

An architectural rendering of a riverfront revitalization project. The scene shows a wide river with a paved walkway on the left side, lined with a railing. In the background, there are several buildings, trees, and a bridge. The overall style is a detailed line drawing or sketch.

Mishawaka Center City/Riverfront Revitalization Project

City of Mishawaka, Indiana

Commonly referred to as

“MISHAWAKA RIVER CENTER”

June 1999



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Assistance with the master planning process for the Mishawaka River Center was provided by

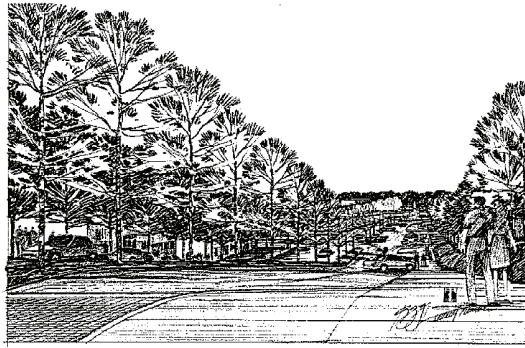


TABLE OF CONTENTS

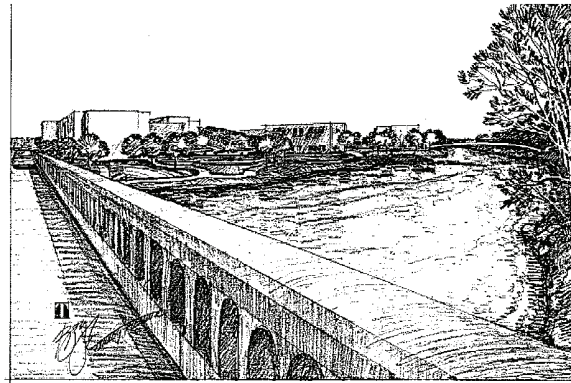
Executive Summary	1
Fabric of Mishawaka and Region	2
History of the Area	
Mishawaka Heritage	3
Recent History	4
Timeline of the Site	6
Planning for the Future	
Public Participation	7
Site Inventory and Analysis	
Study Boundaries	8
Existing Utility and Transportation Corridors	9
Existing Natural Features	10
Open Space	11
Existing View Corridors	12
Historic Analysis	13
Opportunities and Constraints	15
Master Plan Recommendations for the Mishawaka River Center	
Introduction to the Master Plan	16
Project Goals	17
Riverfront and Raceway	18
Land Use	19
Block Development Plan	20
Quality/Character of Construction	21
Historic Consideration	22
Public Spaces	23
Pedestrian Links	24
Urban Scale	25
View Corridors	26
Connections	27
Potential Public Improvement Projects	28
Property Acquisition/Marketing Strategy	29

EXECUTIVE SUMMARY

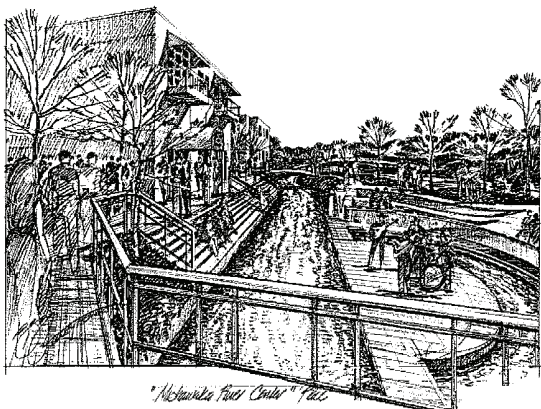
EXECUTIVE SUMMARY



"Landscaped Corridor & Walkway"



"Mishawaka River Center"



"Mishawaka River Center" Walk

INTRODUCTION

The 43 acre Uniroyal Site lies in the heart of Mishawaka, extending 3,000 linear feet along the St. Joseph River. The mass of buildings and ancillary structures of the former Uniroyal plant effectively cut off the river from the Central Business District, both visually and physically. The site contains 57 buildings, and over 1.7 million square feet of dilapidated abandoned industrial space. The site was used for the manufacturing of various products since 1833. At its peak during World War II, some 10,000 employees worked on site. On April 1, 1997, the doors closed permanently as the final manufacturing operations moved from the site. A year later, the City of Mishawaka took control of the property through a lease agreement (with option to purchase) with the bankruptcy court trustee in order to facilitate the redevelopment of the site. The City's intent is to make this property productive again for our community by spearheading the redevelopment of the site and stimulating the revitalization of the Central Business District. The control of this property by the City of Mishawaka has enabled the community to look at ways of reintegrating the river and the site into the downtown and surrounding neighborhoods.

In November 1998, the City of Mishawaka retained The Troyer Group to lead a series of community meetings, assimilate the resulting input and develop a conceptual master plan for the long term redevelopment of the Uniroyal Site. This document is that conceptual master plan.

Numerous options and alternative ideas were developed throughout the planning process. These plans were reviewed, studied, revised and refined to produce recommendations of a final master planning strategy. These recommendations represent the melding of ideas into a feasible concept plan for the future of downtown Mishawaka.

PROJECT CONCEPT

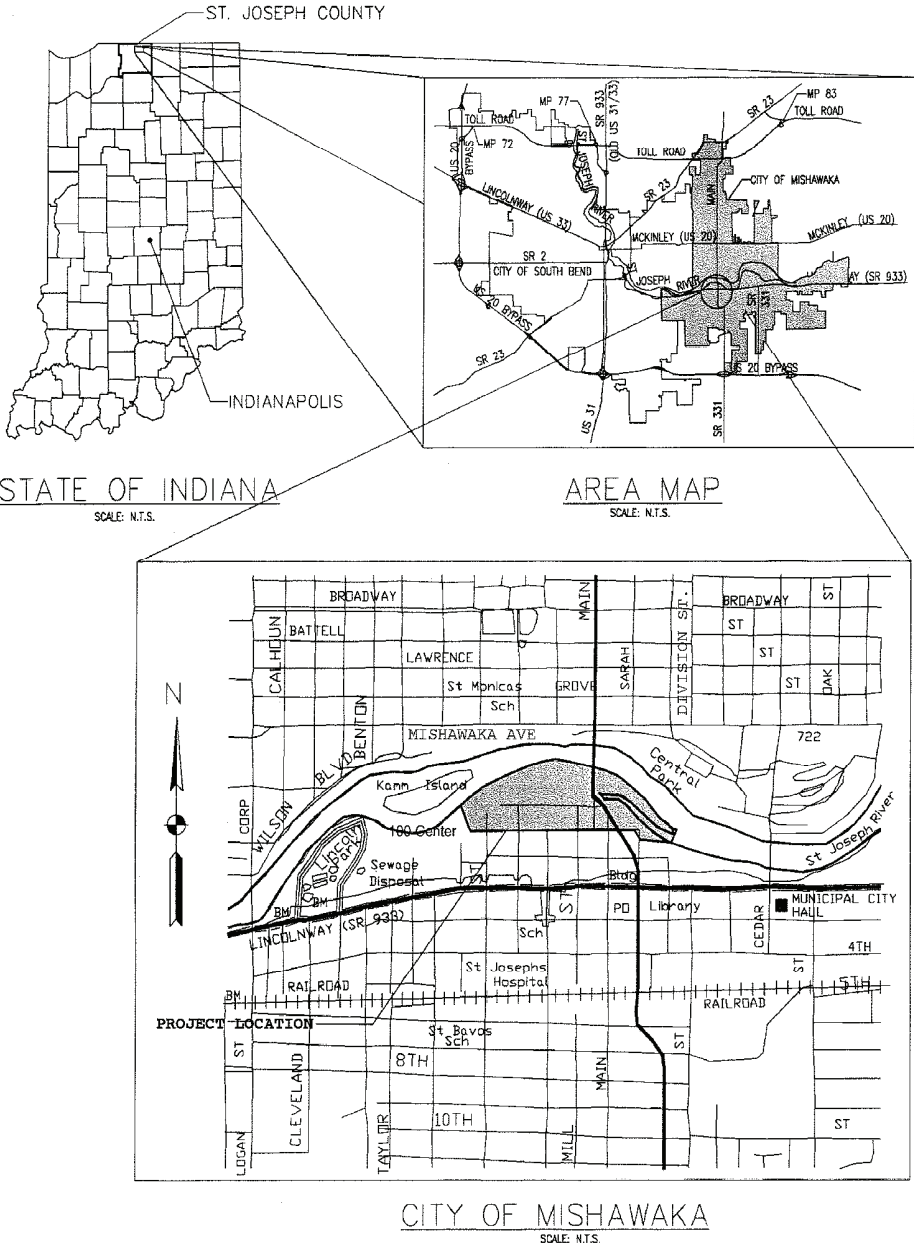
MISHAWAKA RIVER CENTER- Create a river front urban mixed-use development which takes maximum advantage of its geographic location adjacent to the river and within the Central Business District by developing views, walkways and community spaces, and whose purpose is to rebuild this portion of downtown as a gathering/activity place containing commercial, business, residential and public uses.

PROJECT GOALS

- Redevelop the site to enhance the Central Business District, create jobs and increase the tax base of the City.
- Encourage multiple uses within the redevelopment area including commercial, business, and residential.
- Encourage development that is of an urban scale, maximizes the quantity of development and continues the existing character of the Central Business District.
- Develop walks, uses and view corridors that utilize this location on the river to its fullest potential. Creating vistas to the site and the river.
- Provide for public spaces to complement the existing parks and recreational opportunities downtown, including creating an active place for outdoor festivals and markets.
- Incorporate planned public improvement projects such as the Riverwalk.
- Respect the historical relevance of the site and its importance to the development of the City of Mishawaka by preserving and developing the mill race as an amenity to the site.
- Encourage development that utilizes high quality building materials and is of an architectural style that both complements and enhances the value of the existing Central Business District.
- Provide safe, efficient pedestrian and vehicular transportation connections between this site, the Central Business District, and the 100 Center.
- Make the Central Business District a destination point by orienting it to the river.
- Create and develop uses that extend the hours of activity beyond the normal nine to five business day in an active, safe environment.

**FABRIC OF MISHAWAKA
AND REGION**

FABRIC OF MISHAWAKA AND REGION



The City of Mishawaka is in close proximity to three large metro regions: Chicago (103 miles northwest), Indianapolis (148 miles south) and Detroit (approximately 197 miles northeast). The availability of transportation to these metropolitan areas is provided by automobile, air and railway travel. A regional airport and a daily commuter train to Chicago are both located in South Bend. The I-80/90 Toll Road and State Road 933 are easily accessed from Mishawaka.

The City of Mishawaka is contiguous to City of South Bend and to Notre Dame. Two main arterials, Lincolnway (State Road 933) and Main/Church Street (State Road 331), provide access to the Central Business District (CBD) from outer areas. Pedestrian circulation improvements such as the future Riverwalk will make the area readily accessible on foot from the surrounding neighborhoods.

The existing CBD and many surrounding neighborhoods are a comfortable walking distance from the site. The City of Mishawaka has a beautiful and extensive park system; parks and green spaces line many parts of the river. An abundance of both active and passive park space in the area provide citizens with ample recreational opportunities. Based on public surveys, citizens feel comfortable with the amount of park space they currently have. There are currently no strong linkages between the existing parks. However, the Riverwalk projects improve that situation. Battell, Central and Lincoln Parks are all near or adjacent to the site. Additional private open spaces along the river, such as Kamm Island, are positive features to the area.

The St. Joseph River creates a common thread through the Mishawaka community and other communities such as South Bend and Notre Dame and many Michigan towns. Recreational uses on the river, such as boating and fishing, and along the river, such as biking, walking and picnicking provide additional value to this community resource.

Land uses around the site include residential, commercial, public and mixed use. Residential neighborhoods are made up mostly of modest single family detached homes, with some higher density immediately adjacent to the site. The CBD is currently made up of service commercial and retail uses. The 100 Center development to the west of the CBD consists of an historic brewery complex converted to retail and restaurants.

**HISTORY
OF THE AREA**

HISTORY OF THE AREA



Historic St. Joseph River dam near site.



West side of 200 block of Main St. (circa 1910) Collection of the Mishawaka-Penn Public Library



Ball-Band Cart

MISHAWAKA HERITAGE

The name Mishawaka was derived from the term Native Americans used to identify this area of the river — “M'Shehwahkeek.” This is translated to mean “swift flowing water” or “heavy timbered rapids.” It was near these waters that travelers and the first settlers would ford the river and camp on its banks.

Because of the swift flowing waters on this stretch of the river, the St. Joseph River served as a magnet for attracting commerce to this area. The discovery of rich bog iron deposits led to the establishment of the St. Joseph Iron Works, which became the name of the original town. The St. Joseph Iron Works served as the impetus for other industrial growth in this area. As a result, this area was so significant in the late 1830's that the Governor of Indiana called Mishawaka “the Pittsburgh of the West.” This was the beginning of a long, rich history of industrial development in Mishawaka, including what we now refer to as “the Uniroyal Site.”

Three years after the Civil War, the Palmer and Worden Woolen Mill was purchased by a prominent local family and manufacturing on the site moved into high gear. Six years later it became the Mishawaka Woolen and Manufacturing Company, a predecessor to what later became known as Mishawaka Rubber and Woolen Manufacturing Company, the Mishawaka Plant of the United States Rubber Company, and finally as Uniroyal.

Local citizens commonly referred to the plant as “Beiger's”, “Ball-Band” and even “Belgian Shoe College.” Originally, red flannel underwear was made on site. Other manufacturers on site include the Perkins Windmill Company, the South Bend Wagon Company, a furniture maker and a boat maker. Over time, the U.S. Rubber Company and Uniroyal grew into each of the other manufacturer's buildings and occupied the entire site.

Throughout its history, the site has served as a cornerstone of Mishawaka. The businesses located on the property typically employed the highest number of employees, paid the most property taxes and were involved in many community activities. In 1943, the Mishawaka plant employed some 10,000 people on a three-shift basis during the war effort. The plant made fuel cells for U.S. aircraft. After the war, the economy changed and employment levels dropped. In 1969, footwear was discontinued on the site meaning fewer workers were needed. In 1983, the plant employed 1,350 workers. By 1996, the labor force dwindled to 325 workers. On April 1, 1997, the doors were closed and all manufacturing ceased.

In the early 1990's, Uniroyal Plastics Company filed for bankruptcy and sent the City and the local schools scrambling. Uniroyal had been the largest property taxpayer for many years and a budget crunch was felt by all. Uniroyal Technology Company, a spin-off company, then leased the property from the bankruptcy trustee for the next six years. Meanwhile, the City worked to retain the last 325 jobs while it planned for a future without Uniroyal.

HISTORY OF THE AREA



Building under construction at Mishawaka Woolen Manufacturing Company



View of project area looking from the southwest.

RECENT HISTORY

In early 1997, the plant closing became a reality. The bankruptcy trustee soon ran out of money and was no longer able to pay for such things as utilities, security, insurance or clean up. Under Mayor Beutter's direction, the City and the trustee worked out a lease agreement with option to purchase. Under that agreement, the City took control of the site and assumed responsibility for all expenses. The lease was structured to give the City the ability to do almost anything on the site, including the demolition of buildings.

In February 1998, negotiations began between the U.S. Department of Justice, the U.S. Environmental Protection Agency (EPA), IDEM, and the City of Mishawaka on a Prospective Purchaser Agreement (PPA) for the site. The agreement is a "covenant not to sue" and protects the city and any future property owners from future liability pertaining to existing contamination on the site. The PPA also stipulates certain requirements the City must undertake as part of the redevelopment project. In a period of less than 6 months, the agreement was finalized and executed by all entities. The agreement was executed in August 1998.

One of the requirements imposed on the City by the PPA was that the City perform a comprehensive asbestos containing materials assessment of the entire site. A grant was applied for and awarded from the State Brownfield Program, created as part of Senate Bill 360. The grant gave the City an opportunity to hire a firm to complete the assessment work. The assessment began in July and was completed in September 1998. The study included over 450 samples and uncovered 56,000 cubic feet of regulated asbestos containing materials and 25,000 cubic feet of category 1 non-friable asbestos containing materials.

During the Summer of 1998, a Chicago based Superfund Emergency Response team conducted a \$1.5 million EPA cleanup of hazardous materials at the site. This work included removal and disposal of 3,000 tons of chemical and PCB contaminated water, oil, and sludge from an underground concrete tunnel that empties into the St. Joseph River. It also included removal and disposal of many tons of PCB oils, mercury-containing switches, abandoned tanks, and disposal pits of various acids, bases and other solvents. The EPA and the City conducted a building by building, floor by floor and room by room assessment of the entire site and all known hazards, except asbestos, were addressed. The rudimentary EPA cleanup was completed in early September.

In September of 1998 the City accepted the low bid from a local contractor for demolition of the first buildings, two former warehouse buildings. The two buildings, located adjacent to the Mishawaka Police Station, totaled 25,000 square feet located on 1.4 acres south of the race. Building 75 was one of the oldest buildings still standing on site, having been constructed in 1870. Building 74 was also constructed prior to 1900. Both were remodeled in 1928. Demolition was completed by the end of October 1998.

In February of 1999, a local consulting firm was retained to develop demolition and remediation specifications for the entire project. Those specifications will be available in July of 1999. Demolition bids are expected to be opened in August of 1999. Demolition work will begin in late Summer of 1999 and is expected to take 12 months to complete.

The impact of the redevelopment project will be far-reaching. The current site has become an eyesore. Glass windows have been replaced with wood boards. A rusty chain link fence surrounds numerous dilapidated, desolate buildings. Grass and weeds have begun to grow between the cracks in the pavement of the parking lot. One employee now occupies an area that once housed some 10,000. Those conditions are temporary as the City continues its aggressive approach to complete this project.

HISTORY OF THE AREA RECENT HISTORY (continued)

The downtown continues to adjust to its changing landscape. Its commercial base has shifted from a retail base to a service-oriented base. Many professional offices now call downtown home. Liberty Mutual Insurance Company and St. Joseph Community Hospital are the two largest downtown employers. There are some storefront vacancies but they are not widespread. The City has invested a great deal in the downtown through infrastructure improvements and by funding a Downtown Administrator position. At the same time, the northwest area of downtown near Uniroyal, has continued to deteriorate. Housing units in particular are experiencing the most deterioration. The blocks immediately adjacent to the project site were once popular housing areas because of their close proximity to the plant and other downtown businesses. In recent years, the residential areas adjacent to the Uniroyal Site have suffered because of the dilapidated condition of the Uniroyal buildings, thus making this area less desirable for families.

The return of the property to the tax rolls is a critical part of the project. Over \$2 million in back taxes are currently owed to the community. This has a significant impact on the Mishawaka school system and other taxing units that depend on tax revenue to fund community programs. When Uniroyal filed for bankruptcy, all local taxing units that depended on its tax revenue felt a budget crunch. School City of Mishawaka, the Mishawaka-Penn Public Library, the Central Business District (CBD), and the entire City will benefit from the revitalization of this site.

The redevelopment of the site will be another step in the City's effort to improve public access to the river. The former Uniroyal property is the sole remaining industrial site on the river within the corporation limits. Nine city parks (Lincoln, Battell, Central, Kate's Garden, Merrifield, Monkey Island, Eberhart, Stickler, and Prickett) and one county park (Zappia) are located along the river. A tenth city park on the river will be constructed on the east side of Mishawaka in 1999 near the Twin Branch Dam. Light commercial and residential uses comprise the remainder of the city river frontage.

Improvements along the river in recent years, such as the boat launches, canoe portages, raceway cleanup, recreational facilities, and fish ladders, as well as, the future riverwalk, have renewed Mishawaka's commitment to provide fine recreational opportunities for residents. These opportunities have significantly enhanced neighboring residential and commercial areas. These efforts also signal the city's commitment to its environment and a sensitivity towards its development. Care should be taken to keep the Uniroyal redevelopment compatible with other city efforts along the river.



View of project, river and central business district looking west.

TIMELINE OF THE SITE



View down Water Street looking west at Mishawaka Woolen Manufacturing Company.



Mishawaka Woolen Mfg. Co. from north side of river (circa 1904) From Postcard in the collection of the Mishawaka-Penn Public Library

- 1833- Rich bog iron deposits along the river led to the founding of St. Joseph Iron Works, the name of the original town. Because of the swift flowing waters on this stretch of the river, manufacturers were drawn to this site in the 1830's and the town was born.
- 1868- Martin V. Beiger and his father Jacob purchased the small, financially troubled factory, Palmer and Worden's Woolen Mill.
- 1874- The company incorporated under the name Mishawaka Woolen Manufacturing Company.
- 1887- The company gained recognition for a patented knit boot, the "all knit boot". The development of this boot, as well as, other rubber boots and shoes encouraged the rapid growth of the company through the first quarter of the twentieth century.
- 1891- The factory became known locally as "Ball-Band", one of the trade mark names of the boot which, by 1891, had a black band and a red ball around the top.
- 1898- The company purchased Perkins Windmill Company to expand its facilities.
- 1922- The company became a wholly owned subsidiary of U.S. Rubber and by the 1930's was diversifying into the rapidly expanding automotive and seating markets.
- 1942- During World War II, the company manufactured rubber self-sealing fuel cells to equip U.S. military aircraft and employed some 10,000 workers.
- 1950- During the 1950's, Uniroyal became the parent company.
- 1969- Footwear was discontinued and the Mishawaka Rubber & Woolen Manufacturing Company was dissolved.
- 1983- Plant employment dropped to 1,350 workers.
- 1990- Uniroyal Plastics Company filed for bankruptcy.
- 1997- On April 1st, with only 325 workers remaining, the doors were closed.
- 1998- February, the U.S. Department of Justice, the EPA, IDEM, and the City of Mishawaka begin negotiations on a prospective purchase agreement for the property. In May, a Chicago based Superfund emergency response team conducts an EPA cleanup of hazardous materials at the site.
- 1999- Redevelopment efforts are focused. The Mishawaka Center City/Riverfront Revitalization Project "River Center" is initiated.

**PLANNING
FOR THE FUTURE**

Input For Uniroyal Site Sought At Three Town Meetings

Three town hall meetings will be held to discuss what to do with the Uniroyal site after the buildings are demolished. The public is invited to two meetings on November 30 at City Hall, 600 E. Third Street, in council chambers. The first meeting will start at 7 p.m., and the second will start at 8 a.m. on December 9 at St. Joseph Community Hospital. Even-

ryone is invited to share their ideas and opinions. The Troyer Group has been hired by the city as consultants to help prepare the conceptual plan for the site since they also developed the river walk plan. City officials hope to get the plans done in time to present it to the legislators before the end of the Indiana General Assembly.



Dave Brown, of the Troyer Group consultants, listens to suggestions for the old Uniroyal site. Marjorie Frost suggests the city of Mishawaka consider some type of commemorative museum or landmark on the old Uniroyal site to reflect the city's industrial history. Mishawaka resident Debbie Sobotta, at a town meeting Monday, presents a proposal to convert the old Uniroyal site to a multi-use residential purpose.

Big ideas are riding on Uniroyal project

Pupils, adults come up with ideas for Uniroyal

By DEBRA COSMO McCOLL Tribune Staff Writer MISHAWAKA — This was the second of three meetings on the Uniroyal site. The first meeting was held last week. Pupils and adults came up with ideas for the Uniroyal site. The ideas included a museum, a park, and a residential development. The ideas were presented to the Troyer Group consultants.

By DEBRA COSMO McCOLL Tribune Staff Writer



This overview of the 43-acre Uniroyal site on the St. Joseph River in Mishawaka was photographed several years before the last building on the site was closed in 1977. The photo was in files at Mishawaka City Hall when the city selected the Troyer Group to replan it.

Uniroyal: Development plan being prepared

The city is working on a development plan for the Uniroyal site. The plan will include a museum, a park, and a residential development. The plan will be presented to the legislators before the end of the Indiana General Assembly.

MISHAWAKA — A renovation plan for the Uniroyal site, including a museum, a park, and a residential development, is being prepared by the Troyer Group consultants. The plan will be presented to the legislators before the end of the Indiana General Assembly.

Residents gave their views about what they would like to see done with the Uniroyal site. The ideas included a museum, a park, and a residential development. The ideas were presented to the Troyer Group consultants.

About 20 people attended the afternoon town hall meeting. Residents gave their views about what they would like to see done with the Uniroyal site. The ideas included a museum, a park, and a residential development. The ideas were presented to the Troyer Group consultants.

"In my opinion, we need not rule out the possibility of saving any of the buildings," said resident Joe Doolittle. He suggested looking at ways to re-use the buildings — as a parking lot — and use the area for commercial or industrial buildings. "Our parking lots would be permanent," he said.

For resident Marlene Scherer had other ideas. She presented The Troyer Group with a two-page plan outlining how the area could become a multiple residential neighborhood with a pedestrian bridge, park-like "commons areas" and riverfront terrace.

Who wants a factory in the middle of our city anyway? Several people, including resident Marvin Fred, Charles Van Dyke and Courtney Council presented a plan to convert the site of the former Smith-Swift Building into a park. The plan included a museum, a park, and a residential development. The plan will be presented to the legislators before the end of the Indiana General Assembly.

Picture presentations can see that sort of questions. In addition, several people said the city should be developing the multi-use area.

Residents still wanting to give their ideas still in the final town hall meeting at 8 a.m. Dec. 9 at St. Joseph Community Hospital. If that suggestion is done, Brown, Paul O'Connell and John L. Anderson are the Troyer Group's 50 S. Union St., Mishawaka, IN 46544.

Residents' input invited

MISHAWAKA — Residents are invited to the final planning meeting before a conceptual plan for redevelopment of the Uniroyal site is drafted. The meeting will be at 8 a.m. Wednesday at St. Joseph Community Hospital.



Uniroyal site

Two meetings were held last week, and residents suggested a combination of residential and commercial buildings on the 43 acres. Many also suggested having a commemorative museum or landmark on the property to show the

history of industry in Mishawaka. The Mishawaka-based Troyer Group was hired as a consultant to help prepare the conceptual plan of the 43 acres now taken up by Uniroyal.

FROM PAGE D1 Uniroyal

"It needs to be a mixed use of office, shops, entertainment along the river," said Steve Dillon. "It really needs to be revitalized."

For whatever state solutions residents agree the developers need to be revitalized into something they can be proud to show off.

"Let's get something downtown that's as successful as our town. We'll want to come and look at downtown Mishawaka," he said.

Plans are to begin demolition of the Uniroyal property next summer and have the area ready for redevelopment within two years.

Residents still wanting to give their ideas still in the final town hall meeting at 8 a.m. Dec. 9 at St. Joseph Community Hospital. If that suggestion is done, Brown, Paul O'Connell and John L. Anderson are the Troyer Group's 50 S. Union St., Mishawaka, IN 46544.

As Mishawaka prepared for the closing, demolition, and redevelopment of the Uniroyal Site, public input was sought regarding future development of the site. In 1991, a local consultant prepared a riverfront development plan, which included a pedestrian trail system on the north bank of the St. Joseph River, opposite the Uniroyal property. Construction of the trail will begin in the Summer of 1999. Future phases of the trail will eventually connect with the Uniroyal site via a pedestrian bridge from Central Park on the east and via a trail from the 100 Center and potentially Kamm's Island on the west, and a proposed pedestrian bridge to the north to Battell Park.

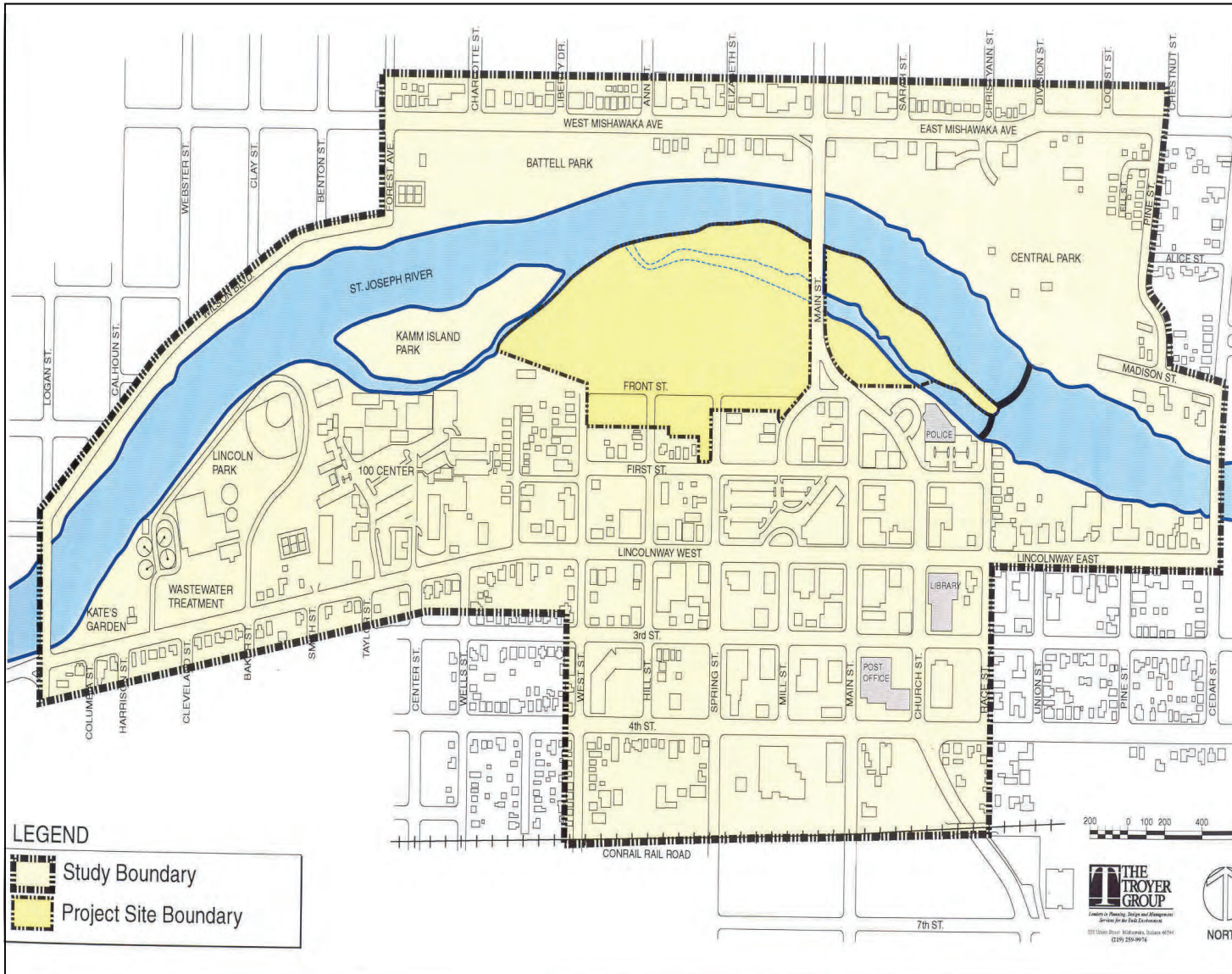
In 1991, a Citizens Attitude Survey was conducted as part of the Mishawaka 2000 Comprehensive Plan to collect public input on various issues important to local residents, including riverfront development and the Uniroyal Site. The results of that survey confirmed the importance of redeveloping the Uniroyal Site and indicated that it should be one of our top priorities. In 1995 developers, historians, business people, students, senior citizens, government officials, and neighbors were all invited to "share their redevelopment vision as part of a community charrette." In 1997 a second Citizens Attitude Survey was conducted to update attitudes on riverfront development, the downtown, and the Uniroyal Site.

In 1998, The Troyer Group, Inc. of Mishawaka was retained by the City of Mishawaka to develop a master plan that addressed the goals of the community and determines the path for the future. The Troyer Group acted as a facilitator at four public meetings to determine the community's goals and ensure resident participation. At these meetings, residents were encouraged to express their vision for the future of the site and the City of Mishawaka. This input forms the basis of this master plan. It brought to focus what the community envisioned for the site, and what they perceive to be some of the needs of the Central Business District.

It was clear that public sentiment favored the City taking a proactive approach to promote the redevelopment of the site so that future development benefits the entire community. Because of the natural beauty of the St. Joseph River, residents believed the City should look towards the river rather than continue the precedent developed on the Uniroyal Site turning away from it. Residents envision a mixed-use development that would include commercial, residential, office and recreational uses. Residents also have indicated that the City should increase access to the river and encourage pedestrian-friendly, architecturally significant development. Finally, there is sentiment for a symbolic monument to the working heritage of the community's founders.

**SITE INVENTORY
AND ANALYSIS**

STUDY BOUNDARIES

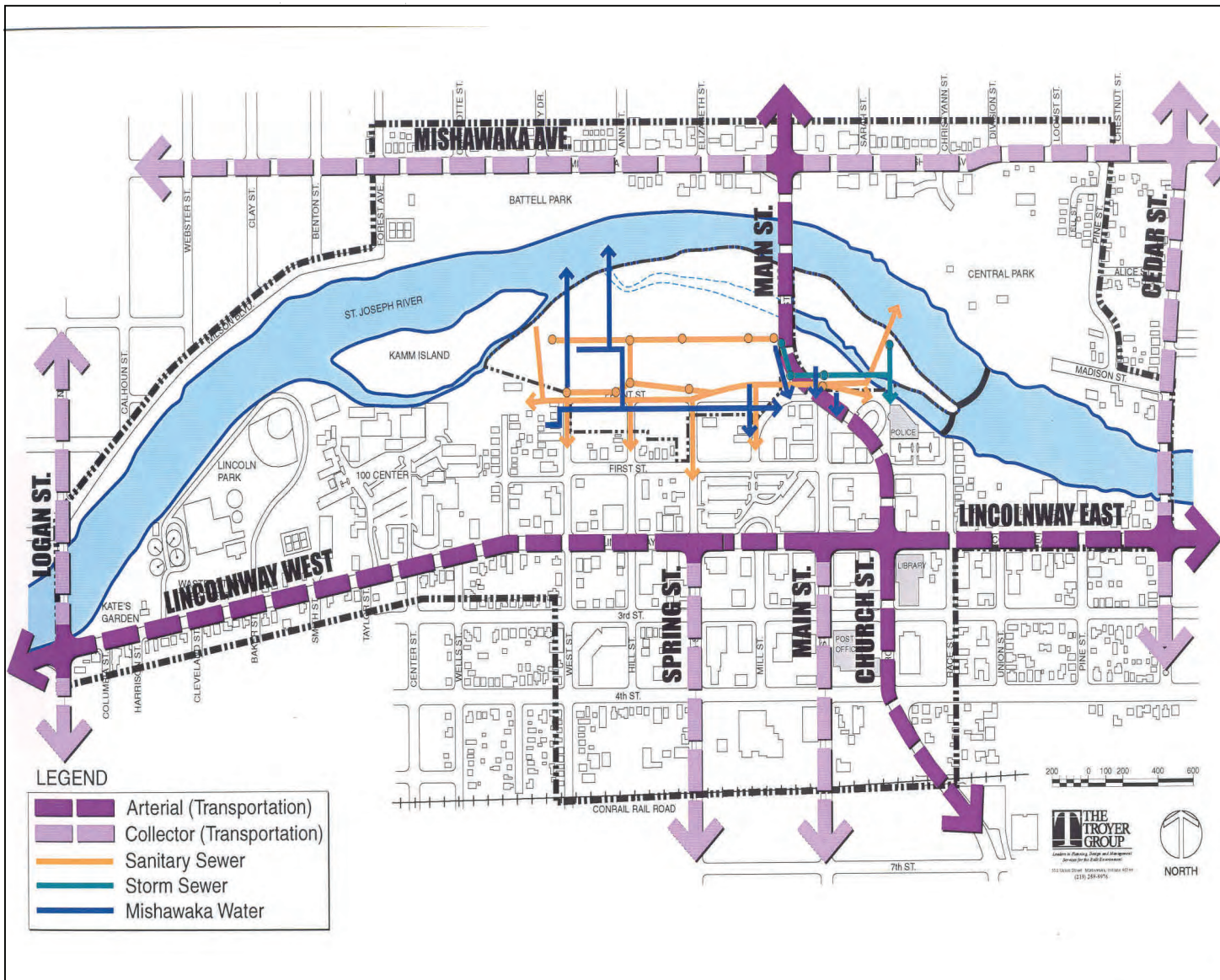


The study of the Mishawaka River Center encompasses not only the immediate Uniroyal Site, but the surrounding residential and business neighborhoods within its sphere of influence. The boundary was chosen due to the immediate and long-term economic, functional and visual impacts the redevelopment of the site will have on this area.

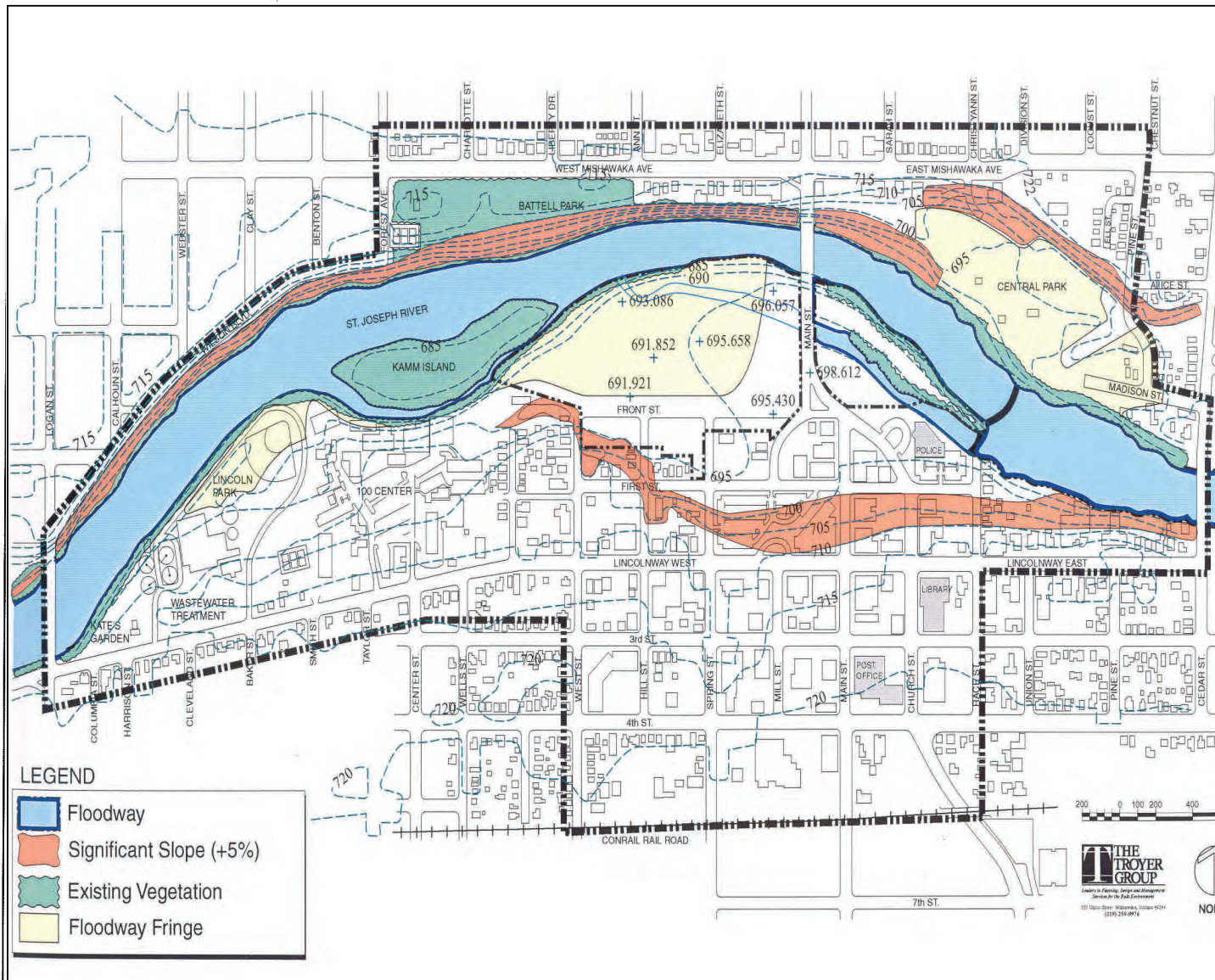
EXISTING UTILITY AND TRANSPORTATION CORRIDORS

Lincolnway and Church/Main Street provide the major transportation network for the site. Bridges at Logan Street, Cedar Street and Main Street provide access across the river. Additional river crossings were reviewed and determined to be unrealistic. The access into the site off Main Street in its current configuration and location is not a viable major entrance for the new development. Access to the site from Lincolnway West is gained through local streets. There is currently no direct vehicular access between the 100 Center and the site.

The sewer, water and storm sewer lines on the site can be separated into two categories, major trunk lines and local lines. The sanitary trunk lines carry sewage directly to the waste water treatment plant from the surrounding neighborhoods. The water and storm sewer trunk lines service areas outside the project limits. It is in the best interest of the City that these trunk lines remain in their current location. However, given that the location of these lines generally follow Front Street, they will only minimally limit the land use patterns for redevelopment. It is recommended that the City review the sanitary sewer trunk lines for condition, age, size and use to determine if replacement should be considered or if they can be combined with larger lines for efficiency. Local lines could be removed or re-configured to reflect new development patterns.



EXISTING NATURAL FEATURES



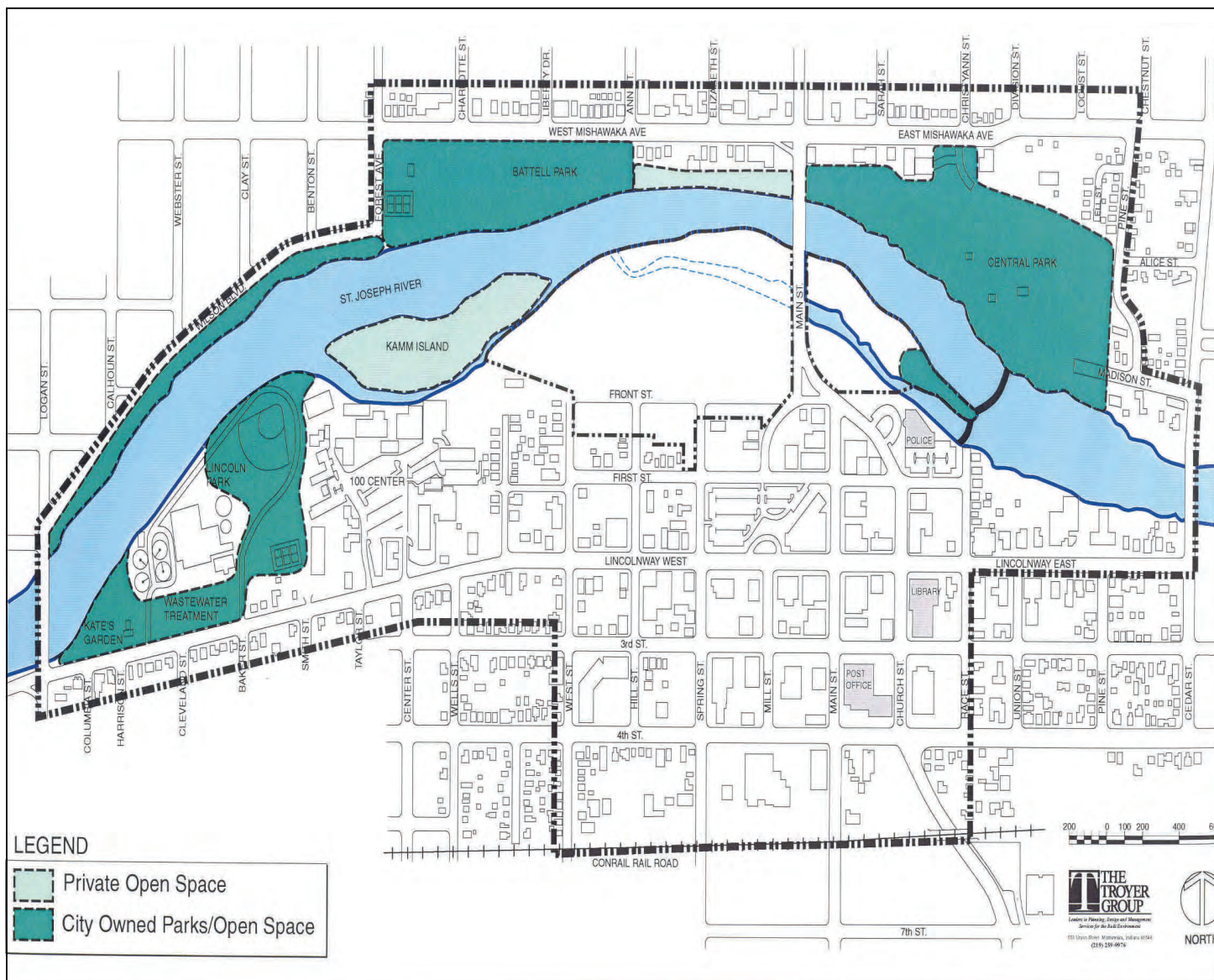
The 100-year flood plain (floodway) is the only natural feature which prohibits development. However, given that the floodway is essentially contained within the banks of the river and Kamm Island, the site will be able to be redeveloped with minimal site modifications.

Much of the site is floodway fringe. The floodway fringe is defined as encompassing a portion of the floodplain that could be completely obstructed without increasing the water-surface elevation of the 100-year flood. Therefore this designation allows for the construction of buildings and other improvements, as long as those improvements are above the flood elevation of the river. This requirement could also be met by modifying the finished elevation of the area and applying to the Department of Natural Resources for a letter of map amendment.

Vegetation is located along the banks of the river and portions of the race. These trees and shrubs stabilize those portions of river and race banks. The removal, replacement or protection efforts will need to be evaluated with redevelopment efforts and continued bank stabilization.

The general topography of the area is significant in that there is approximately 20 feet of elevation drop between Lincolnway West and the site. This elevation change is illustrated by the topographic contour lines. The site is significantly lower than the surrounding properties, which creates a natural focal point from the surrounding areas. Steep slopes also provide a natural delineation between the site and the adjacent residential neighborhood east of 100 Center.

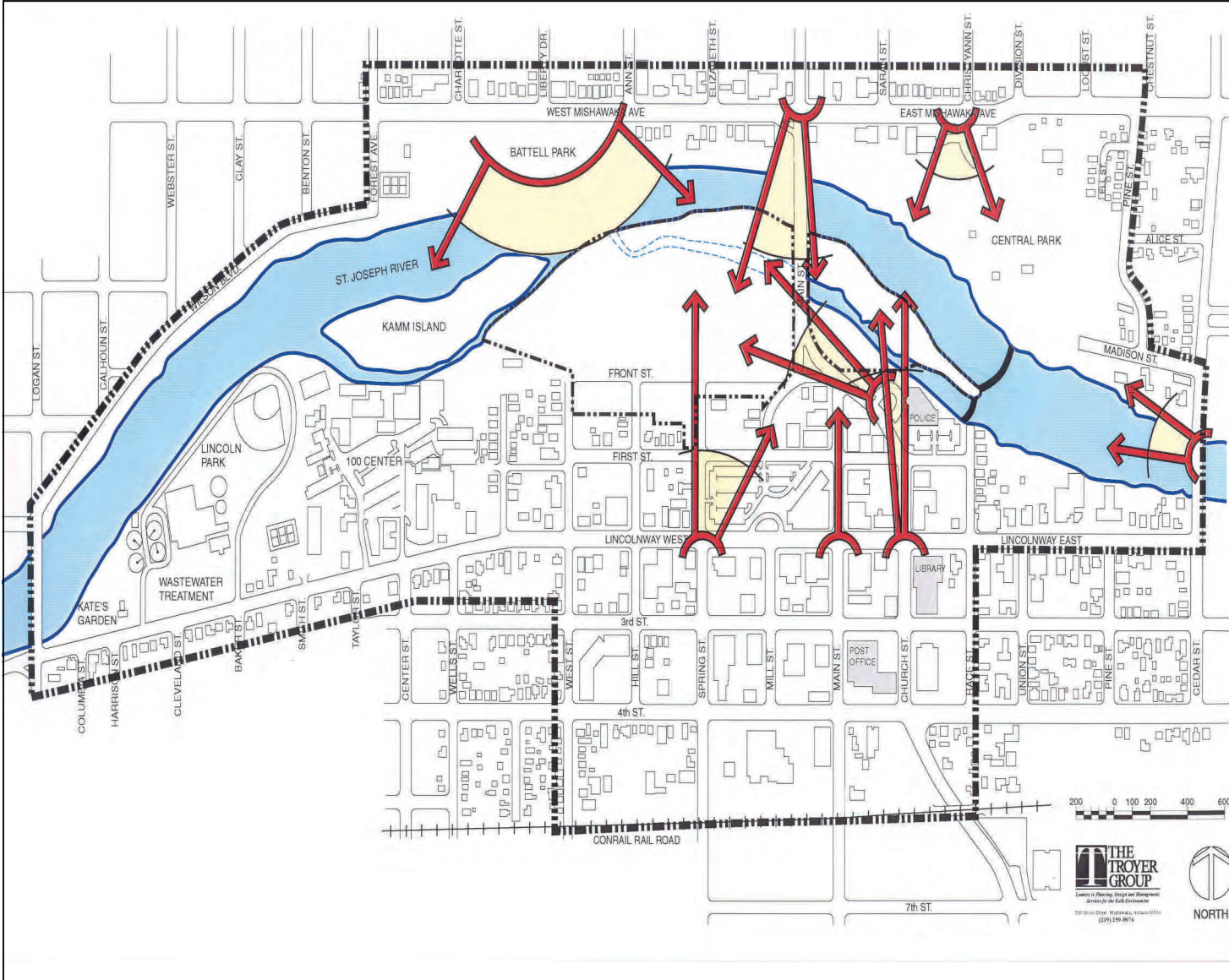
OPEN SPACE



Open space within the study area is comprised mainly of public parks, such as Kate's Garden, Battell, Central, and Lincoln Parks. Kamm's Island is a private reserve of open space, and due to its location within the floodway, most uses for development are prohibited. The sloping banks of the St. Joseph River also provide a continuation of open space along the river. The river itself should be considered one of the most valuable open space resources within the site.

Based on an analysis of the public open space in this downtown area, there appears to be ample amount of open space and park land to serve the recreational needs of the community. Additional open space within the project area should be for the specific purpose of enhancing the image of "waterfront" in an urban environment and should have distinguished uses that enhance the project goals.

EXISTING VIEW CORRIDORS



The topographic change within the study area provides an opportunity to view the site and the river from many different locations. Currently, views to the river from most of the roadways are either completely obscured by the existing industrial facility, or are negatively impacted by it. The views considered most important in the study were from points along Lincolnway, Church Street and Main Street, and views to and from the parks along the river. Opening these views as part of the design improvements will create a sense of distance, scale and excitement as people travel through the area. Views to the river from the Central Business District will help to draw the area together.

HISTORIC ANALYSIS



Former Woolen Manufacturing Company building.



Battell Rock Garden.

Mishawaka's rich heritage has produced many architectural structures that reflect the history of the community. Within the boundary of the site, there are no registered historic structures. The small group of buildings on the site identified to be of some historic significance are structures associated with the Woolen Manufacturing Company. The structure is a multi-story industrial building with a light brick facade. It has had significant modifications corresponding with the changes in production operations of the facility. Architecturally, the structure is in poor condition and not noteworthy. The historical significance comes from the activities that have taken place at this site, not from the architecture.



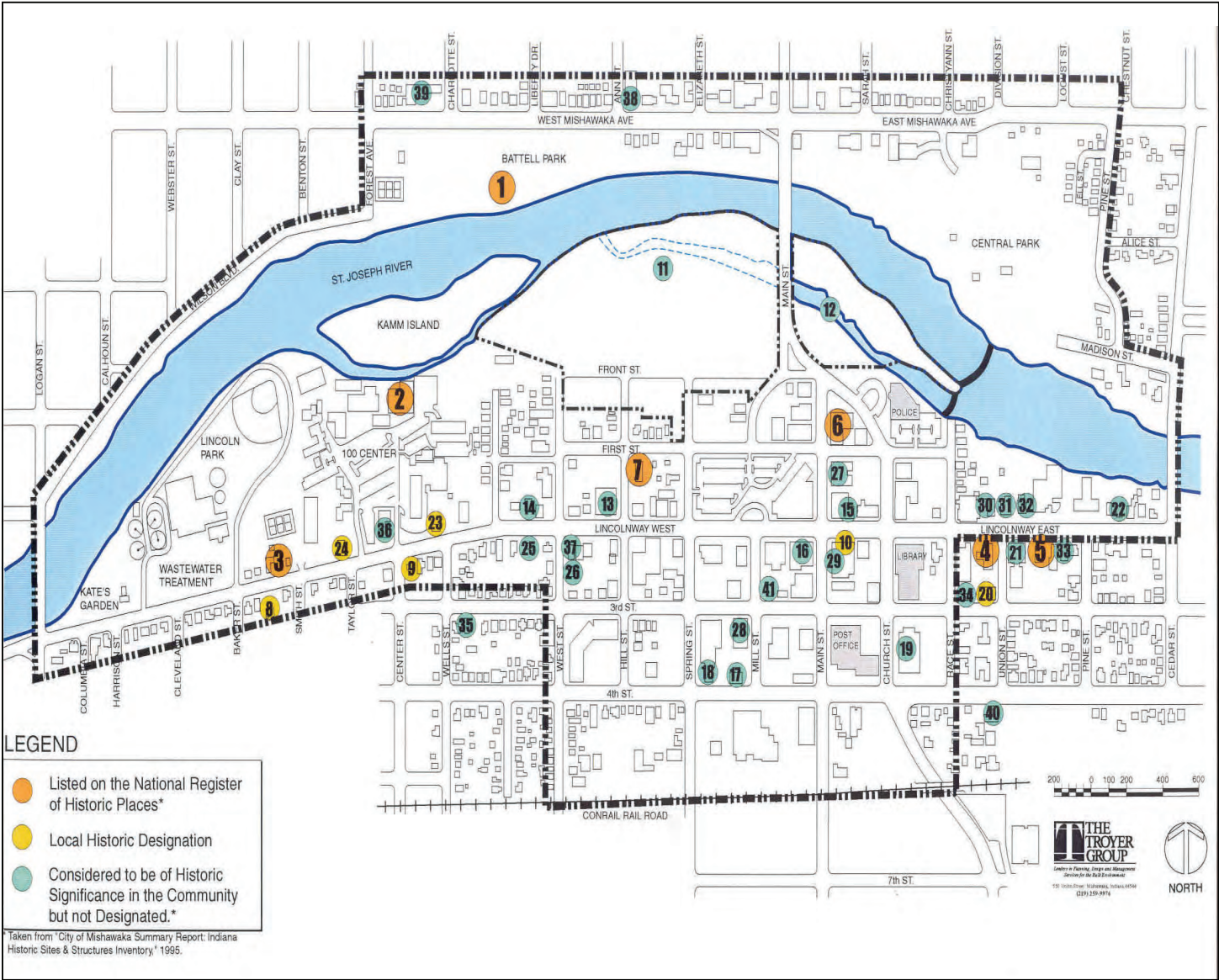
Will's Clock on Lincolnway.



Carnegie Library.

It is important to note that within the study boundary are various sites that are on the National Register of Historic Places. These include the Carnegie Library building, the Tivoli Theatre, and Battell Park just north of the site across the river. The history of the production activities and the project's location amid these structures within the Central Business District will be relevant to any redevelopment efforts.

HISTORIC ANALYSIS



STUDY AREA HISTORIC SITES KEY

1. Battell Park – Mishawaka Ave
2. Kamm and Schellinger Brewery – 100 Center
3. Ellis-Schindler House – 900 Lincoln Way West
4. Beiger House – 317 Lincoln Way East
5. Dodge House – 415 Lincoln Way East
6. Tivoli Theatre
7. Carnegie Library
8. Carlton Tavern House – 911 Lincoln Way West
9. Rudolph Kamm House – 617 Lincoln Way West
10. Wills Clock – 107 Lincoln Way East
11. Mishawaka Woolen/Uniroyal Site, specifically a building encompassing buildings #3,4,6,7,9 and 10
12. Race
13. Former Mishawaka High School
14. House
15. Commercial Buildings
16. Commercial Buildings
17. St. Joseph Rectory
18. Old Parish Convent
19. First United Methodist Church
20. Dodge Old People's Home
21. First Presbyterian Church
22. Houses
23. Kamm House
24. Schellinger-Kamm House
25. House
26. House
27. Schuyler-Rose Building
28. St. Joseph's Catholic Church
29. Bank
30. F. G. Eberhart House
31. E. G. Eberhart House
32. Niles - Weiss House
33. Otto Lang House
34. Eberhart House
35. House
36. Kamm House
37. House
38. St. Monica's Catholic Church
39. United Methodist Church
40. Commercial Building
41. House

LEGEND

- Listed on the National Register of Historic Places*
- Local Historic Designation
- Considered to be of Historic Significance in the Community but not Designated.*

*Taken from "City of Mishawaka Summary Report: Indiana Historic Sites & Structures Inventory," 1995.



OPPORTUNITIES AND CONSTRAINTS

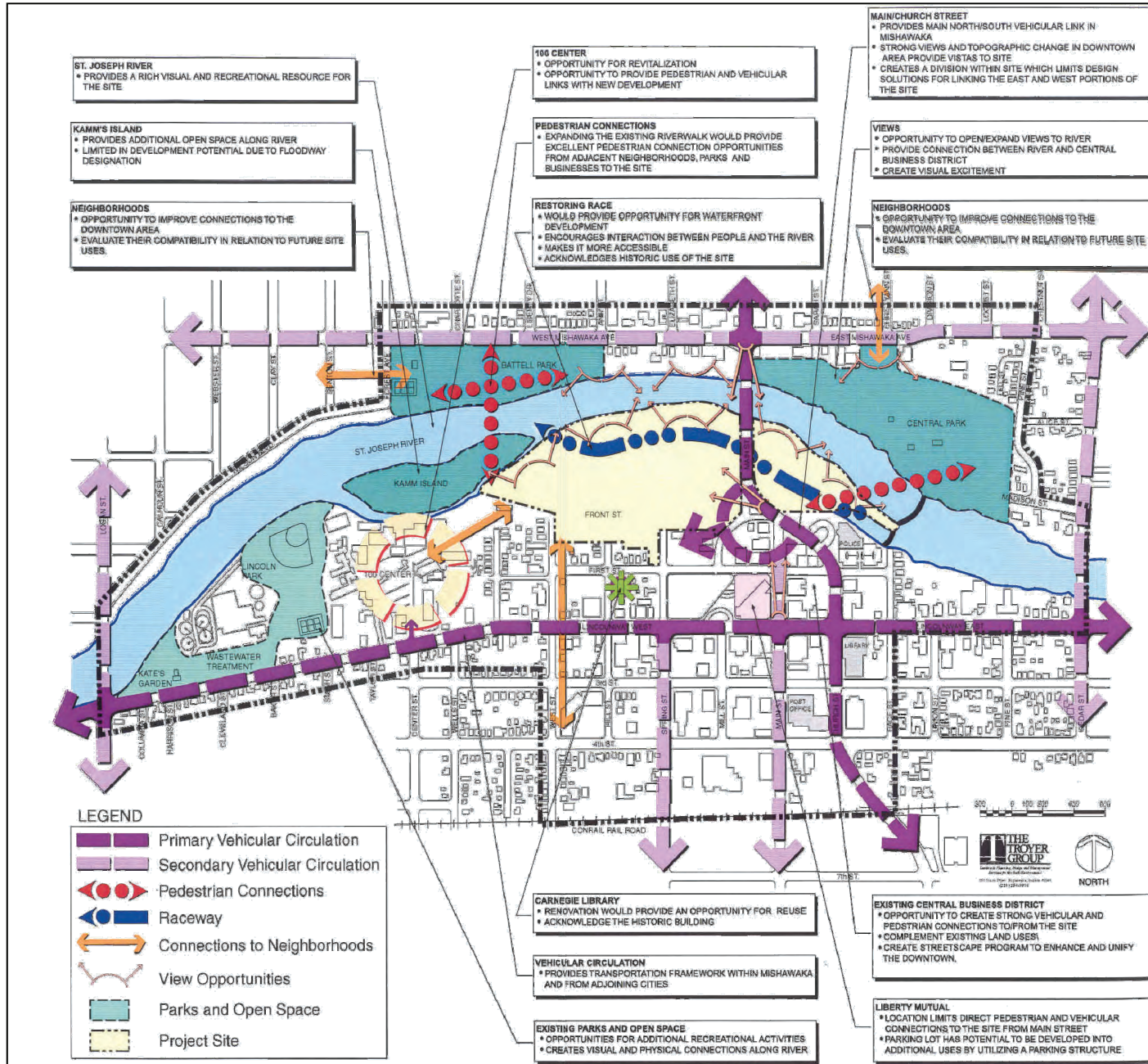
There are both opportunities and constraints, whether perceived or real, within the study boundary. These are contributing elements of the master plan.

OPPORTUNITIES

- Expand the Central Business District (CBD) into the redevelopment area and use the larger critical mass to revitalize the downtown area.
- Create an overlay district to regulate architecture, land use and the quality of development based on predetermined standards.
- Increase residential opportunities within the City.
- Create a strong sense of place and positive identity for Mishawaka: A "city center."
- Tie into the Riverwalk system to create an excellent pedestrian access and circulation system to the surrounding neighborhoods.
- Utilize the race and create additional public interaction with the river.
- The amount of fall or topographic elevation change that occurs between the existing Central Business District and the site provides opportunities to create view corridors to provide glimpses of the river, public areas, commercial development and "visual excitement."
- Provide a vehicular and pedestrian connection between the 100 Center development and the Central Business District.
- Integrate the river into the community.
- Utilize existing infrastructure currently located within or adjacent to the site.
- Create commercial development and small business opportunities.
- Expand the range of goods and services provided in the Mishawaka downtown.
- Enhance Central Business District on-street and off-street parking.

CONSTRAINTS

- Location and orientation of the Liberty Mutual development limits direct linkage between the existing CBD and the site
- Existing intersection between Main Street and the site is awkward, being located on the curve between Main Street and Church Street. The configuration of the street encourages drivers to drive on through, with the effect of "tunnel vision." There is limited room for modification or relocation of the intersection.
- The site is divided by a major arterial street.
- Location of existing infrastructure corridors somewhat limits design flexibility.



MASTER PLAN RECOMMENDATIONS

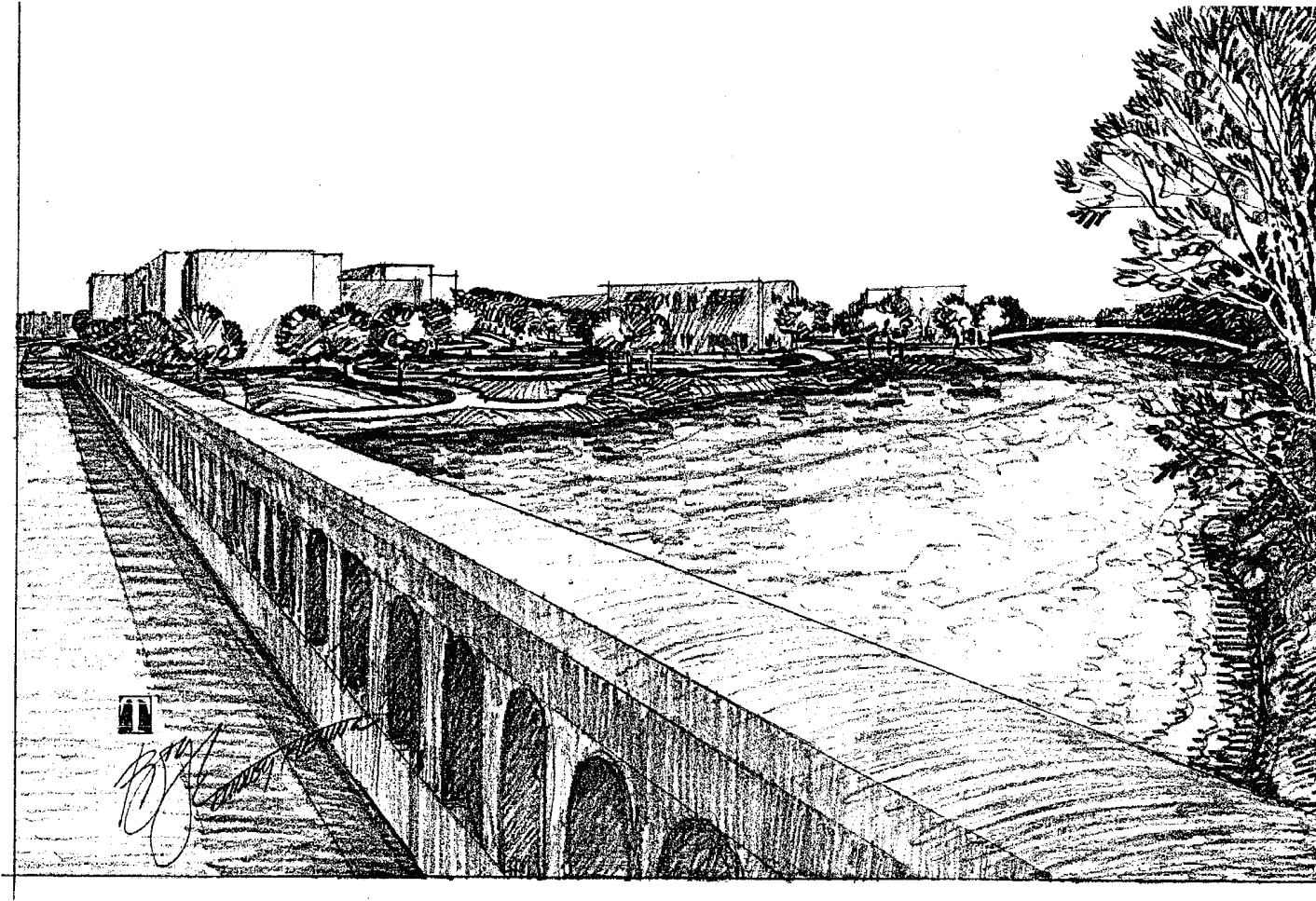
“MISHAWAKA RIVER CENTER”

INTRODUCTION TO THE MASTER PLAN

To arrive at a set of recommendations for a project so important to the future of the City of Mishawaka and its downtown, several fundamental building blocks had to be developed. This was accomplished by gathering input from the citizens, business leaders, city council members, city officials and the Mayor of Mishawaka and resulted in the development of the following building blocks.

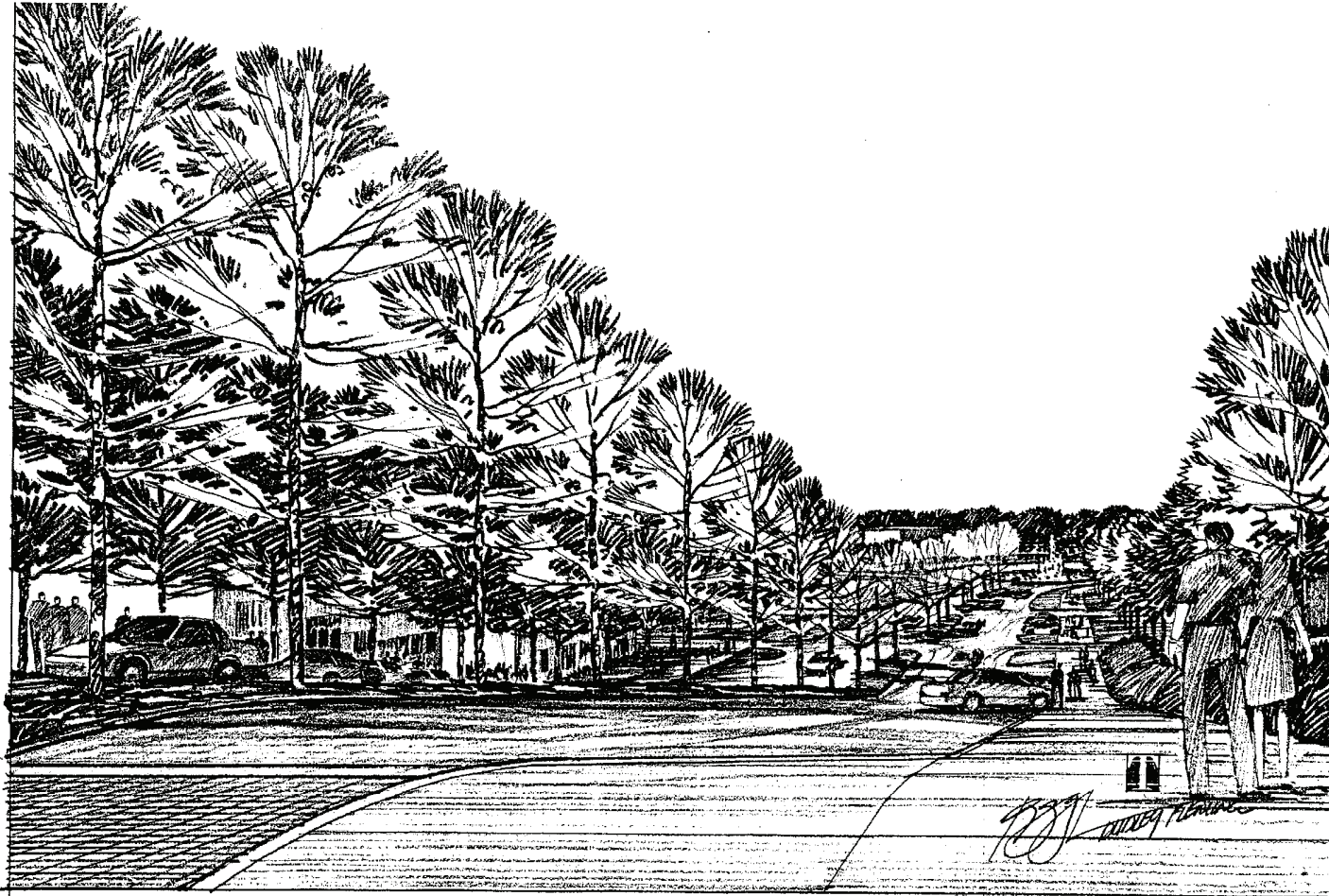
PROJECT CONCEPT

MISHAWAKA RIVER CENTER- Create a river front urban mixed-use development which takes maximum advantage of its geographic location adjacent to the river and within the Central Business District by developing views, walkways and community spaces, and whose purpose is to rebuild this portion of downtown as a gathering/activity place containing commercial, business, residential and public uses.



"Mishawaka River Center"

PROJECT GOALS



"Boulevard Connection to Lincolnway"

This melding of all the various ideas and concepts allowed us to develop a set of goals. The goals and recommendations contained herein try to take into account all of the information gathered while still allowing as much development flexibility as possible. You will not see specific buildings designed for a specific site. Instead, you will see development areas where certain types of development are considered. We have also tried to give an indication of the architectural concepts that are envisioned in the various development areas.

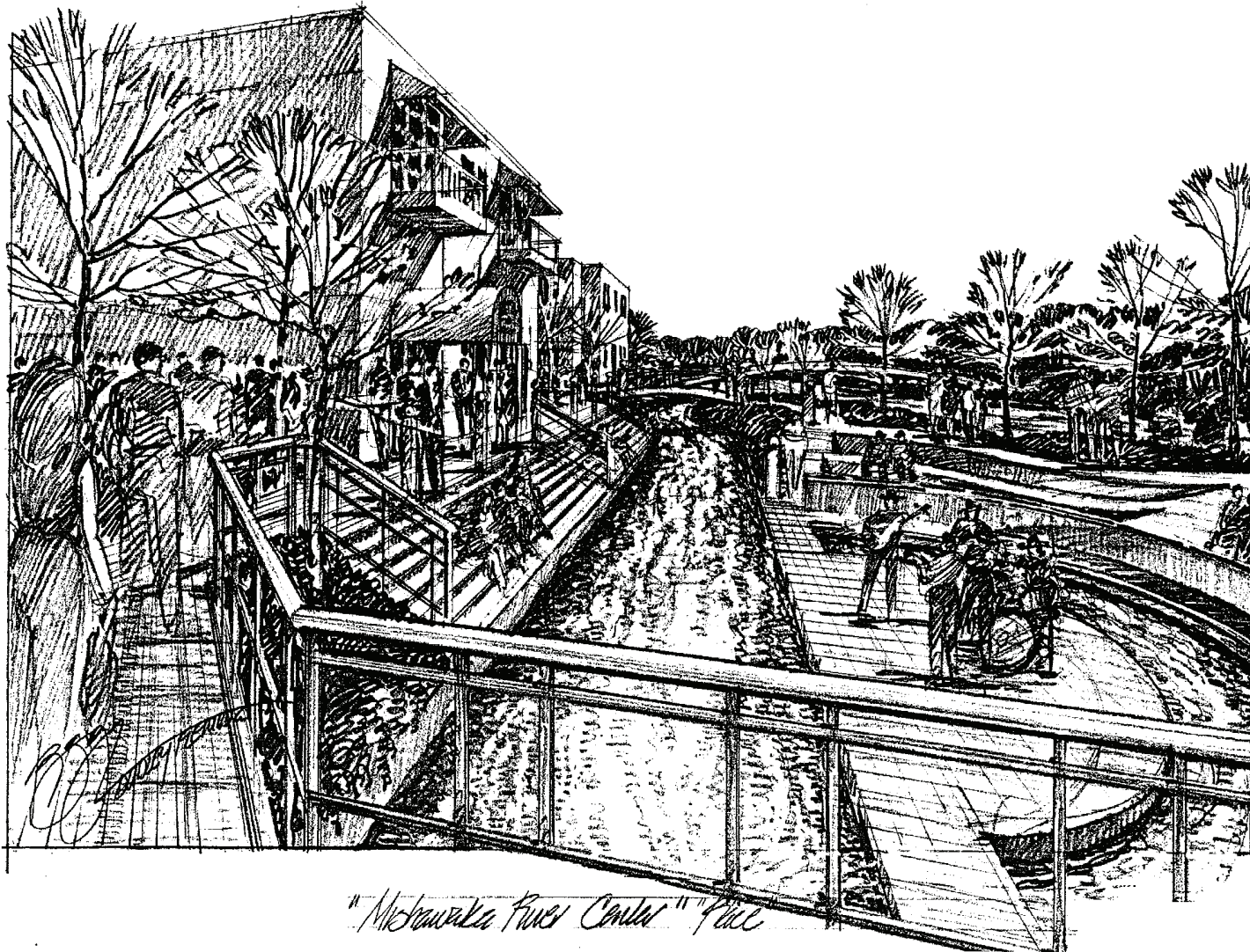
The master plan is designed to let the market forces work their magic for downtown Mishawaka under a flexible set of guidelines determined through input by the citizens and public officials that call Mishawaka home.

PROJECT GOALS

- Redevelop the site to enhance the Central Business District, create jobs and increase the tax base of the City.
- Encourage multiple uses within the redevelopment area including commercial, business, and residential.
- Encourage development that is of an urban scale, maximizes the quantity of development and continues the existing character of the Central Business District.
- Develop walks, uses and view corridors that utilize this location on the river to its fullest potential. Creating vistas to the site and the river.
- Provide for public spaces to complement the existing parks and recreational opportunities downtown, including creating an active place for outdoor festivals and markets.
- Incorporate planned public improvement projects such as the Riverwalk.
- Respect the historical relevance of the site and its importance to the development of the City of Mishawaka by preserving and developing the mill race as an amenity to the site.
- Encourage development that utilizes high quality building materials and is of an architectural style that both complements and enhances the value of the existing Central Business District.
- Provide safe, efficient pedestrian and vehicular transportation connections between this site, the Central Business District, and the 100 Center.
- Make the Central Business District a destination point by orienting it to the river.
- Create and develop uses that extend the hours of activity beyond the normal nine to five business day in an active, safe environment.

RIVERFRONT AND RACEWAY

The St. Joseph River and raceway are to remain available to the public along the River Center. The River Center should be designed to embrace the river through the development of additional pedestrian circulation, sensitive commercial and residential development, and a public space that allows direct access to the river. The majority of the river's edge within the study area should allow public access through the utilization of the Riverwalk, "boardwalks" and "plazas" in the commercial area. This would allow for interaction between a variety of users such as shoppers, restaurant patrons and people strolling and exercising. This interaction furthers the concept of mixed use and higher levels of activity in the CBD. It is recommended that businesses close to the river relate directly with it through their design by placing them to allow patrons views and proximity to the river, while protecting the views from main roads and pedestrian corridors.



"Mishawaka River Center" - Fall



High density mixed uses framing open space and activity areas provide a balance of scale and activity. Angled parking allows close in parking and narrower street sections.

Recommended uses of the River Center include a range of commercial, residential and public areas. These land uses are consistent with public wishes and complement the Central Business District. They include:

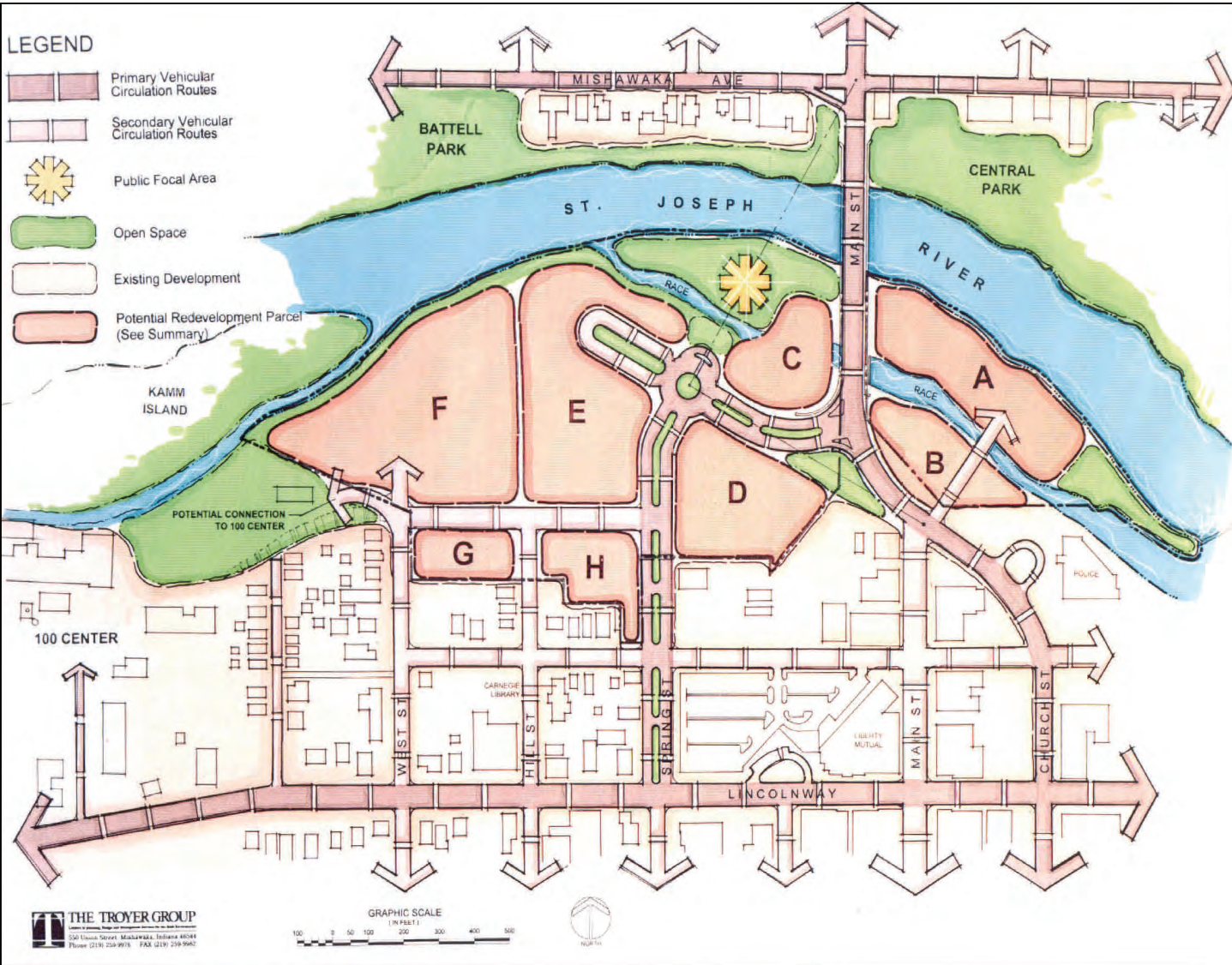
RESIDENTIAL

Mixing higher density residential uses with commercial and business should be encouraged through the use of “lofts” or apartments on the upper stories of commercial space. Low-density residential development should be discouraged. Due to its location in the heart of the City, the limit of developable land available and its anticipated high real estate value, the highest and best residential use would be medium to high density uses such as apartments, condominiums, and townhomes. It will be important to merge the new residential with the existing residential usage that will continue to be present in the area, such as the single family homes, apartments, and townhomes around the 100 Center development.

COMMERCIAL

Recommended commercial uses in the River Center could include restaurants, small service businesses and boutiques, upscale retailers, professional offices, and hospitality businesses. Existing commercial trends in the CBD suggest a direction for retail and service-oriented businesses. The River Center should complement and enhance the existing business, in order to achieve the highest amount of variety and commercial viability for the downtown. Restricting businesses of non-compatible uses that are typically associated with commercial road corridors from locating on the site should be considered. Such uses include, but are not limited to drive-thru restaurants, convenience stores, gasoline filling stations, off-premise signs, and automobile related uses. These uses are not compatible because they discourage the sense of place or development of the River Center as a destination point. It is important that the River Center be developed as a unique space within the fabric of downtown Mishawaka.

BLOCK DEVELOPMENT PLAN



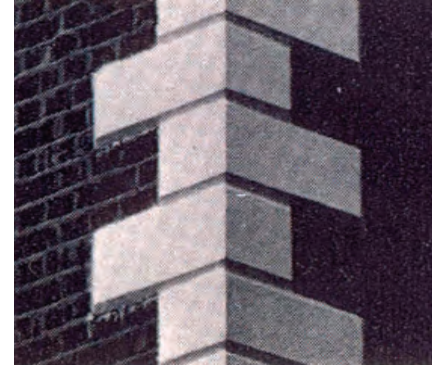
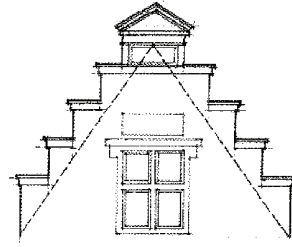
This map recommends land uses that could be incorporated on the site relative to potential development parcels. As mentioned previously, specific location and quantity of appropriate uses should be driven by the market as the master plan is implemented.

PARCEL SUMMARY

Parcel	Acreage*	Potential Land Uses
A	2.6	Medium Density Residential (6 – 10 DU/AC) High Density Residential (+12 DU/AC) Retail Restaurants Mixed Use
B	2.0	Restaurants Retail Office/Business
C	1.5	Retail Restaurants
D	2.5	Retail Restaurants Office/Business
E	4.4	Retail Restaurants Office/Business Public Parking
F	5.5	Medium Density Residential (6 – 10 DU/AC) High Density Residential (+12 DU/AC) Retail Office/Business
G	1.0	Medium Density Residential (6 – 10 DU/AC) High Density Residential (+12 DU/AC) Office/Business Retail
H	1.3	Retail Restaurants Office/Business

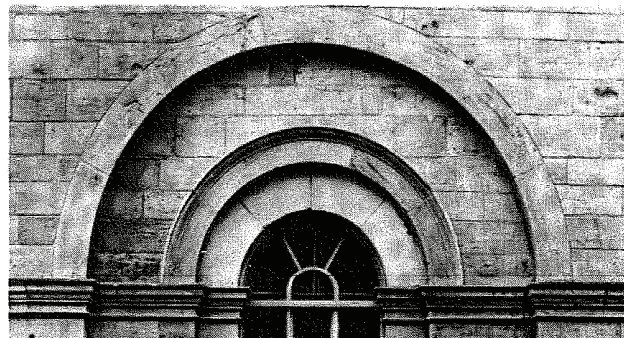
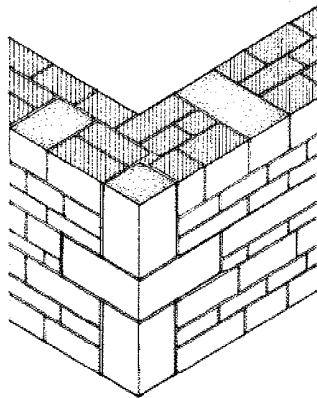
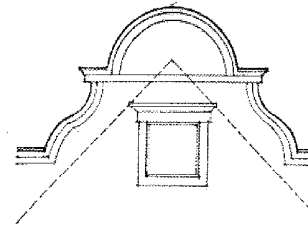
* Acreage is approximate only. The size and configuration will change based on actual redevelopment proposals.

QUALITY/CHARACTER OF CONSTRUCTION



It is recommended that the City create an architectural overlay-zoning district with design review to insure the appropriateness of development in the study area. Similar to the Planned Unit Development designation, this overlay-zoning district would potentially allow the Plan Commission, city officials and general public an opportunity to review and discuss specific design characteristics prior to implementation. Given the River Center's central location and its importance to the image and viability of the City of Mishawaka, architectural quality control will be very important to the development of a rich, energetic addition to the Central Business District. How the downtown is visually perceived will be dependent on the requirements the City places on the redevelopment of this area. The character and building materials utilized will establish a visual gateway to the river and the downtown.

A few examples of architectural quality or positive character are illustrated on the left.



HISTORICAL CONSIDERATION



View of existing race looking west as it is diverted under the Uniroyal Plant.



Historical marker within project.



View of existing race looking east toward the dam.

As identified within the Historical Analysis section, a few buildings located within the former Uniroyal plant are historically significant. They are not architecturally significant. The cost of renovating the existing industrial structure located on the site for commercial or residential purposes would typically meet or more likely exceed the cost of constructing a new building with high quality materials. The preservation of any of the buildings would also dictate to a significant degree how the remainder of the site could be redeveloped. As such, it is recommended that all of the remaining structures be razed.

It is important, however, that the historical relevance of the site be carried through in the future development in a manner which reflects the previous uses. Therefore, the following is recommended:

- The race should be integrated into the future development. The race has historical relevance dating back to the initial uses of the site, so preserving at least a portion of it would serve as a continued strong physical presence representing the physical evolution of the City of Mishawaka. Abandoned water wheels or other industrial infrastructure found on the site could be integrated into the public spaces. A monument reflective of the history of the site could be incorporated. An appropriate location could be at the public gathering spot within the River Center. Portions of the salvaged industrial infrastructure could also be used to establish the monument. The Carnegie Library is within the study area. This structure could be used as an industrial heritage center or similar use provided an appropriate civic group can be found as an ongoing sponsor for this activity.

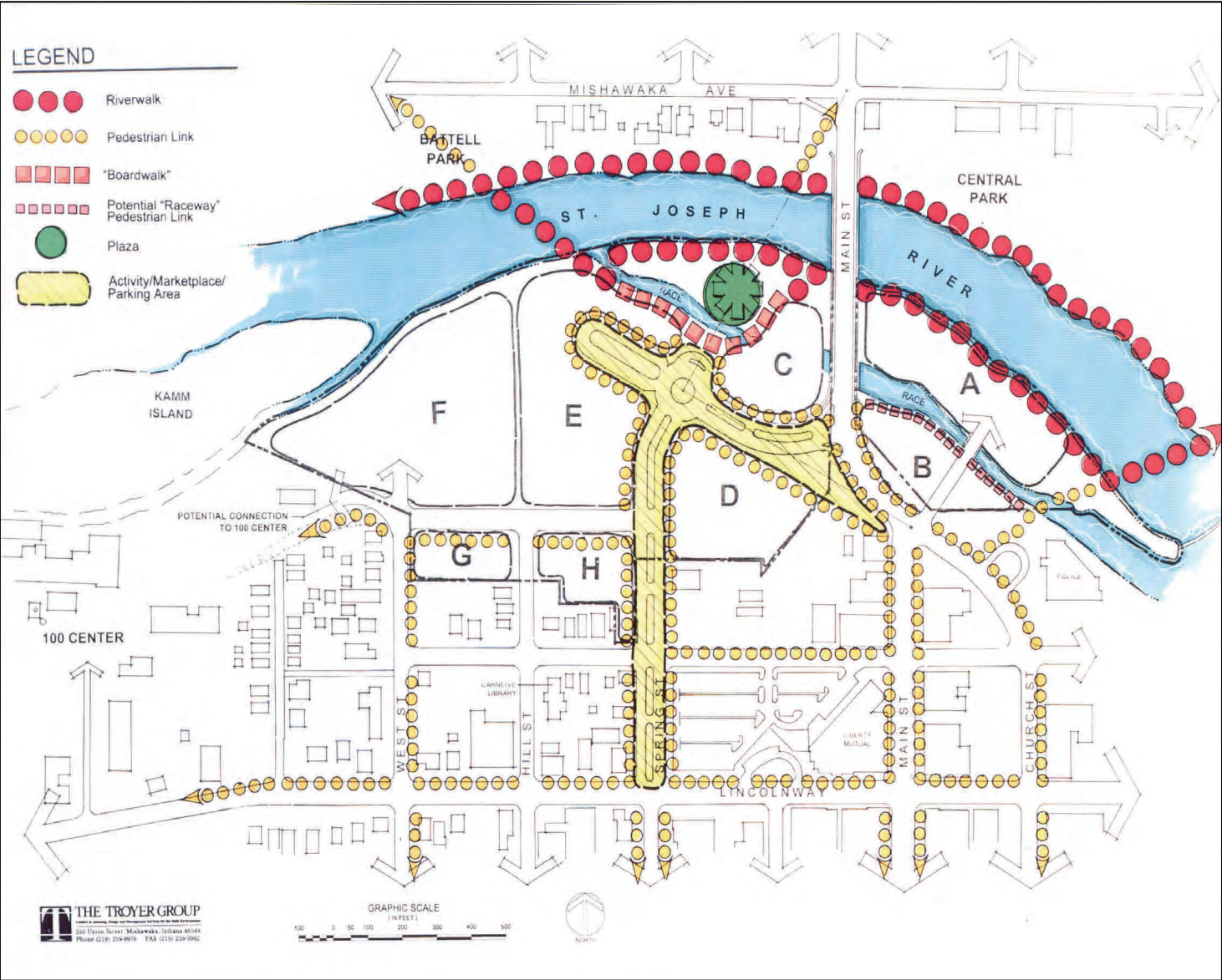
PUBLIC SPACES



"Market Place" Mishawaka, MI.

It is recommended that the River Center provide a distinct place for the public to gather in order to create activity throughout the day and evenings. It is important that this area be designed to celebrate its location along the river, and possibly be incorporated into the race to allow the greatest possible interaction between river and users. It should be a flexible space that would allow a multitude of uses such as gatherings, outdoor markets, holiday festivities, sidewalk shopping, and small performance groups. The space should relate to the businesses in the area, so that it becomes an integral part of the River Center as a whole. This could be accomplished by creating a "boardwalk" along the businesses that directly links the race, streets, walks and a public plaza. The use of a boardwalk and plaza creates a town square and offers opportunities for seasonal festival events, an outdoor market and other special uses.

PEDESTRIAN LINKS



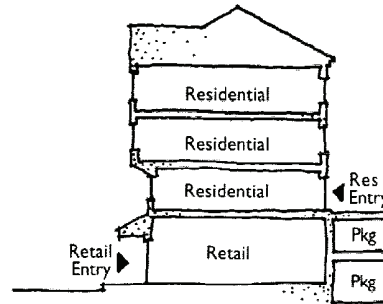
As an extension of the Central Business District, it is recommended that the physical connections between the downtown, neighborhoods and the river be enhanced. Expansion of the Riverwalk path system into the project will encourage activity and provide convenient access to the downtown. A "boardwalk" concept incorporated into the new development along the race would allow for direct interaction between the people, businesses and the water and create a lively atmosphere. The pedestrian system should encourage direct links between businesses, residences and public gatherings spaces, such as the plaza, to add to the enjoyment and visibility of the downtown.

The following plan represents the potential layout of pedestrian access ways and connections to proposed public spaces.

URBAN SCALE



Evening life and activities should be encouraged through the use of safe levels of lighting and a mix of uses.



Residential parking and entrances in the rear provide adequate parking and an uncluttered retail frontage within multi-use developments.



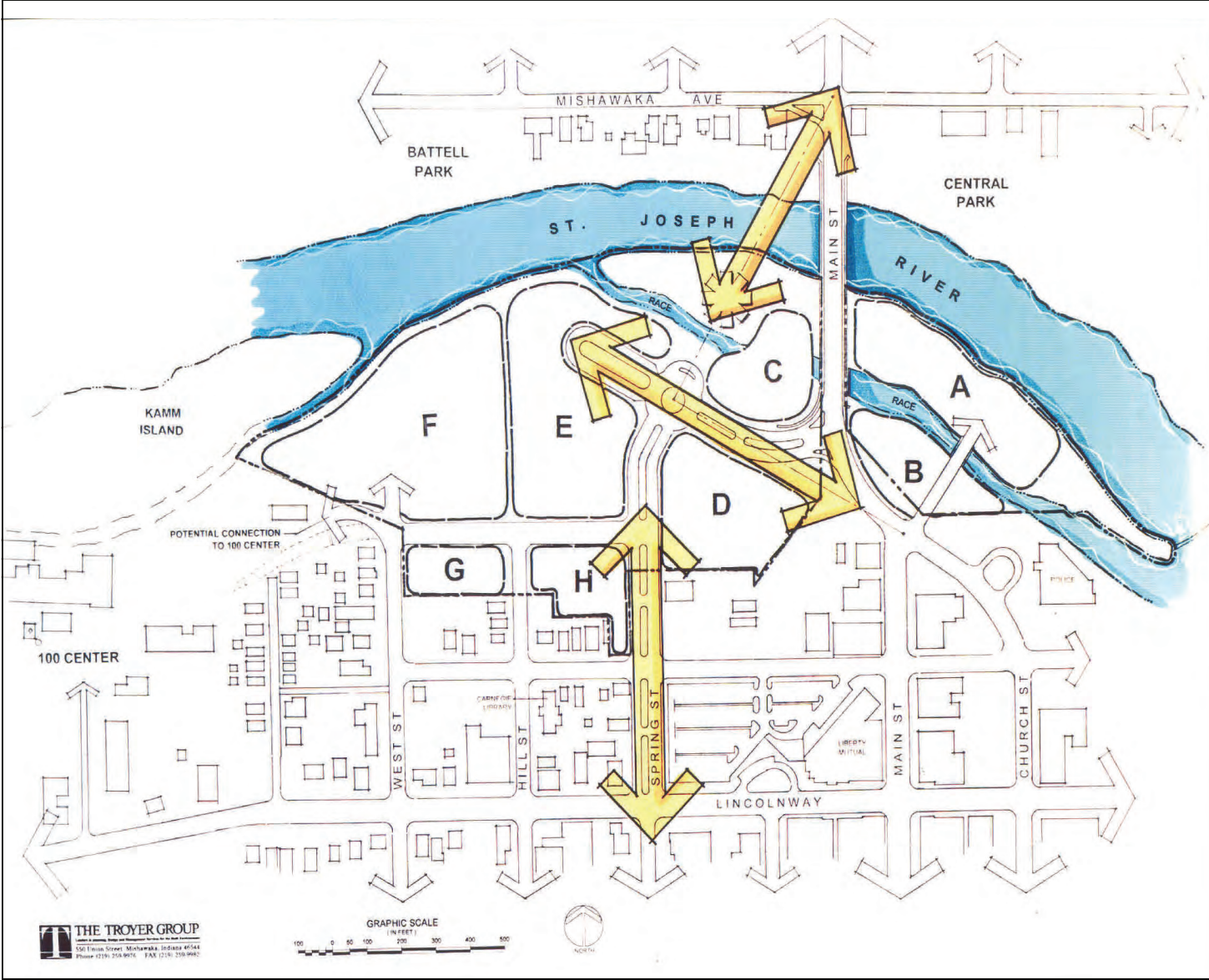
Visually distinct and interesting architecture should be encouraged. New architecture should complement the existing structures. This image portrays 4-story architecture, but the scale of the street is desirable, even if the buildings were 3-story.

It is recommended that restrictions be placed on total square footage of development to require multiple story buildings consistent with the surrounding Central Business District. Given the property's location in the center of downtown Mishawaka, an important characteristic of the site should be the scale of development. The City should establish restrictions on this through an overlay district or restrictive covenants.

Potential developers must also address parking in the context of urban development. It is recommended that developers be required to provide off-street parking in a manner so as to minimize the consumption rate of the land, given the urban context of the site, value of the land, and the importance of creating a positive image. This could be accomplished by providing some public lots, underground parking and parking structures for off-street parking. In addition, developers could also provide streets that accommodate on-street parking for consumer or service parking.

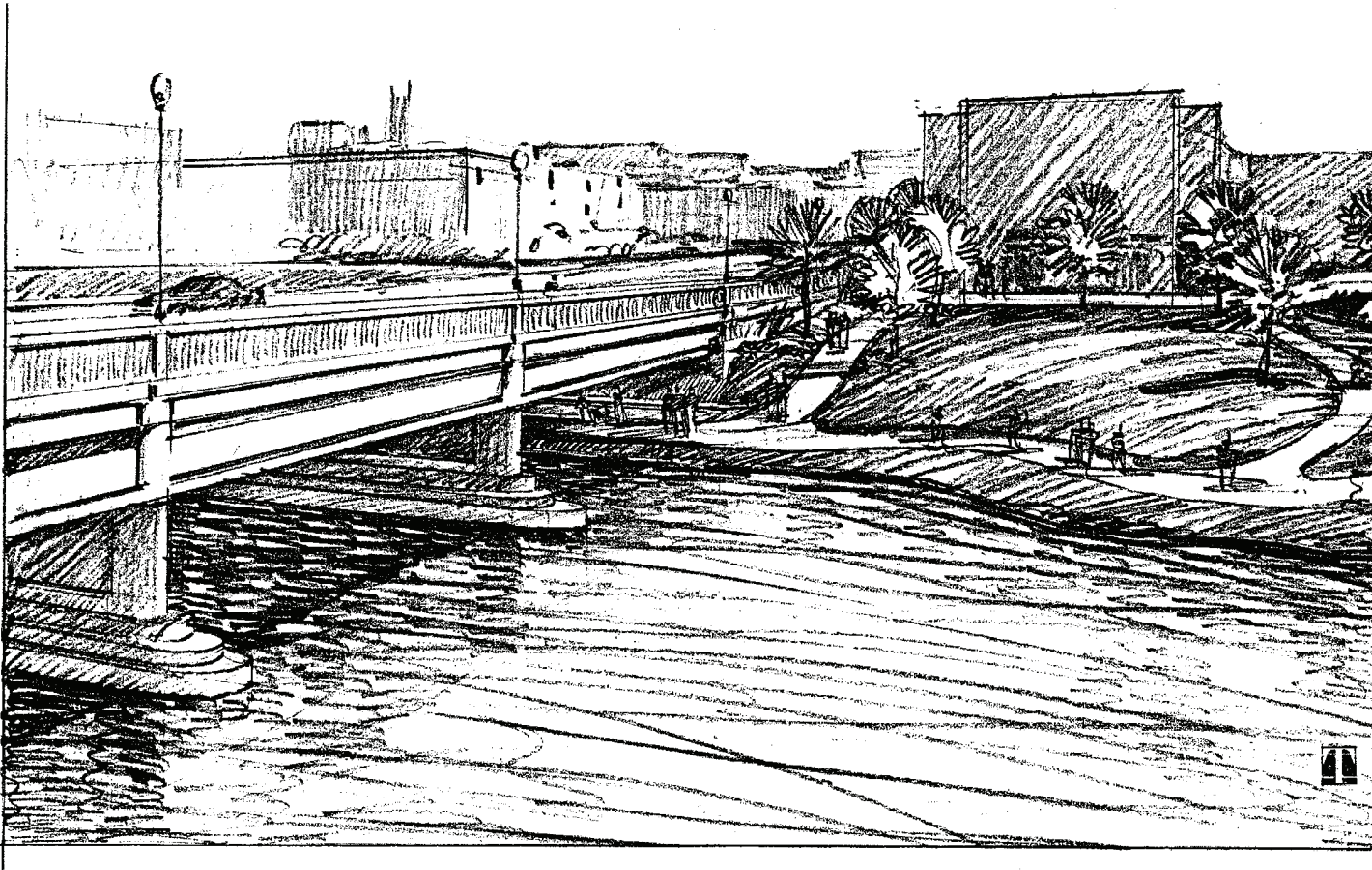
If a mixed-use concept is developed, it is recommended that parking structures, if developed, utilize the rear of the buildings to provide upper level parking for residential units located on the upper floors. In this way, the residents have reserved parking and the ability to access their homes directly from the parking structure. The lower parking levels would then be available for public use.

VIEW CORRIDORS



View corridors have been identified as part of the master plan. It is recommended that these corridors be preserved as development of the site and adjacent properties takes place. The ability to see a potential destination helps to establish a sense of connection with that destination, thereby inviting a person to further "investigate." The City of Mishawaka should consider establishing restrictions on the maximum permitted building heights and placement of structures within these view corridors.

CONNECTIONS



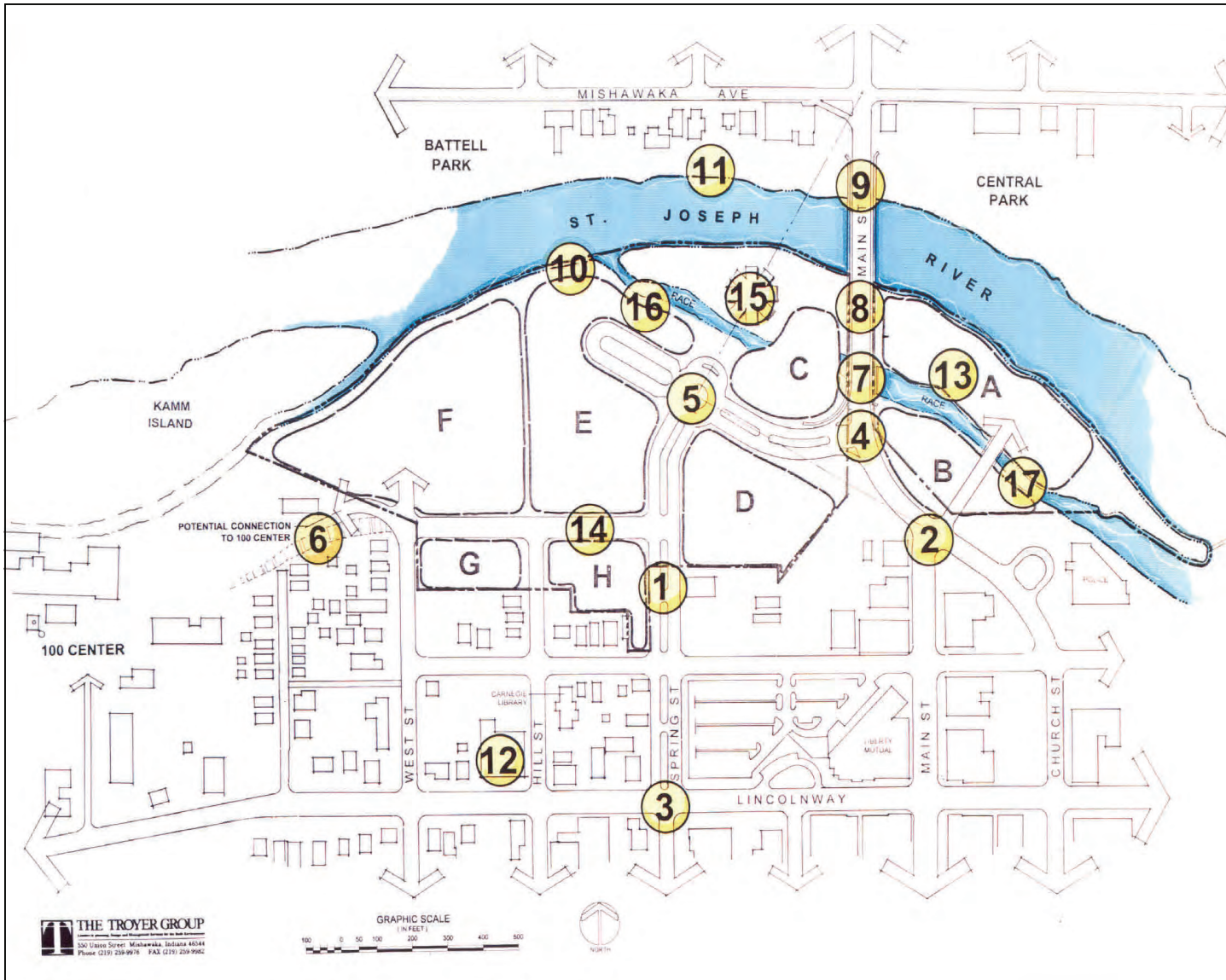
River walk below Main Street.

The development of the River Center should not be independent of the Central Business District (CBD) and surrounding uses, both architecturally and physically. Downtown vehicular and pedestrian connections to surrounding properties should be strengthened. The following are recommended corridors that would assist in ensuring this connection:

- Create a strong access from Main and Church Streets to the River Center, separate from the Main Street intersection. This may require an additional intersection and traffic light. It is crucial that easy access from Main Street into the River Center be provided to promote its success as a viable commercial area.
- Develop a connection from Lincolnway to the River Center that will provide primary access from the South and the CBD. This could require the re-development of an existing street, such as Spring Street, to provide an appropriate connection relative to anticipated traffic volumes. This connection could be made as a boulevard and/or pedestrian streetscape for the intended development concept of the site.
- Connect the 100 Center to the River Center to take advantage of existing business and promote the re-development and use of this existing business space. This connection should be developed for both vehicular and pedestrian access.
- It is recommended that a streetscape program be implemented along important connections in order to provide a sense of place and direction. Gracious walkways leading from the River Center to the existing CBD should be planned as part of transportation development for the site.
- Provide a footbridge crossing the river from Battell Park that would provide direct access to the River Center from the Riverwalk.
- Create a pedestrian connection under the Main Street bridge to link the two sides of the River Center.
- A pedestrian connection between Main Street and the River Center should be developed with a strong streetscape treatment that physically and visually links them.
- Extend the Riverwalk through the site, linking to and connecting the downtown and the river.

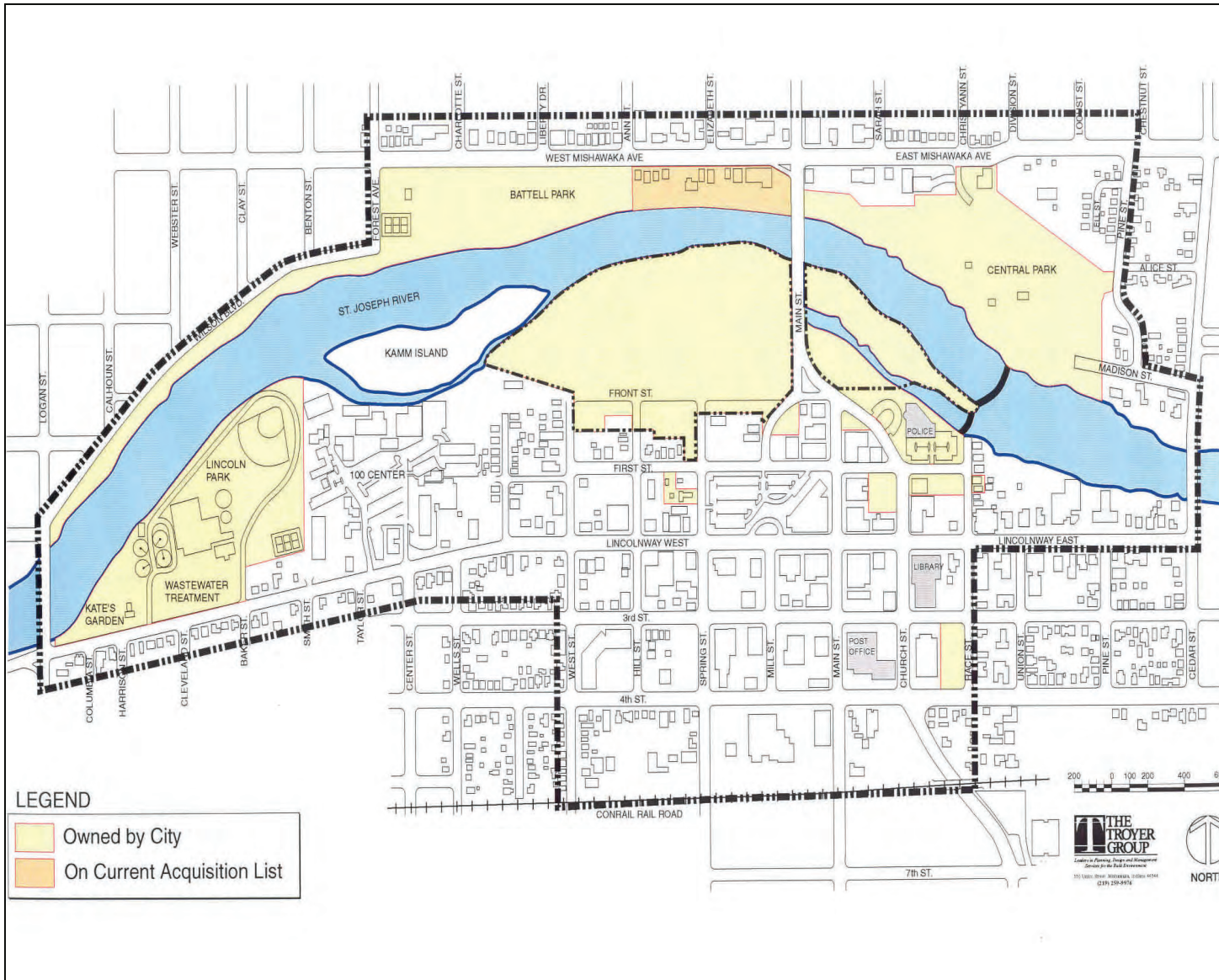
Each of these connections will require further development and research prior to establishing exact locations.

POTENTIAL PUBLIC IMPROVEMENT PROJECTS



1. **Boulevard access from Lincolnway West** - Produce a wide tree lined boulevard to provide an entrance into the River Center site that allows for on street parking, visual connection with the river and a future area for an outdoor market site
2. **Main and Church St. intersection** - Study intersection to provide access to the island.
3. **Lincolnway West and Spring Street intersection** - Utilize this intersection as one of the major access points into the site.
4. **Relocate Front and Main Street intersection** - Develop a re-aligned intersection for a boulevard entrance into the site from Main St.
5. **Boulevard for relocated Front Street** - Extend the Spring Street boulevard to provide an alternative traffic pattern within this site. Also allowing for use for outdoor events.
6. **Roadway connection to 100 Center** - Provide easy access to the 100 Center to capitalize on the strengths of both projects.
7. **Walkway to Main Street at Race** - Review potential for an access point to the race and river from street level.
8. **Walkway under Main Street Bridge - south side of river**
9. **Walkway under Main Street Bridge - north side of river**
10. **Bridge across river to Battell Park** - Construct a bridge across the river to provide a convenient connection with the parks system on the north bank of the river.
11. **Trail connection between Battell and Central Parks** - Connect the riverwalk system along the north bank of the river.
12. **Rehabilitate sidewalks in Central Business District** - Consider rehabilitating sidewalks, landscaping, and traffic signals in the downtown to reflect the street lights on Lincolnway and the riverwalk system.
13. **Construct public pathways along the river and race** - Continue the riverwalk system allowing improved public access between its downtown and neighborhoods.
14. **Rebuild utilities in Front Street in accordance with Long Range Utility Plans** - Upgrade the utilities on the site now, prior to completing improvements to the surface infrastructure.
15. **Public plaza** - Construct a public plaza at the end of Spring Street that allows for a multitude of public uses such as markets, art festivals and small performance groups. The site would also have access to the river and views from the north bank of the river. Activities could also be enjoyed from boats in the river. Excellent site for 4th of July fireworks or Summerfest.
16. **Raceway rehabilitation** - Rehabilitate the raceway as a significant part of the history of Mishawaka and an extension of the river.
17. **Bridge across race for vehicular and pedestrian access** - The bridge would allow development of the island and safe access from the signalized intersection at Main St.

PROPERTY ACQUISITION / MARKETING STRATEGY



PROPERTY ACQUISITION

To further develop the concept of the River Center, it is recommended that consideration be given to acquiring properties within the study area. If not acquired, some existing property's current use or condition may otherwise restrict the ability of the City to revitalize this area. Acquisition should be considered based on the perceived compatibility between existing and anticipated future uses in the areas. In addition, acquisition may be required to provide complete blocks or areas for development.

The areas identified by the drawing to the left indicate those properties either owned by the City or on acquisition lists. Properties in the study area in addition to those shown should be considered for acquisition as they become available for sale, or as necessary to provide complete blocks for redevelopment.

MARKETING STRATEGY

The City of Mishawaka should develop and pursue a two pronged marketing strategy in conjunction with the recommendations of a professional real estate consultant:

- Assemble and resell consolidated larger parcels of land as single sites based conceptually upon the parcels shown in the Block Development Plan of this Master Plan.
- Pursue the viability of marketing the site as a single large tract for a "destination" type development.

This will restrict the sale of property to smaller developers, who although may be well intentioned, will inadvertently dictate or restrict the future types of significant development or infrastructure improvements which could occur on the site.

To provide an appealing environment for developing the River Center, the following recommendations should be considered:

- Rezone the property to a Planned Unit Development designation prior to sale. This would allow the Plan Commission, city officials and general public an opportunity to review and discuss specific uses prior to implementation.
- Create an overlay district which would establish uses, control development and architectural character, density, et cetera in the study area.
- Utilize the public development of a "plaza" as part of the required marketing strategy to attract commercial development to the site.
- Identify elements that the City would consider supporting financially, such as parking, to ensure the scale and financial feasibility of urban development.
- Construct primary infrastructure prior to sale.
- Commit to a plan of minor secondary infrastructure construction as each parcel is developed.
- Longer-term, the redeveloped site can be promoted as a destination for the residents of Mishawaka, and also as an attraction for the region for tourism.