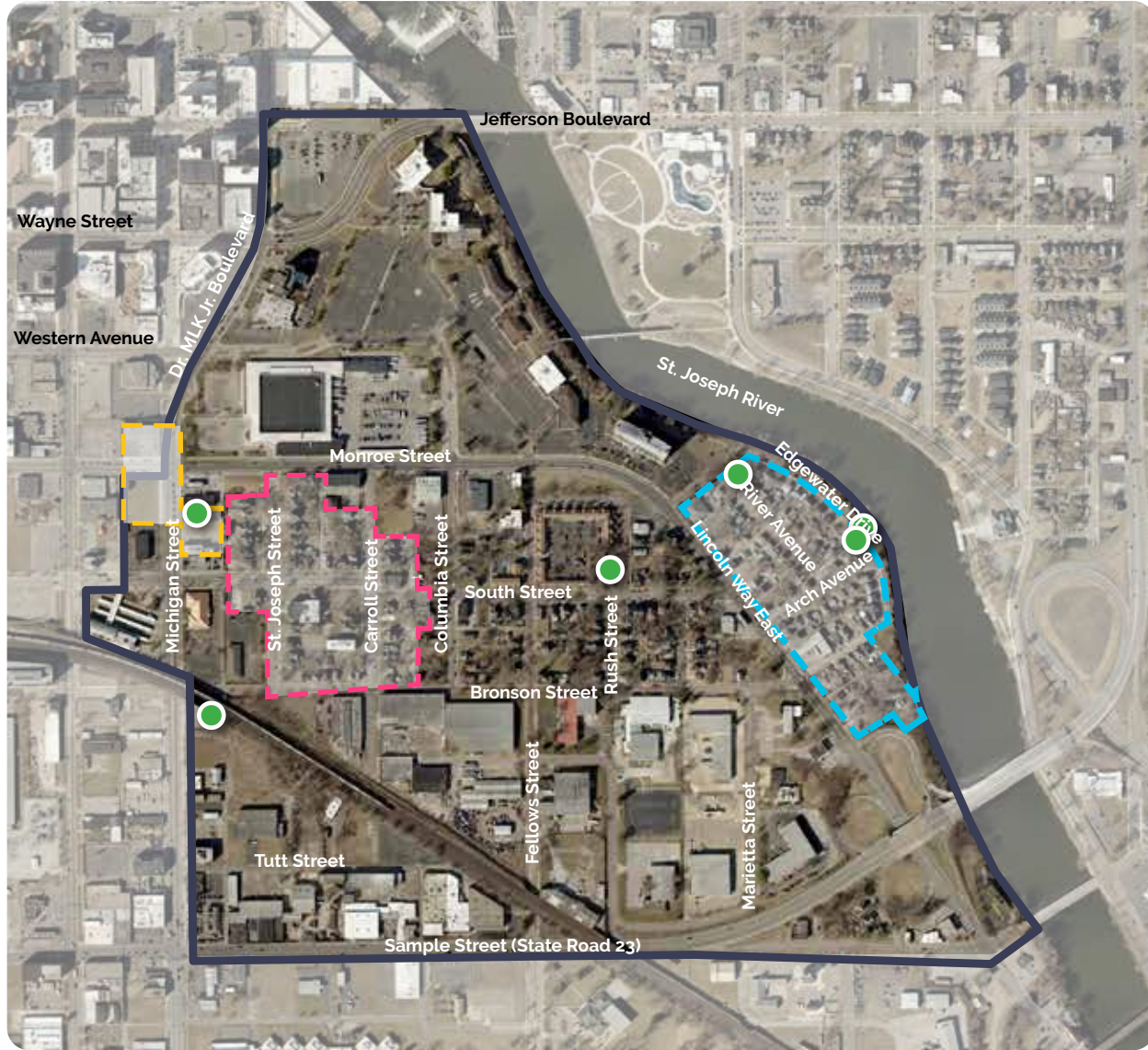
Edgewater Park, looking south.



West Bank Trail, looking north.








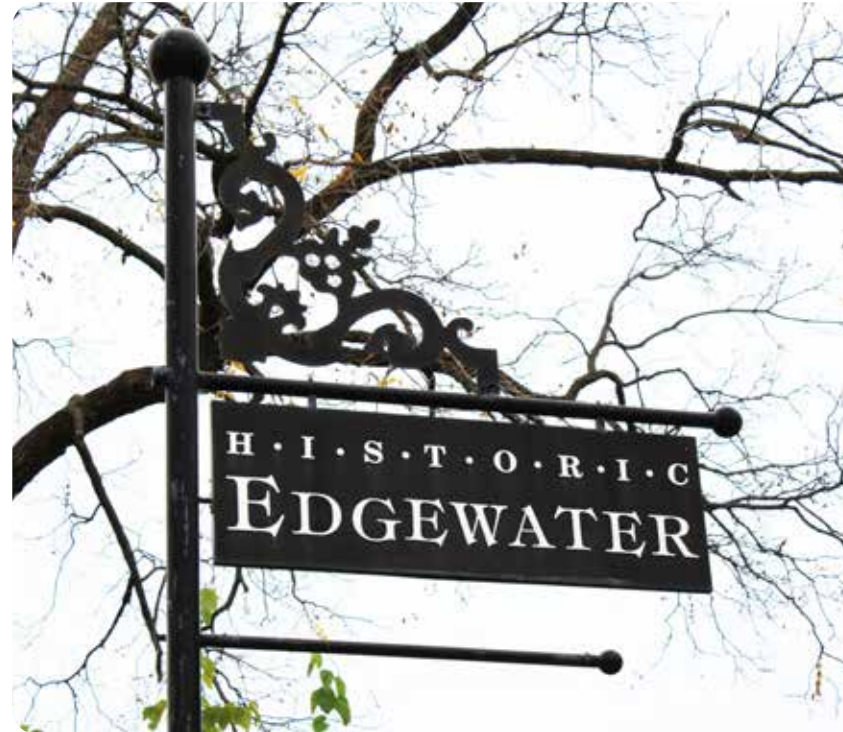
# Preserve Historic Character



Map showing Local Historic District boundaries.

## Preserve Historic Character Key

-  Neighborhood boundary
-  Locally designated historic structures / sites
-  Taylor's Field Historic District
-  Edgewater Historic District
-  South Michigan Street Historic District



Edgewater local historic district signage.

## Local Historic District

Local historic districts are established to preserve buildings, structures, and sites of historical, architectural, engineering, and cultural significance in South Bend. In the planning area, Taylor's Field, Edgewater Place, and South Michigan Street are local historic districts. Additionally, six structures within the planning area are designated local landmarks.



River of Life Church on St. Joseph Street.

## 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 and protects the area from federally funded projects that may negatively impact its historic fabric. The Monroe Park | Edgewater Neighborhood Plan area does not currently have any National Register districts.



# Greening The Neighborhood

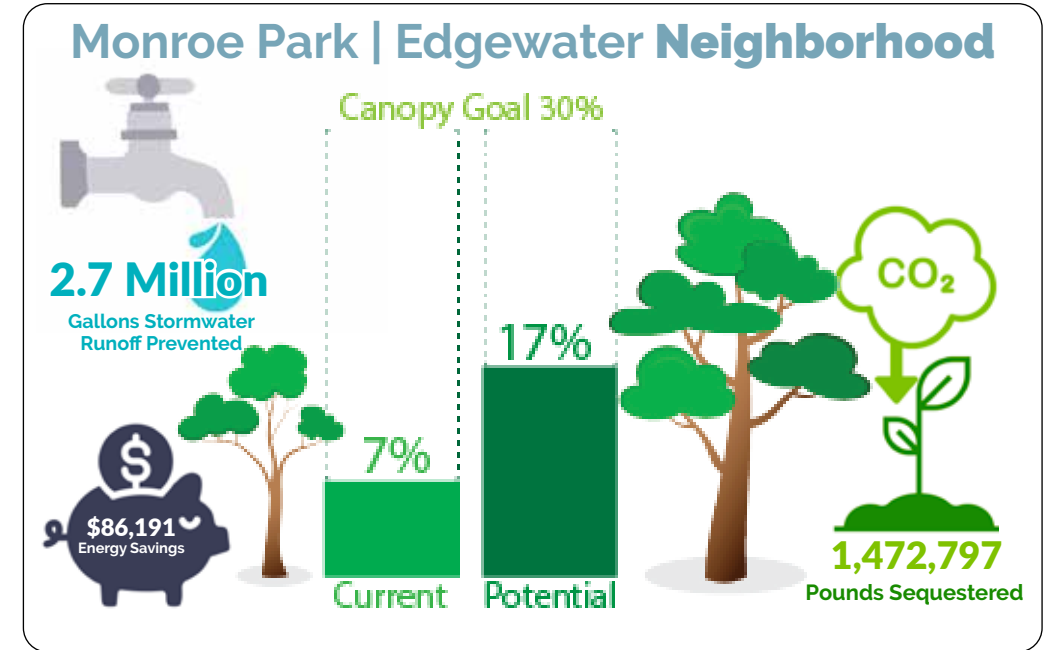
Greening neighborhoods by expanding the urban tree canopy creates healthy, energy efficient, and attractive neighborhoods.



Healthy tree canopy on River Avenue in Edgewater Place.



Industrial area south of Bronson Street lacks tree canopy.



Planting additional trees results in carbon sequestered, water runoff saved, and energy costs reduced. Calculated on [design.itreetools.org](https://design.itreetools.org) based on 30-year time frame.

## What is a healthy tree canopy?

The City's goal for urban neighborhoods is to have 30% tree canopy coverage by 2050. The urban tree canopy is measured as a percentage of the overall land area that is sheltered from above by tree branches and leaves.

## Why is it important?

Trees are essential to healthy neighborhoods by providing the following benefits:

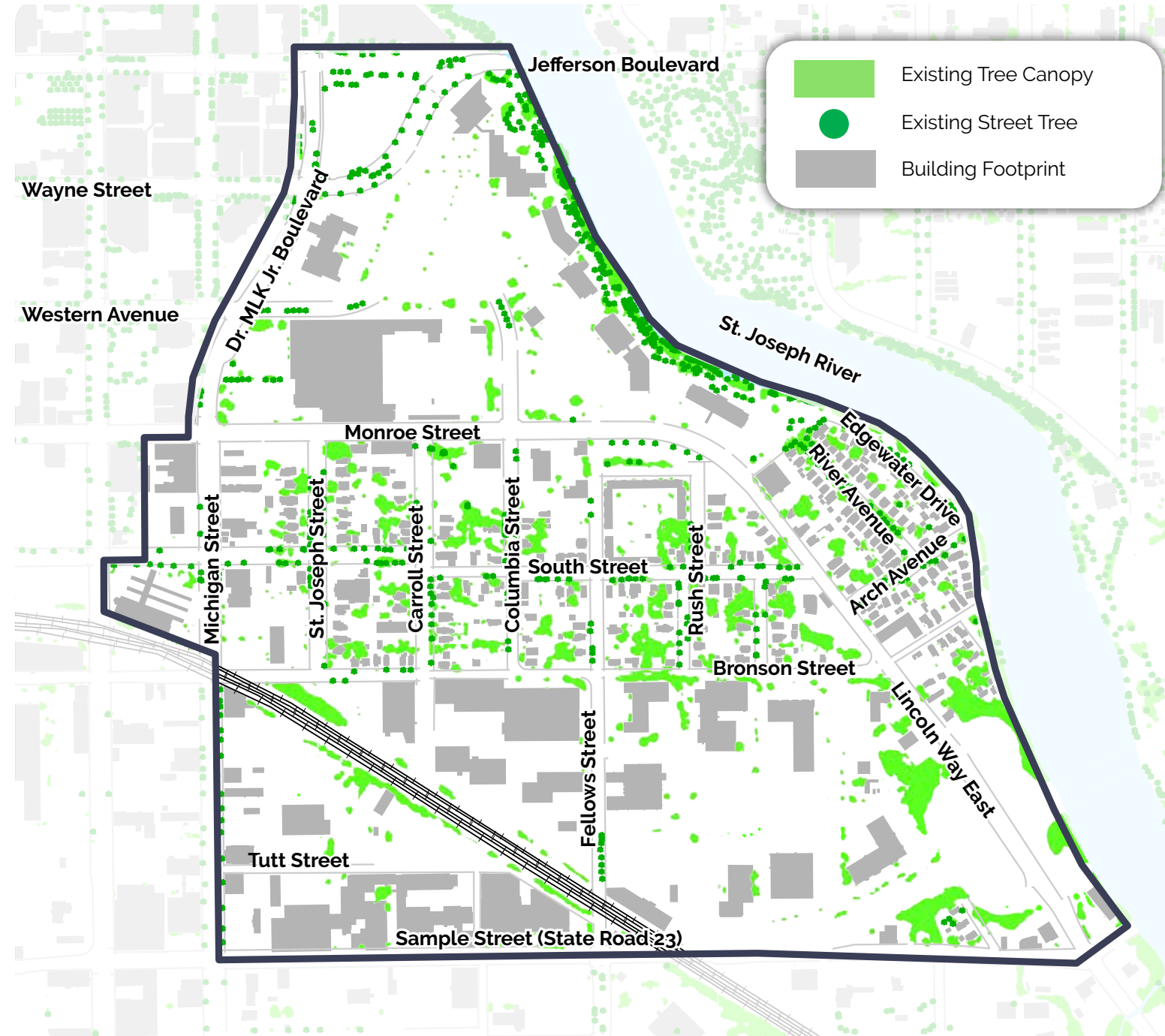
- removing street-level air pollution,
- cooling down neighborhoods (heat island effect),
- slowing traffic and help to create safer, walkable streets,
- improving community health and wellness,
- reducing flooding, erosion, and water pollution from runoff,
- creating stronger and more attractive places,
- reducing urban noise (cars, trains),
- increasing energy savings for heating and cooling buildings,
- increasing property values, and
- helping adapt to changing climate impacts.

## How does this plan support it?

The Monroe Park | Edgewater area has a current tree canopy of 7%. This plan proposes installing a tree every 30 feet along streets and in open spaces. This effort would yield approximately an additional 900 trees, raising the tree canopy to 16.5% within the planning area. Additional trees must be planted on private property to achieve the citywide goal of 30% tree canopy.

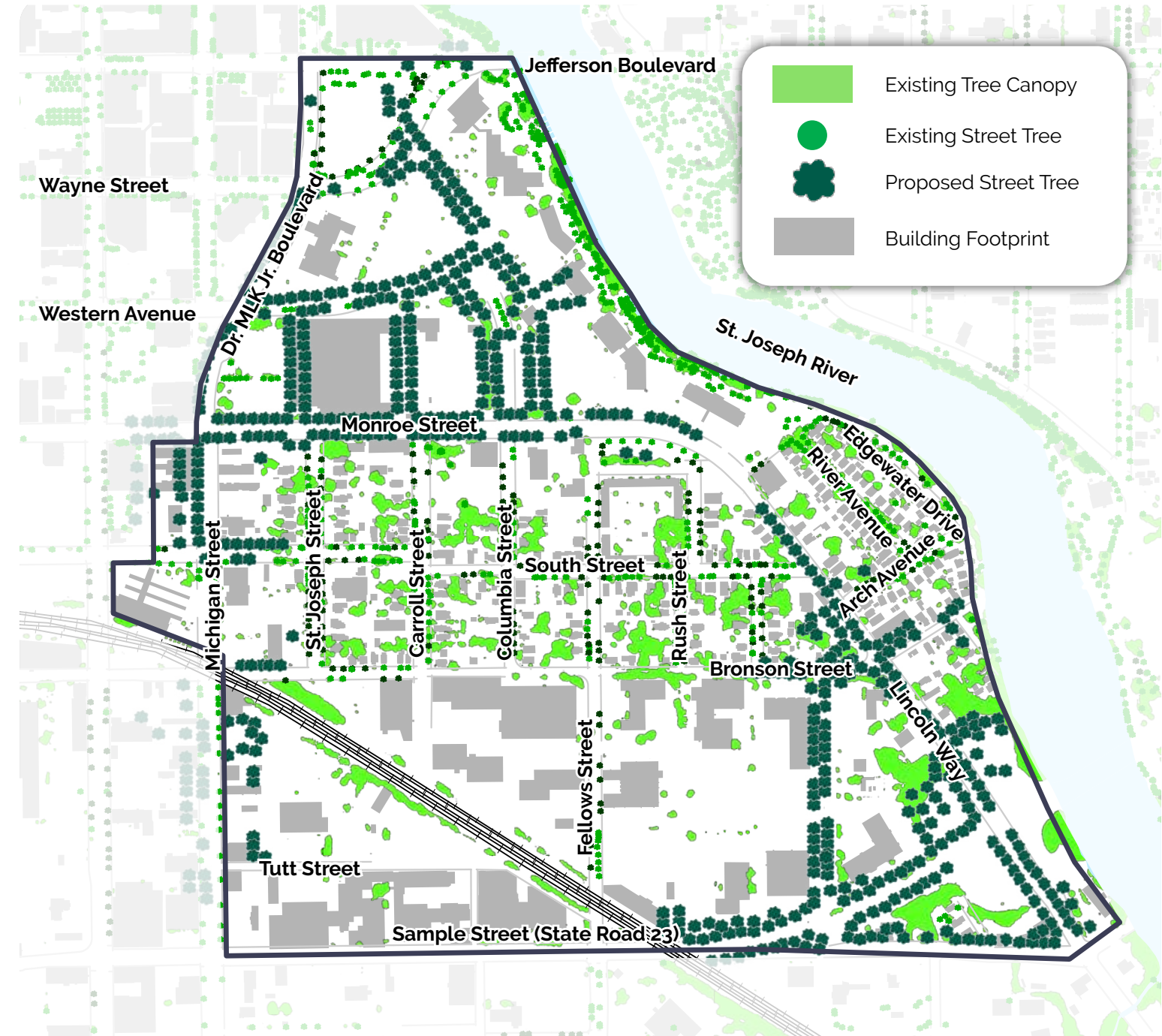


### Current Tree Coverage



Maps showing existing tree canopy

### Potential Tree Coverage: Additional Street Trees



Maps showing proposed tree canopy based on installation of additional street trees.



# Housing Strategies

A range of housing strategies will help ensure the Monroe Park | Edgewater Neighborhood as a successful, diverse, mixed-income area.

## Market Challenges

For much of the Monroe Park | Edgewater neighborhood, the cost of constructing new housing is greater than the appraised value of the property once it is completed. This financial gap is a barrier to the financing and construction of new housing, especially market-rate units, in the area.

Several tactics can be employed to help close the gap. Multi-unit housing can usually be built at a lower cost per unit than detached houses. Additionally, pre-approved building plans for residential structures, a detached accessory dwelling unit revolving loan fund, grants to replace sewer and water laterals, low-cost land through land banks, and building adjacent to stronger market areas are among the potential ways to make new construction of attainable housing units possible.

## Housing 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.

## Missing Middle

A mix of housing types and price points can mean that housing is available for people of all means. 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 Monroe Park | Edgewater Neighborhood. 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.

## Home Ownership

The City of South Bend has several programs to assist first time homebuyers and current homeowners:

- Certified First Time Home Buyer Education which is typically required for most federal and state housing assistance programs such as Habitat for Humanity and Community Homebuyers Corporation for home buyers whose income does not exceed 80% of the Area Median Income.
- South Bend's Housing Counseling Agency offers housing counseling and is open to all individuals in need regardless of whether they are participating in an assistance program. This includes both foreclosure prevention counseling and credit / budget counseling.



House on Edgewater Drive.



Vacant lot on Edgewater Drive.

During the planning process, participants were asked a series of questions about the planning area. Of those that responded...



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# Sustainability Principles

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 Monroe Park | Edgewater 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.
- Promote the use of solar panels for energy generation.
- Encourage urban residential infill and the use of existing public utilities and infrastructure to reduce the need to extend services into rural areas.



## 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.







# STREETS & TRANSPORTATION

Streetscape & Traffic Calming • Bike Infrastructure



# 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 Monroe Park | Edgewater 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 Monroe Park | Edgewater Neighborhood should be improved in accordance with South Bend's Complete Streets 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

Jefferson Boulevard (realignment)

Dr. Martin Luther King Jr. Boulevard / Michigan Street

Monroe Street / Lincoln Way East

Bronson Street (Lincoln Way- Marietta Street)

Street Reconnections

- Riverfront West Area (Page 24)
- Cloverleaf Area (Page 31)

## Traffic Calming

Traffic calming involves small-scale interventions to alter the physical design of a street to improve safety for pedestrians, bicyclists, and motorists.

### Priority Areas

South Street

Carroll Street

## Intersection Improvements

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

### Priority Areas

Michigan Street - Western Avenue - MLK Boulevard

Monroe Street / Lincoln Way East (at curve)

Lincoln Way East - South Street

Lincoln Way East - Bronson Street

Lincoln Way East - State Road 23

Lincoln Way East - Sample Street

Reconnect Marietta Street to State Road 23 (as part of ramp removal)

South Street - Carroll Street

Bronson Street - Michigan Street (lighting)

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



stated they walk in the neighborhood.

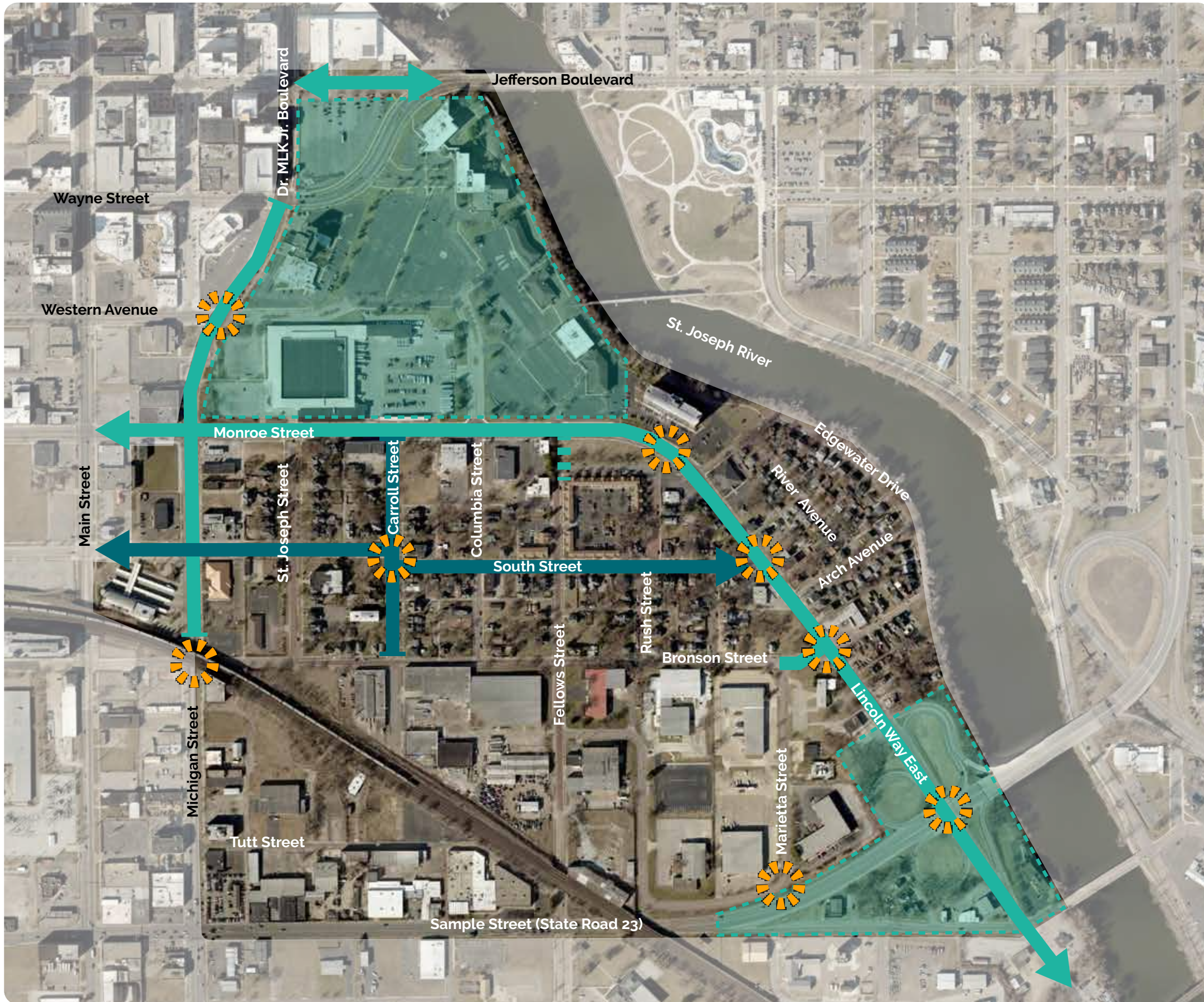
2 out of 3

stated improved sidewalks would encourage them to walk more.






stated slower traffic would encourage them to walk more.





**Streets Map Key**

-  Street Connectivity Focus Area
-  Streetscape Improvements
-  Potential Street Connection
-  Traffic Calming
-  Intersection Improvements

Map showing infrastructure improvements.

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# Bike Infrastructure

Following is a list of bicycle-related projects proposed for the Monroe Park | Edgewater Neighborhood.



## 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

Route	Extent
Dr. MLK Jr. Boulevard / Michigan Street	Wayne Street - Sample Street
Jefferson Boulevard	Michigan Street - St. Joseph River



## Shared Use Path



Off-street facility shared by people on foot and bicycles

Route	Extent
Lincoln Way East	West Bank Trail - Sample Street
State Road 23	High Street - St. Joseph River
Sample Street	Michigan Street - St. Joseph River



## Bike Lane



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

Route
None



## Shared On-Street



On-Street facility shared by both vehicles and bicycles without designated space for each.

Route
Fellows Street

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

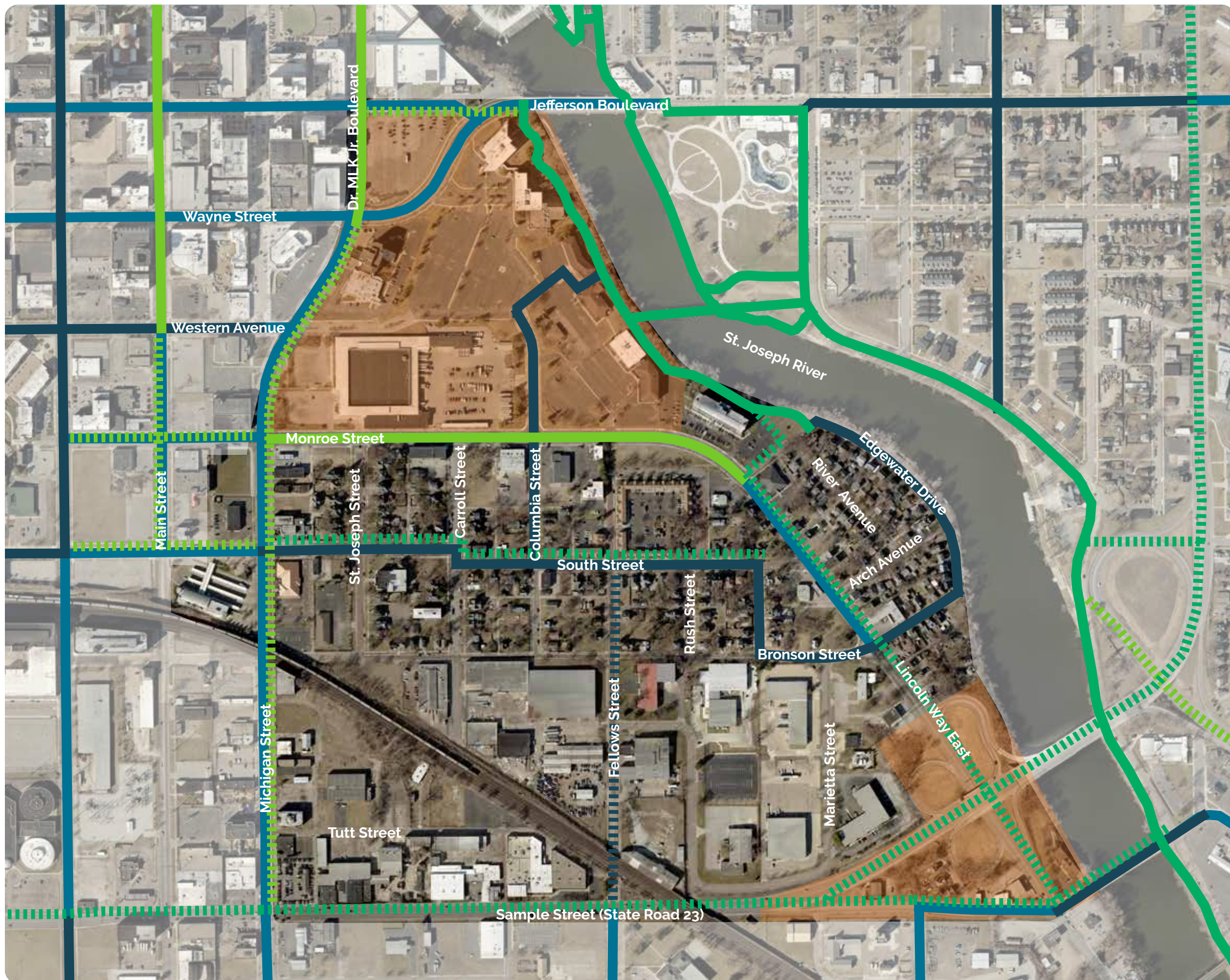


stated slower traffic would encourage them to bike more.



stated designated bicycle infrastructure would encourage them to bike more.





**Streets Map Key**

- |          |  |                         |
|----------|--|-------------------------|
| Existing |  | Shared Use Path (Trail) |
|          |  | Protected Bike Lane     |
|          |  | Bike Lane               |
|          |  | Shared On-Street        |
| Proposed |  | Shared Use Path (Trail) |
|          |  | Protected Bike Lane     |
|          |  | Bike Lane               |
|          |  | Shared On-Street        |

Bicycle Infrastructure Connectivity Focus Area

High-quality bicycle infrastructure should be included in the Riverfront West and Cloverleaf areas as specific plans for those places are finalized.

Map showing bicycle infrastructure improvements.

**Draft Plan: 31 July 2023**







# BUILT FORM & ZONING

Zoning Districts • Zoning Map • Building Types



# Built Form & Zoning

## Overview

The built form of the Monroe Park | Edgewater 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 Monroe Park | Edgewater 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 Monroe Park | Edgewater Neighborhood's pedestrian-oriented, urban environment. Vehicle access, parking, and garages should be from alleys when present. Vacating of alleys is discouraged as it hinders redevelopment of vacant lots. Drive-throughs are discouraged, and if they are present, they should be designed not to be visible from the street. New commercial development should occur according to the standards of the NC Neighborhood Center District or DT Downtown District.

As properties are developed or reused, nonconforming conditions should be brought into conformance with the proposed zoning district shown, including landscaping, parking, lighting, and building standards.

This plan seeks to allow a greater quantity and diversity in housing units; doing so will permit people to find housing within the neighborhood that meets their price and lifestyle needs. Ancillary dwelling units, such as garage apartments or backyard cottages, are encouraged for the Monroe Park | Edgewater Neighborhood.

If the cloverleaf ramps were to be removed and the land redeveloped, the land could be rezoned to an urban district to ensure a well-designed project.

The South Bend Zoning Map divides the city into twelve zoning districts. Eight of these districts are proposed for the Monroe Park | Edgewater Neighborhood: U1, U2, U3, UF, NC, DT, OS, and I.

### S1 Suburban Neighborhood 1



#### Intent

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 Monroe Park | Edgewater Neighborhood.

### S2 Suburban Neighborhood 2



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

Due to its suburban nature, the S2 District is not appropriate anywhere in the Monroe Park | Edgewater Neighborhood.

### U1 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.

The U1 District is well suited for most of the Edgewater Neighborhood and the portion of the Monroe Park neighborhood between South and Bronson Streets. This plan would support special exceptions for newly constructed duplexes.



**U2** Urban Neighborhood 2



The U2 Urban Neighborhood 2 District provides for primarily detached houses and duplexes, but it allows for neighborhood-scale buildings of up to four units. Buildings have modest setbacks and inviting frontages, such as porches and stoops.

Areas north of South Street in Monroe Park are appropriate for the U2 District. The plan would support rezoning properties within the U1 District south of South Street to the U2 District for sensitively designed buildings of up to four units built at a scale compatible with surrounding residential properties.

**U3** Urban Neighborhood 3



The U3 Urban Neighborhood 3 District supports a full range of housing types, from single-unit dwellings to large multi-unit buildings, placed at small setbacks. Buildings in the U3 District may be built up to four stories in height.

Properties along major streets such as Monroe Street - Lincoln Way East and other scattered locations in the neighborhood may be appropriate for the U3 District if limited to 6 units and 2.5 stories.

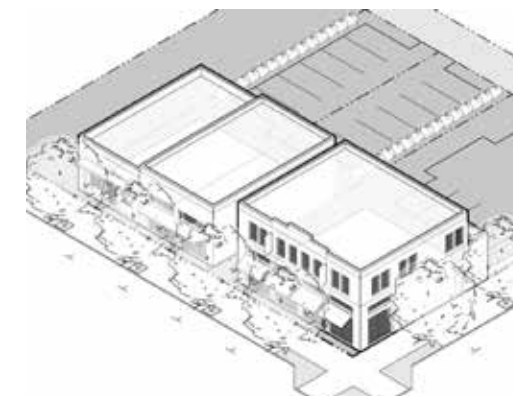
**UF** Urban Neighborhood Flex



The UF Urban Flex District supports a full range of housing types, together with limited small-scale commercial uses. Buildings typically have small setbacks and are two to four stories.

The UF District is appropriate for scattered locations to support small-scale services and retail, especially at intersections.

**NC** Neighborhood Center



The NC Neighborhood Center District supports higher intensity, mixed-use urban centers, 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.

Areas along Michigan Street and Monroe Street - Lincoln Way East are well suited for the NC District.

**DT** Downtown

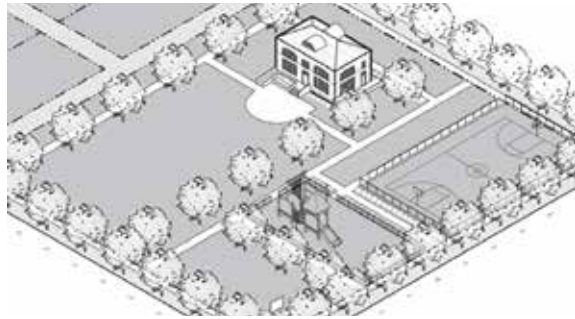


The DT Downtown District supports the development of South Bend's core into a high-intensity, mixed use urban area.

The DT District would apply to properties in the area north of Monroe Street in the Riverfront West area, as well as properties on the west side of Michigan Street.



**OS** Open Space



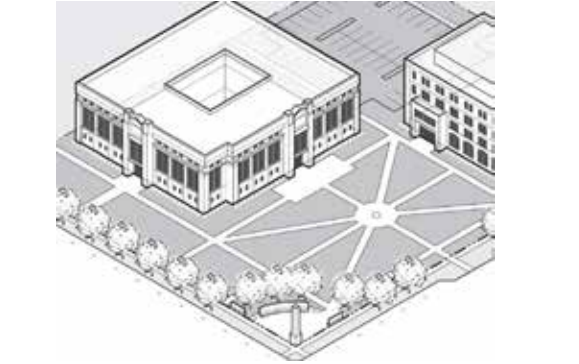
**Intent**

The OS Open Space District supports the development of public parks and other open spaces.

**Where It Is Appropriate**

The OS District includes Plaza Park, (the West Bank Trail) and the city-owned lots along Monroe Street east of Fellows Street.

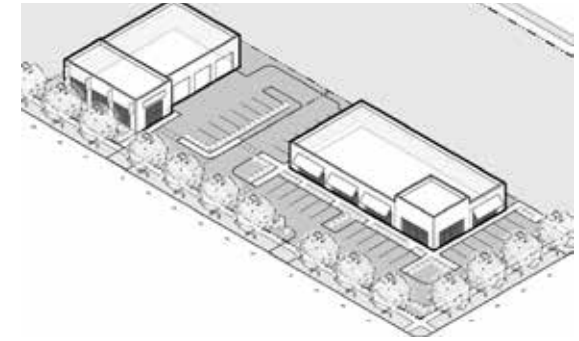
**U** University



The U University District supports the development of university campuses.

The U District is not currently proposed for the Monroe Park | Edgewater Neighborhood.

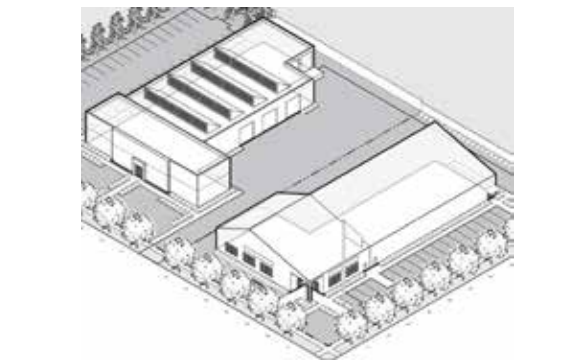
**C** Commercial



The C Commercial District supports medium- to high-intensity commercial uses that are auto-oriented and found in suburban locations.

Because of its suburban, auto-oriented nature, the C Commercial District is not appropriate anywhere in this urban, downtown-adjacent neighborhood.

**I** Industrial



The I Industrial District supports medium- to high-intensity industrial uses, typically grouped along highways and major streets and separated from residential uses.

The I District is appropriate for existing industrial areas located in the southern tier of the neighborhood. Any development in the I District should be sensitive to surrounding land uses.

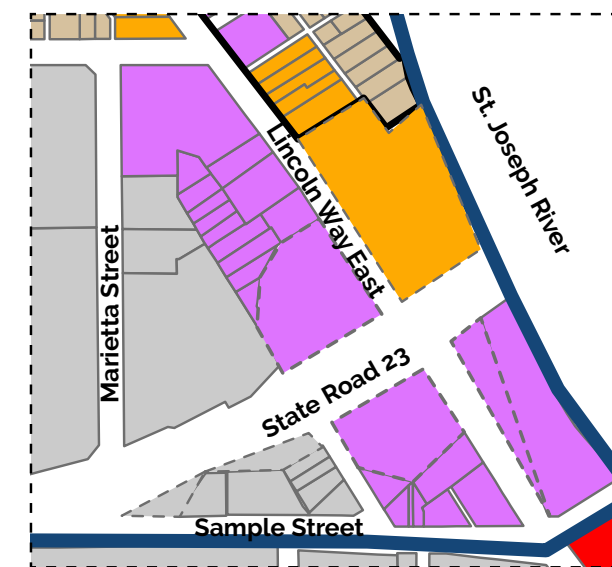
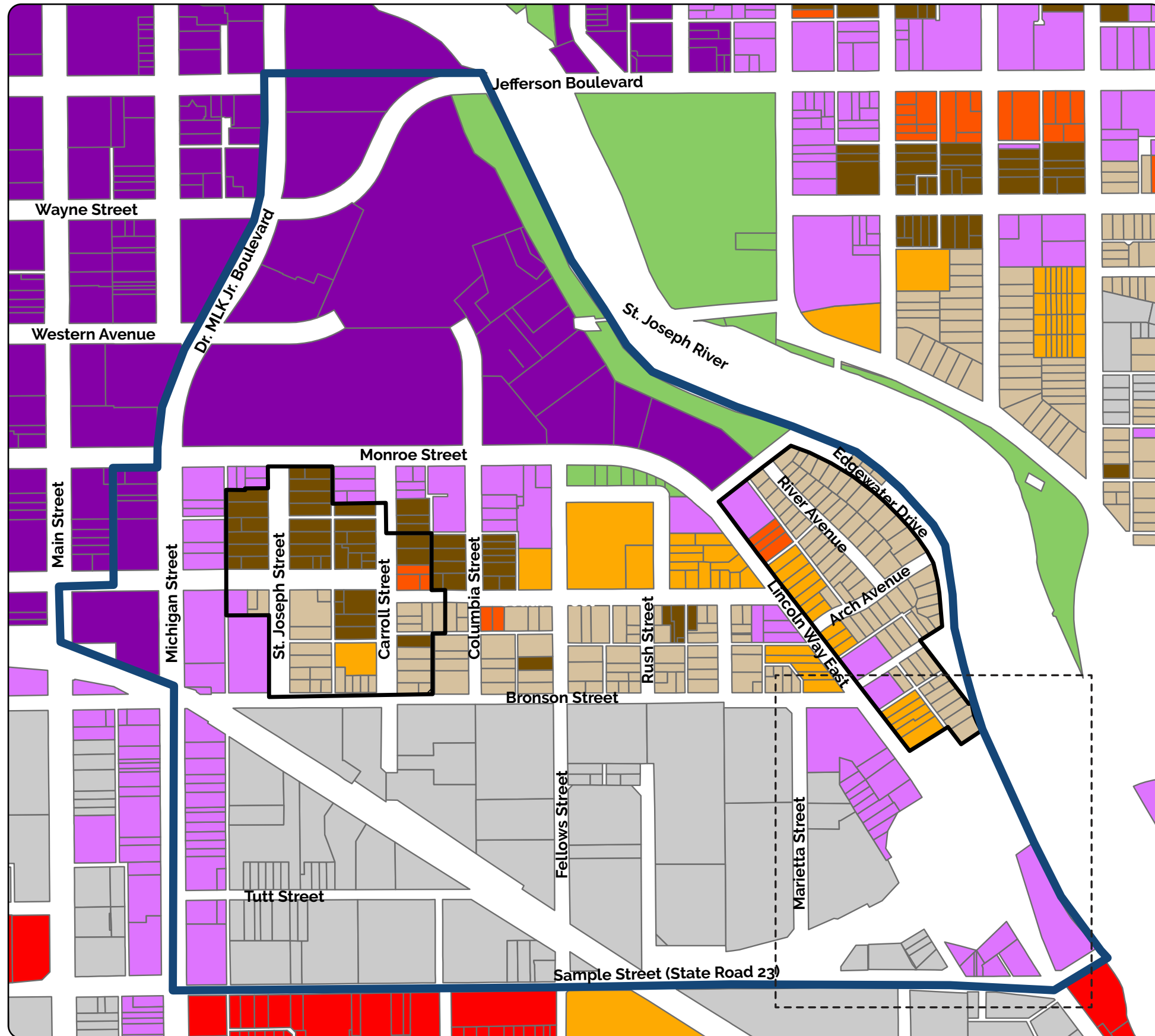
**HP** Historic Preservation



The HP Overlay District is established to preserve buildings, other structures, and sites of historical, architectural, engineering, and cultural significance in South Bend.

The planning area has three local historic districts (Taylor's Field, South Michigan Street, and Edgewater Place) and six local landmarks. Existing local districts and designated local landmarks should be maintained. Other properties may be added to the HP Overlay District as warranted by designation criteria.





Proposed Zoning Map for land reclaimed by State Road 23 ramp removal.

Proposed Zoning Map for Monroe Park | Edgewater Neighborhood Area.

Draft Plan: 31 July 2023



# 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.

S1 S2 U1 U2 U3 UF NC



S1 S2 U1 U2 U3 UF



S2 U2 U3 UF



S1 S2 U1 U2 U3 UF



## Zoning Districts

S1 Suburban Neighborhood 1

S2 Suburban Neighborhood 2

U1 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](http://michaelwatkinsarchitect.com)  
[kerneyhomes.com](http://kerneyhomes.com)  
[cottagecourt.com](http://cottagecourt.com)



Townhouse

Apartment House

Stacked Flats

Shop

Mid-Rise / Tower

S2 U2 U3 UF NC DT

S2 U2 U3 UF NC DT

S2 U3 UF NC DT

UF NC DT

DT









# IMPLEMENTATION **MATRIX**

Infrastructure • Parks • Housing • Underutilized Properties • Sense of Community



# Implementation Matrix

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.

## Strategy 1: Create a safe and attractive neighborhood through infrastructure improvements.

Action	Lead Responsibility		Potential Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>1.1 Monroe Street - Lincoln Way East:</b> Complete streetscape improvements including an upgraded protected bike lane and improved intersections and pedestrian crossings, particularly at Karl King Tower	■			■	■	
<b>1.2 South Street:</b> Explore traffic calming measures and an improved intersection at Carroll Street.	■			■		
<b>1.3 Jefferson Boulevard:</b> Explore ways to reestablish a through connection between the St. Joseph River and Dr. Martin Luther King Jr. Boulevard.	■				■	
<b>1.4 Michigan Street:</b> Complete streetscape improvements including protected bike lanes.	■					■
<b>1.5 Traffic Calming:</b> Complete high priority traffic calming on neighborhood streets.	■			■	■	■
<b>1.6 Cloverleaf Ramps:</b> Remove the State Road 23 cloverleaf ramps while maintaining connectivity for the neighborhoods.	■	■	INDOT	■	■	■
<b>1.7 New Street Connections:</b> Explore new street connections to improve connectivity through the Riverfront West area.	■		Developers	■	■	■
<b>1.8 Street Trees:</b> Plant street trees where possible, specifically within city right-of-way.		■	Monroe Park Neighborhood Association, Residents, Property Owners	■	■	■
<b>1.9 Infrastructure Maintenance:</b> Complete regular maintenance on streets throughout the neighborhoods.	■			■	■	■
<b>1.10 Promote Curb and Sidewalk Program:</b> Promote existing curb & sidewalk replacement program to assist with costs.		■	Monroe Park Neighborhood Association, Residents, Property Owners	■	■	■
<b>1.11 River Bank Stabilization:</b> Monitor and maintain the river bank along the Edgewater neighborhood.	■	■		■	■	■



### Strategy 2: Improve park spaces and access.

Action	Lead Responsibility		Potential Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>2.1 Bridge to Howard Park:</b> Complete improvements to bridge deck, railing, lighting, and other features.	■			■	■	
<b>2.2 West Bank Trail:</b> Provide pedestrian and bicycle extensions to connect to Riverfront West area and Monroe Street.	■			■	■	
<b>2.3 Edgewater Park:</b> Explore improvements to park amenities.	■		Residents		■	
<b>2.4 Plaza Park:</b> Explore improvements to park amenities.	■				■	
<b>2.5 Carroll Street Green:</b> Explore improvements to park amenities.		■	Monroe Park Neighborhood Association		■	■

### Strategy 3: Develop and preserve housing in the neighborhood.

Action	Lead Responsibility		Potential Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>3.1 Zoning:</b> Update the zoning map for the plan area.	■			■		
<b>3.2 Historic District:</b> Explore listing Taylor’s Field and Edgewater Place on the National Register of Historic Places to allow for the use of federal tax credit incentives.	■	■	Indiana Landmarks, Residents	■		
<b>3.3 Home Repair:</b> Ensure housing is well maintained by offering owner-occupied housing repair assistance and using code enforcement tools as necessary.	■	■	Nonprofits Organizations, Property Owners	■	■	■
<b>3.4 Develop Housing:</b> Support the production of a range of housing types including new construction and rehabilitation of market rate and affordable units for owner and rental housing.	■	■	Developers, Local Nonprofit Housing Providers	■	■	■
<b>3.5 Tools:</b> Explore mechanisms that can assist with the financial gap that impacts housing development.	■		Nonprofits Organizations, Financial Institutions	■	■	■
<b>3.6 Home Ownership:</b> Explore mechanisms that can promote and transition renters into homeowners in the neighborhoods.	■	■	Nonprofit Organizations	■	■	■
<b>3.7 Community Toolshed:</b> Implement a community toolshed which allows residents to check out tools in order to complete housing repairs.		■	Monroe Park Neighborhood Association	■	■	■



### Strategy 4: Address underutilized and problem properties in the neighborhood.

Action	Lead Responsibility		Potential Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>4.1 City-Owned Lots on Monroe Street:</b> Develop city-owned lots for green space and recreation.	■	■	Neighborhood Associations	■	■	
<b>4.2 City-Owned Lots:</b> Reuse city-owned property on Carroll Street for infill housing.	■	■	Developers	■	■	
<b>4.3 Michigan Street Commercial Corridor:</b> Enhance Michigan Street as an area for medium- to high-density mixed-use development.		■	Developers, Business Owners, City of South Bend	■	■	■
<b>4.4 Riverfront West Area:</b> Assist in the redevelopment of underutilized land, improving the connectivity for all modes of transportation, and providing quality public green spaces.	■	■	Developers	■	■	■
<b>4.5 Problem Properties:</b> Utilize the Chronic Problem Properties regulations to reduce the negative impact of problem properties on the neighborhoods.	■	■	Neighborhood Associations	■	■	■

### Strategy 5: Develop sense of community through neighborhood engagement.

Action	Lead Responsibility		Potential Partners	Timeline		
	City	Partner		1-5 Years	5-10 Years	10+ Years
<b>5.1 Capacity Building:</b> Build neighborhood capacity through engagement of all neighborhood residents.	■	■	Neighborhood Associations	■	■	■
<b>5.2 Neighborhood Events:</b> Hold neighborhood events which celebrate the neighborhood.		■	Neighborhood Associations, Neighborhood Institutions	■	■	■
<b>5.3 Communication:</b> Develop and maintain communication with neighbors including residents of rental housing.		■	Neighborhood Associations	■	■	■
<b>5.4 Relationships:</b> Foster relationships among the City, neighborhood institutions, and the neighborhood organization.	■	■	Neighborhood Associations	■	■	■
<b>5.5 Monroe Park Neighborhood Revitalization Plan:</b> Fully implement the Monroe Park Neighborhood Revitalization Plan.		■	Monroe Park Neighborhood Association	■	■	■



