

# MORNINGSIDE NEIGHBORHOOD

## Land Use & Pedestrian Plan



Area Plan Commission of St. Joseph County

*May 2014*

# Morningside Neighborhood

## *Land Use & Pedestrian Plan*

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APC Resolution #233-14  
County Council Resolution #R3-14

Approved May 20, 2014  
Approved June 10, 2014

## **Introduction to Study Area**

### *Map#1 – Study Area*

The area (“Study Area”) of the Morningside Neighborhood Land Use & Pedestrian Plan (“Plan”) is approximately 264 acres bounded by Twyckenham Drive on the west, Douglas Road on the north, Ironwood Road on the east, and State Road #23 (hereinafter referred to as South Bend Avenue) and Edison Road on the south. The Study Area is a mix of single-family, multi-family, business/commercial uses and a large number of vacant lots, located east of the University of Notre Dame campus. The Study Area encompasses properties in unincorporated St. Joseph County and properties within the city limits of South Bend.

The population of the Study Area in 2010 was approximately 1,300 people. The majority were renters comprising 72%, most residing south of Dunn Road in the large, multi-residential buildings. In contrast, 44% of the population north of Dunn Road were renters, with 14% of that attributed to the Legacy Village project. The additional projects built since 2010 brings the population of the Study Area to an estimated 1,800 people.

The influx of residents and businesses, and the proximity of the Study Area to the University campus has brought rapid growth and renewed interest to the Study Area. Additional development opportunities are most likely to present themselves, and a plan to determine a practical land use concept is in order.

## **Purpose**

The purpose of the Plan is to establish a practical land use concept for the Study Area by:

- Recognizing and building on the diversity in the existing land uses;
- Determining an appropriate balance between low, medium and high-density uses;
- Improving pedestrian safety and connectivity; and
- Enhancing the streetscape, character and livability of the Study Area.

This Plan shall serve as a guide for reviewing and making recommendations on future development proposals within the Study Area, such as recommended land uses, pedestrian access, open space, road improvements, and other issues identified in the plan making process. The recommended land uses and development concepts will serve as a complement to the *Comprehensive Plan for South Bend and St. Joseph County (April 2002)*.



## **Development and Reinvestment**

Development within and around the Study Area has intensified over the past ten years with new high-density residential developments, business reinvestment and significant roadway improvements:

### Residential Developments:

Wexford Place (2006) - 8 units	Ivy Quad (2008-11) - 62 units
Stadium Village (2007) - 14 units	Legacy Village (2010) - 14 units
Irish Crossings (2007-2011) - 79 units	Irish Flats PUD (2012-13) - 98 units
Irish Row (2008-11) - 108 units	The Overlook (2014) – 266 units

### Business / Building Reinvestments:

Clover Village / Clover Ridge (formally Turtle Creek / Campus View)  
Einstein Brothers (formally KFC)  
Ichiban (formally K's)  
Martins' Plaza

### Nearby Developments:

Innovation Park (office/research)  
Eddy Street Commons (offices, commercial, residential)  
Main Street Pub (restaurant/bar)  
Rooftop Gardens (offices)  
The Triangle (residential)

The University of Notre Dame's Campus Plan (2008 update) has prompted new and renovated university athletic facilities on the eastern edge of the campus, bringing campus facilities and activities closer to the Study Area.

Lastly, the re-alignment and widening of Edison Road/Angela Boulevard, Twyckenham Avenue and South Bend Avenue into four lane roads has improved access and circulation on the edges of the Study Area.

## **Methodology**

The Plan was organized within three phases: 1) Data Collection and Analysis; 2) Public Input, and; 3) Recommendation and Approval.

1. *Data Collection* - The information and data utilized within this study was collected over several years beginning in May of 2010, consisting of site visits, review of the zoning history, property record information, availability of municipal sewer and water, soil characteristics, and discussions with County & City departments. This provided a general understanding of the Study Area, the existing land uses, occupancy status, and infrastructure conditions.

2. *Public Input* - Property owners within the Study Area were notified by letter of the planning process. Adequate time was given for property owners to respond either by letter, email, phone calls or attending the open house held on April 1, 2014. The Commission's website was used to keep the public informed.

3. *Recommendation and Approval* - Using information gathered through the Data Collection and Public Input phases, the Commission staff finalized the Plan and recommendations. The Area Plan Commission passed a resolution on May 20, 2014. The County Council passed a resolution on June 10, 2014.

## **Physical and Environmental Characteristics**

### *Map# 2 – Soils, Wooded Areas, Sewer & Water*

The Study Area is relatively flat with a minor elevation change sloping from east to west. The eastern and northern parts of the Study Area are heavily wooded. Several wetlands are identified on the National Wetland Inventory. One is a retention area, one is a private pond, and one has been built upon by an apartment complex. There are no known drainage problems within the Study Area.

The St. Joseph County Soil Survey published by the Natural Resources Conservation Service in 2004, notes that a majority of the soils within the Study Area are classified as “not limited” regarding the development of dwellings, small commercial buildings, and local roads and streets. The high permeability of these soils, though, is not particularly ideal for on-site septic systems due to their limited filtering capacity. However, when designed per current County Health Department septic regulations, septic systems can function adequately with potential contaminants in the effluent being dispersed and eliminated before entering the ground water.

## **Infrastructure**

### *Map# 2 – Environmental, Sewer & Water*

*Arterial Streets* – Ironwood Road and South Bend Avenue are four and five lane streets, respectively and are rated in Excellent Condition on a four-point scale of Excellent, Good, Average and Poor. Twyckenham Drive is a four-lane street built in 2004/2005, replacing Ivy Road as the north-south connector between South Bend Avenue and Douglas Road. Douglas Road, on the northern edge of the Study Area, is a two-lane, heavily traveled east-west arterial rated in Good Condition connecting SR 933 and the Grape Road commercial corridor. It is scheduled to be widened in the near future. Angela Boulevard, although not a part of the Study Area, is a newer four-lane street with one end at the southwest corner of the Study Area. As a continuation of Edison Road to the east, it is an important street that facilitates traffic to and from Twyckenham and South Bend Avenue.

*Local Streets* - Local streets, especially north of Dunn Road, are narrow two-lane streets. They are rated as Average to Poor Condition. Dunn Road, Ivy Road and certain sections of McErlain, George and Willis Streets are rated in Excellent or Good Condition. Curbing is generally non-existent, especially north of Dunn Road.

*General Access* – Vehicular access in and out of the Study Area is generally good, except from the west. When Twyckenham was realigned, access to the east/west streets were eliminated with the exception of Vaness Street. Residents expressed frustration on the lack of traffic lights. Although as noted there are a number of streets in and out of the Study Area, the traffic and location of the streets make several of the turning movements difficult and dangerous.

Major transportation improvements are not planned within the Study Area. Major transportation improvements are defined as new roadways or capacity adding (i.e. additional travel lanes). However, all County roadways are reviewed on an annual basis to determine if road reconstruction, rehabilitation, or resurfacing is needed.

*Pedestrian Access* – Proximity to the University of Notre Dame, the commercial area, and the high density residential projects to each other, has increased pedestrian activity within and through the Study Area. Sidewalks exist on South Bend Avenue, Twyckenham Drive, and along portions of Vaness, Burdette and Willis. Although Bulla Road no longer provides vehicle access to Twyckenham from the east, there is a signalized pedestrian connection. A HAWK pedestrian crossing light has been installed on Twyckenham, just north of Vaness.

*Sanitary Sewer* – A sewer line has been extended along Burdette from Vaness as part of the high-density residential projects. A pressurized sewer line extends from Ironwood west along Dunn for approximately two blocks. A sewer line along Douglas Road consists of both pressurized and gravity fed sections, with a pressurized line extending down Burdette from Douglas for about two blocks, and along Willis and McErlain serving Legacy Village. Vaness also has a sewer line from State Road 23 to Burdette.





There are no current plans to provide a comprehensive sewer network in the Study Area.

*Water* – Water lines are more prevalent in the Study Area. They exist along Ironwood Road, and Vaness, Burdette, and Willis Streets. New water lines were laid in Bulla from Burdette Street to Ironwood and extended up Burdette Street to almost Douglas Road in the summer of 2012.

There are no current plans to provide a more comprehensive water network in the Study Area.

Extensions of sewer and water lines would require the approval of the Water & Sewer District. The District may also be in a position to assist the neighborhood in the extension of sewer and water lines.

### **Zoning & Urban Design**

Zoning is a well-established tool that indicates what uses may locate at particular locations and what development criteria (setback, height, parking, landscaping/buffering, etc.) are to be followed. Just about every zoning classification, both in the City of South Bend and unincorporated St. Joseph County, is represented in the Study Area. The mix of zoning districts, established over many years, has produced a dynamic residential, commercial and entertainment area. Such a diverse mix of zoning districts is usually indicative of an area that has been transitioning over many years from a rural/residential land use pattern. Recognizing this pattern will assist in determining a practical future land use plan.

Urban design criteria have not been traditionally supported in either the South Bend or St. Joseph County ordinances. The updates to the South Bend and County zoning ordinances in 2004 and 2005, respectively, included basic architectural standards, updated landscaping standards, and encouraged pedestrian connectivity. In addition, the South Bend MU Mixed Use zoning district provides for residential and business uses in the same building. The PUD Planned Unit Development zoning district in both the South Bend and County ordinances encourages a high level of design, both in site layout, amenities, and architecture.







There are eight homes and a number of vacant lots bordering Twyckenham. Most of the area is within the city limits of South Bend, with the lots bordering Twyckenham zoned residential in unincorporated St. Joseph County. Across South Bend Avenue are commercial uses and the Oak Hill Condominiums.

With the exception of a number of lots along Ivy Court and Twyckenham Drive, this sub-area is fully developed. There are a number of homes between Ivy Court and the Ivy Quad development that have the potential of future development opportunities.

The zoning in this sub-area is C Commercial in unincorporated St. Joseph County; LB Local Business, CB Community Business, GB General Business, MF2 High Density Multifamily, and MU Mixed Use in the City of South Bend.

Burdette/Willis Sub-Area (Area 3): generally bounded by Dunn Road, Willis Avenue, Vaness Street, and Twyckenham Drive. This sub-area is characterized by six high density residential complexes developed within the past 10 years. A few homes remain, many of which are rentals. Approximately 10 acres of this sub-area remains low density with single family homes and a few vacant lots. Development of this acreage will require creativity on the part of any developer.

The zoning in this sub-area is R Residential and PUD Planned Unit Development in unincorporated St. Joseph County; MF1 Urban Corridor Multifamily and PUD Planned Unit Development in the City of South Bend.

Morningside Sub-Area (Area 4): bounded by Douglas Road, George Street, Dunn Road and Twyckenham Drive. This sub-area is characterized by older, single-family homes on private well and septic systems. Two institutional uses exist, serving dependent populations. Roughly 50% of the lots are vacant, with many instances of multiple-lot ownership. The majority of the vacant lots are below the current minimum lot size required for the construction of a house and its associated septic system. The entire sub-area is in unincorporated St. Joseph County.

Development potential in this sub-area is going to be guided by the limited infrastructure. The majority of the parcels are well below current lot size standards

The zoning in this sub-area is R Residential and U University in unincorporated St. Joseph County.

## **Contributing Factors to the Morningside Neighborhood Land Use & Pedestrian Plan**

A number of factors are contributing to the final development patterns anticipated and desired for the Study Area:

### 1. Physical Growth of the University of Notre Dame

The University has a well-defined campus footprint, embodied in the 2008 update of the Campus Plan. The Plan establishes a “growth boundary” that strives to be compact while maintaining a sense of spaciousness. The Campus “edges” have been established on the east and south with the construction of Twyckenham Drive and Angela Boulevard, creating a clearly defined visual and physical boundary. Although the University has a large ownership stake in the properties east of Twyckenham Drive, the Campus Plan does not indicate that these will be used for University development.

### 2. Street Improvements

As noted above, Twyckenham Drive and Angela Boulevard are newly improved four-lane roads designed to carry the traffic associated with the growth of the University and the surrounding high density developments. By the end of 2014, South Bend Avenue (SR #23) between Twyckenham Drive and Eddy Street will have been rebuilt to a four-lane road with a center median and an adjacent multi-use path.

Two streets within the Study Area were chip & sealed in 2012 – Willis Avenue and George Street. As a part of the Legacy Village project, one block of McErlain Street and one block of George Street were repaved. Portions of Bulla and Burdette were repaved in 2012 as part of the installation of new water lines. Sidewalks are being extended as developments occur.

### 3. Commercial Stability and Growth

The east and south portions of the Study Area, fronting on Ironwood Road and South Bend Avenue respectively, have been stable and important office and retail corridors for 30 or more years. The growth of the University athletic facilities at the southeast point of the campus and the high density residential growth along Vaness, Burdette and Willis will only reinforce the importance and vitality of the commercial area.

### 4. Other Associated Growth

A number of high visibility projects, noted below, in and around the Study Area are important to mention:

- a. Eddy Street Commons - a multi-use development at the intersection of Eddy Street and Angela Boulevard. This project is not only home to a number of professional and commercial businesses, but also a large number of residents. It is also a project designed to be a destination and gathering focal point for the community.
- b. The Triangle - a 53-lot single family development with a mix of market-rate and affordable housing units. The success of this project shows interest in new residents wanting to live in the proximity of the University campus.
- c. Within the Study Area, Irish Crossing, Ivy Quad, Irish Row, Stadium Village and Wexford Place added approximately 271 units over the past ten years. The more recent additions of Irish Flats and The Overlook have added another 364 units. The older, existing apartment complexes and condominiums remain active in the marketplace and are generally well-maintained.

### **Land Use & Pedestrian Plan**

*Map# 5 – Land Use Plan*

*Map#6 – Pedestrian Plan*

The Land Use & Pedestrian Plan establishes the guiding principles for each of the Sub-Areas. Several themes define the Plan

#### Land Use Plan

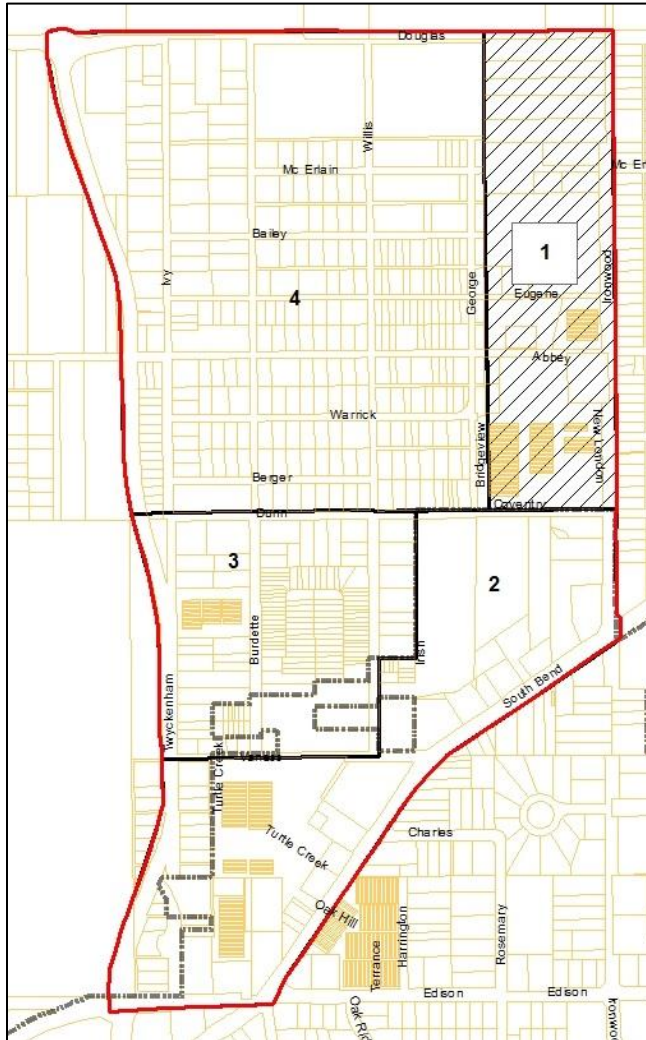
1. Support current development patterns in sub-areas 1, 2 and 3;
2. Generally preserve the low density residential currently existing in sub-area 4, with the possible exception of the areas noted immediately below in Item 3;
3. Support moderate density, single-family residential along Dunn Road, George Street, Ivy Road and Douglas Road per recommendations for sub-area 4;

#### Pedestrian Plan

1. Strengthen pedestrian connectivity within the Study Area and between the Study Area and the new development areas beyond the Study Area;
2. Enhance pedestrian access throughout all the sub-areas.

Land Use Plan

Map #5

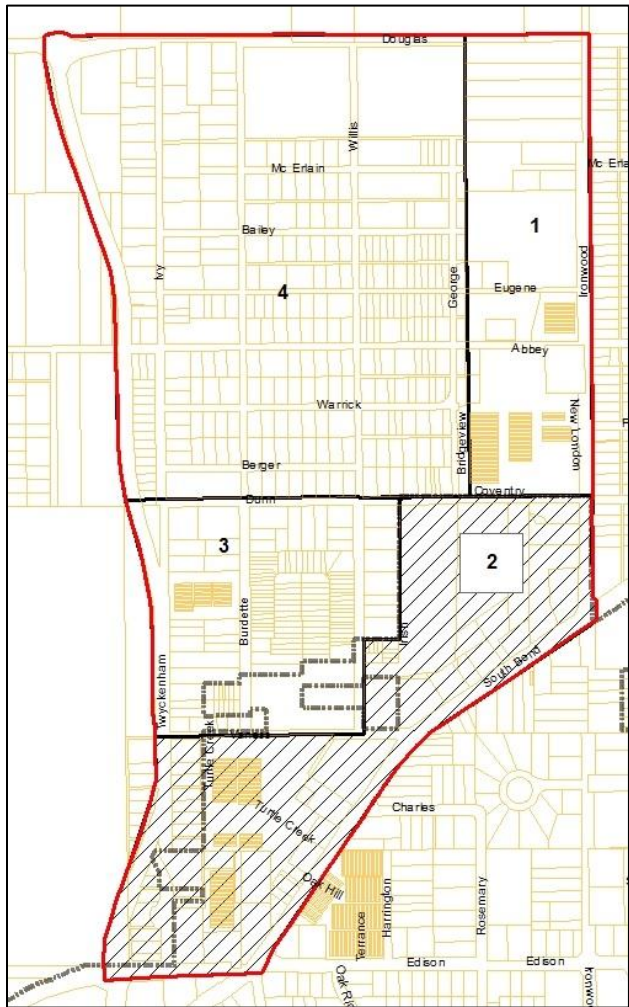


*Ironwood Road Sub-Area (Area 1)*

It is recommended that development patterns in this sub-area generally remain consistent with the current land uses. Future development or redevelopment should be compatible with the single-family Maple Lane neighborhood across Ironwood Road.

1. Retail and auto-oriented businesses are discouraged from locating in this sub-area. Office, institutional and multi-family per Item 2, below are preferred uses;
2. Development proposals for multi-family housing such as garden-style apartments with porches and balconies should be limited in height and density;
3. Parking lots should be discouraged from locating between the front lot line and the front building façade; and
4. Pedestrian access to and between the other sub-areas should be facilitated.

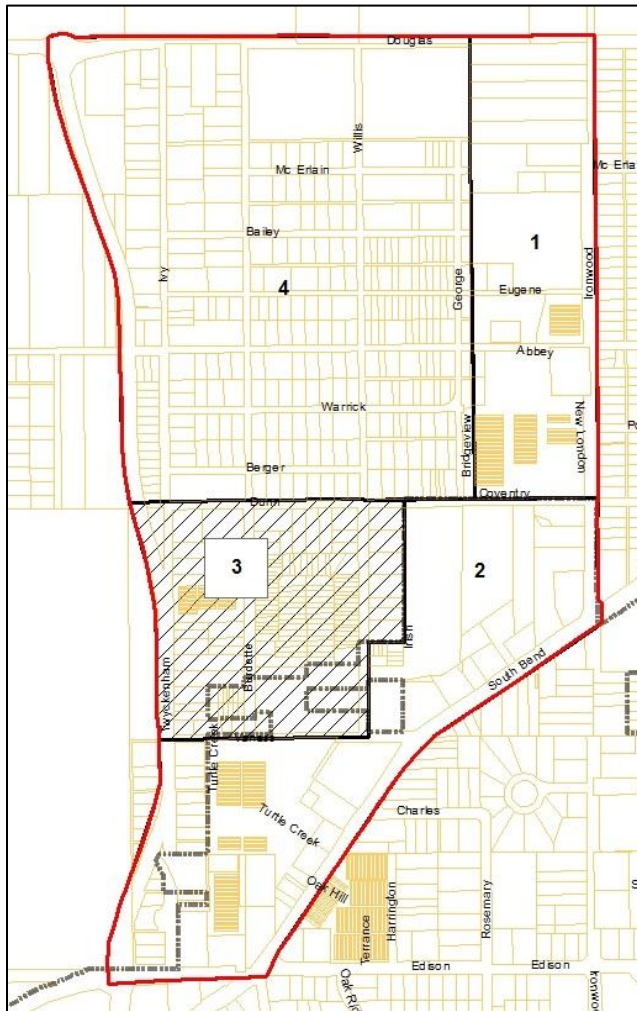




*South Bend Avenue Sub-Area (Area 2)*

It is recommended that development patterns in this sub-area generally remain consistent with the current land uses with the exception of the properties along Twyckenham. Improving the streetscape should be an effort undertaken by owners, the state and the City of South Bend.

1. Properties fronting Twyckenham between Edison and Vaness are favorably placed for higher density development, whether it is a mixed use or a single use building. Typical commercial uses such as gas stations, car lots, stand-alone fast food and other like single-use businesses are discouraged;
2. Assess the feasibility of wider sidewalks along South Bend Avenue to provide a safer pedestrian environment and complete the missing sidewalk links along Vaness;
3. Encourage property owners along South Bend Avenue to add more greenery and trees to provide an environment that blends in with the streetscape efforts of the University; and
4. Parking should be limited to the side of, or behind buildings, consistent with the majority of the existing development along South Bend Avenue.



*Burdette/Willis Sub-Area (Area 3)*

It is recommended that development patterns in this sub-area generally remain consistent with the current land uses. Extension of sewer, water and sidewalks would be required.

1. A small number of parcels along Twyckenham are favorably placed for higher density development. Mixed use, pedestrian oriented structures would be supported.
2. Commercial development based on auto-oriented uses requiring open parking lots and drive-thru facilities are discouraged;
3. Development should only occur with connection to public water and sewer, the inclusion of sidewalks, curbs and street reconstruction as appropriate; and
4. Development should restrict parking to the sides or rear portions of the properties.



*Morningside Sub-Area (Area 4)*

It is recommended that development patterns in this sub-area generally remain consistent with the current land uses, and that this sub-area retain its character as a predominantly single family residential neighborhood, with limited institutional uses and moderate density single family residential that would not require extensive public investments receiving close scrutiny.

1. Single family, detached homes are preferred as the dominant, if not exclusive, land use in this sub-area. Moderate density projects may be compatible as long as the viability of the single family character of the neighborhood is preserved. See Item #4, below;
2. The remaining existing non-residential uses would continue to exist as non-conforming uses. Expansion of these uses is discouraged, but replacement of the structures can be considered on a case-by-case basis, as long as the viability of the single family character of the neighborhood is preserved;
3. Establishing pedestrian corridors through the sub-area would provide safe, efficient and pleasant passages between the surrounding sub-areas and the University. See the Pedestrian Plan for a more complete description;

4. Properties fronting the east side of George Street, the north side of Dunn Road, the west side of Ivy Road and the south side of Douglas Road are particularly vulnerable to higher density development, and proposals for any use other than single family should ensure the viability of the single family character of the neighborhood:
  - a. Dunn Road, *north side between George & Ivy* – the high density development on the south side of Dunn will make it difficult to duplicate the detached, low density single family found to the north. Owner-occupied residential projects of moderate density that provide a complimentary transition could be considered. A key consideration should be that any development should have an orientation to the north, facing Berger, i.e. front faced oriented toward Berger. Examples would be villas such as The Cottages at Pendle Woods, or duplexes such as Country Village in Georgetown or Georgetown North Section 6;
  - b. Ivy Road, *west side between Dunn & Douglas* - lots on the west side of Ivy are double-frontage lots, i.e. lots that have frontage on both Ivy and Twyckenham. The depth of these lots would preclude high density development. An owner-occupied residential project at a moderate density that provides a complimentary transition could be considered, with access only from Ivy Road. Examples would be villas such as The Cottages at Pendle Woods, or duplexes such as Country Village in Georgetown or Georgetown North Section 6;
  - c. Douglas Road, *south side between Twyckemham & Ironwood* – properties along this road are the most vulnerable to higher density residential or even non-residential development. As noted in the general recommendation section, above, non-residential development would not be supported. Owner-occupied residential projects at a moderate density that provide a complimentary transition could be considered. Examples would be villas such as The Cottages at Pendle Woods, or duplexes such as Country Village in Georgetown or Georgetown North Section 6.; and
  - d. George Street, *east side between McErlain & Dunn* – these properties are very narrow, averaging 51’ in depth and approximately 7,500 square feet in area. A house on public water and sewer could be placed on these lots, although front and/or rear yard setback variances would be needed.



*Pedestrian Plan*

*Map #6*

A unifying theme within all the sub-areas is to support the infrastructure for a practical pedestrian network, taking advantage of the density and supporting the residents of the Study Area. The compactness of the Study Area provides for a reasonable approach, and can be accomplished through both public and private investments:

1. Construct sidewalks on both sides of Edison, between Twyckenham and State Road 23. Pedestrian activity in this area increases during University events, especially during home football games, and the sheer number of people causes many to walk in the streets or onto private property;
2. Vaness traverses the heart of the high density residential area, and is anchored by the University campus on the west and the commercial area on the east. Complete the sidewalk on the north side of Vaness, and construct a sidewalk on the south side of Vaness;
3. Plant trees along the street that would enhance the neighborhood and the experience of visitors and residents alike, in addition to providing a buffer between the travelling public and adjacent developments; and
4. Determine the feasibility of constructing a pedestrian link within sub-area 4. Such a link would consist of a sidewalk on Bulla from Twyckenham to George; on Dunn between Ivy and Ironwood; and on George from McErlain to Dunn. The pedestrian corridors should be developed with 5' tree-lined sidewalks that provide access to the highest concentrations of pedestrian-generated land uses - the University campus, the residential developments, and the commercial area.



## **Conclusion**

As indicated in the “Purpose” section, the recommended land uses and development concepts will serve as a complement to the *Comprehensive Plan for South Bend and St. Joseph County (April 2002)*. It is anticipated that this Plan will provide the Area Plan Commission and the City and County Councils with the information necessary to arrive at sound decisions regarding future development requests.

Since the Area Plan Commission is a multi-jurisdictional agency, development proposals requiring a zoning change regardless of jurisdiction would receive a public hearing at the Area Plan Commission, at which time the recommendations of this Plan will be considered. Properties being redeveloped without the need for a zoning change would be required to follow the current standards found in the zoning ordinance relative to permitted uses, the construction of sidewalks and the provision for landscaping and building construction.

There are challenges facing the implementation of the Pedestrian Plan: the multi-jurisdictional aspect of the rights-of-way, the necessary involvement of property owners and the cost of any public-funded construction. As properties develop along the proposed pedestrian alignment, sidewalks and landscaping will be required. Where properties are already fully developed, a public/private approach will need to be explored. And finally, along undeveloped properties, public funding will need to be obtained to accomplish the goals of this Plan.